



**COSLA**

**Strategic Migration Partnership**

# **Policy Toolkit**

**Version 2.0**

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## **Contact information**

This is a working document which we hope to update in light of feedback received from local authorities and community planning partners. If you have feedback on the toolkit or would like to discuss how it can be used in your area please contact the COSLA Strategic Migration Partnership Team on 0131 474 9252 or email [laura@cosla.gov.uk](mailto:laura@cosla.gov.uk) or [derek@cosla.gov.uk](mailto:derek@cosla.gov.uk).

## **Preface to second edition**

There have been several significant political changes since the publication of the first edition of the COSLA Migration Policy Toolkit in May 2010 that make it appropriate to revise parts of the toolkit.

The political landscape in the UK and Scotland has changed considerably with the establishment of a Conservative and Liberal Democrat coalition government in Westminster and a majority SNP government in power in Holyrood. The outcome of both the general and Scottish elections has marked important changes to immigration policy. The Conservative and Liberal Democrat coalition government was in its first days of power at the time of publishing the first edition of the migration toolkit and changes to immigration policy were largely unformulated. The coalition government's trajectory of immigration policy is now apparent and a raft of policy changes is underway, although the full impact of these changes has not yet been experienced. The key policy changes are the establishment of an immigration cap on non-European Economic Areas (EEA) workers, the end of post-study work visas, the launch of new student visa restrictions, the introduction of English language requirements for non-EEA migrants and the annulment of the earned citizenship proposals. There is also a consultation underway to review non-EEA skilled and highly skilled migrants' right to remain in the UK beyond a 5 year period.

With the 2011 Scottish Parliament election resulting in a majority SNP government it is reasonable to assume that the drive to achieve Scotland's population growth target will remain at the heart of Scotland's economic strategy and will not change considerably. Of course, with the change of administration in Westminster the political standpoint between Scottish and UK government on immigration has become more disparate. The drive to construct an immigration policy that reflects Scottish priorities rather than a South East/London-centric motivated policy continues. To date, this has been most notable in the request to exempt Scotland from the current restrictions being put on non-EEA immigration and to reinstate the Fresh Talent Scotland Visa (which allows new graduates to work for 2 years) and the subsequent rejection by the coalition government.

Furthermore, on 30<sup>th</sup> April 2011 the transitional measures that were applied to the eight accession countries (A8) that joined the EU in 2004 came to an end. From 1<sup>st</sup> May 2011 the rights of A8 nationals are in line with the rights of other EEA nationals. Bearing changes such as these in mind, we are at a point where it is appropriate to revisit and update the policy toolkit.

## Introduction

The presence of migrants in Scottish communities is an inevitable feature of life in Scotland in the 21<sup>st</sup> century, as it has been at many other points in the country's history. Since the European Union enlarged to include many Eastern European countries in 2004 Scotland has experienced unprecedented levels of migration from European countries. People from beyond the European Union also come to work and study in Scotland, and we offer sanctuary to refugees fleeing persecution from more than one-hundred countries around the world.

While the scale of this migration brings challenges in terms of providing public services, migrants also bring a range of benefits to an area including enhancing cultural diversity, filling skills gaps, contributing to the local economy and in some areas making the continued provision of services viable.

In fact, taken in the context of Scotland's ageing population the contribution that migrants bring can be invaluable. The Scottish Government recognises this and has identified inward migration as the key mechanism in achieving their ambitious population target "to match average European (EU-15) growth over the period from 2007 to 2017, supported by increased healthy life expectancy over this period". The population growth target is a key part of the Scottish Government's strategy to stimulate and grow Scotland's economy. Scottish local authorities also recognise it and therefore COSLA's Strategic Migration Partnership were tasked with producing a toolkit to support local authorities to develop a more strategic response to migration with a view to counter-acting the challenges of an ageing population.

The aim of the toolkit is to help local authorities and their community planning partners better understand the demographic challenges faced in their area and plan a strategy for using migration as one mechanism to counteract the difficulties they are likely to face. In order to be successful in achieving this, local authorities and their community planning partners must ensure that their communities are welcoming places and that migrants are able to access the services they require so they are more likely to settle and build their lives here. This toolkit aims to help local authorities and their community planning partners to achieve that. Much good work has already been carried out by many local authorities and their community planning partners and the toolkit will provide a means of moving forward with their migration/demographics work. It is proposed that the best means of implementing a strategic approach to migration is through Community Planning Partnership structures.

## Definitions

The toolkit provides advice and guidance to local authorities seeking to welcome migrants into their area. By migrant we primarily mean any person who comes to Scotland from outside the UK. This includes:

1. People from the European Union (including the accession states) who come to the UK with the aim of working, studying or setting up a business;
2. People from outwith the UK who come to the UK through the Points Based System with the aim of working, studying or setting up a business; and
3. Forced migrants who come to the UK to seek protection or who are resettled here by the Home Office and UNCHR. (People awaiting a decision on their claim for protection are 'asylum seekers', those who have been granted protection or have been resettled here are 'refugees').

Where 'migrant' is used throughout the document it applies to each of these groups. 'Migrant worker' is used to refer to people who come to the UK to find work, either through the Points Based System or through their rights as an EU citizen.

Some of the advice within the policy toolkit will have broader relevance. For example guidance on integration strategies will also be relevant to settled Black and Minority Ethnic (BME) communities. Guidance on developing initiatives to attract migrants into your area can be targeted at people living elsewhere in the UK.

## How migration can help to tackle an ageing and declining population

In-migration is now an inevitable feature of life in Scotland. The expansion of the European Union has led to an increasing number of people who have the right to come and live and work in Scotland. There are also a number of routes for migrants from beyond the EU to come and live, work and study in Scotland. Local authorities have very little control over who comes to live in their area, and they have a duty to provide certain services. However, in-migration can bring a range of benefits to an area, including boosting the local economy and the area's demographics. With this in mind COSLA Strategic Migration Partnership has been working since 2007 to support local authorities in Scotland to respond to increasing levels of migration in a positive way, in order to take advantage of the benefits. This Policy Toolkit draws upon what has been learned over that period and aims to support local authorities to develop a strategic response to migration.

In-migration helps to boost an area in a number of ways. Migrants can fill skills gaps and contribute to the economy both by paying taxes and by buying goods and services locally. A surge of young migrants arriving in an area can boost the working age population and help tackle the problem of an ageing population by creating a larger pool of workers and tax payers to support the ageing population. The benefits in this sense are increased if migrants can be encouraged to settle in an area over the medium to long term because they will continue to contribute economically and may have children who also help further boost the population who are below retirement age.

The benefits of in-migration are such that some local authorities may wish to actively encourage migrants to come to their area. Increased migration is of particular value in areas where the population is declining. While transitory migrants may bring a short-term boost to local economies, in order to effectively counteract the demographic challenges that many areas of Scotland are facing we need to encourage migrants to settle and integrate into an area. Migration will only be an effective means of tackling an ageing and declining population if we can make our communities and public services welcoming. The demographic picture does differ across different local authorities in Scotland, and some actually have an increasing population. These areas may still wish to attract migrants to their area in order to fill specific skills gaps and enhance their cultural diversity.

## Mechanisms for enabling migrants to come to Scotland

There are a range of mechanisms that can be used to enable migrants to come and live and work in Scotland, which the EHRC set out in their recent publication *Room for Manoeuvre* (2009). Immigration policy is reserved to Westminster and in many senses is designed to meet the needs of South East England, where public services have been overwhelmed by migration in recent years. There are some opportunities within the system that Scotland can take advantage of to enable migrants to come and work here.

Most migrants from the European Union have the right to live and work in the UK. In May 2011 restrictions on migrants from the eight EU accession states (A8) who joined the EU in 2004 ended. This gives A8 migrants the same rights and entitlements as other EEA countries. CSMP has commissioned research on rights and entitlements of migrants which will provide guidance on what the end of these restrictions will mean in practice. This work has been funded by the Scottish Government. The restrictions on migrants from Bulgaria and Romania could end by January 2012, or may be extended for a further two years, while the Home Secretary has indicated that maximum restrictions will be placed on migrants from any future new members of the European Union.

The Points Based System provides opportunities for migrants from beyond the European Union to come and live and work in the UK, so long as they meet certain criteria. There is a skills shortage list attached to the Points Based System and migrants who can fulfil one of the roles on the list get extra points. There is also an additional skills shortage list for Scotland and the Migration Advisory Committee is responsible for making recommendations to the Government on what occupations are included on these lists. They consult stakeholders regularly on this and local authorities and their community planning partners should aim to play a key role in identifying skills gaps in their area and presenting evidence to the Migration Advisory Committee, thus potentially opening up a route for migrants to enter their area to fill skills shortages. The main draw back of the skills shortage list is that

it is designed on a labour replacement basis to fill skills shortages, rather than to promote population growth.

There are also a range of soft levers that Scottish local authorities can use to promote their areas to migrants. For example, they may wish to market the natural environment, quality of life, education services etc in order to encourage migrants to settle. There is also evidence that migrants are more likely to settle if they migrate at certain points in their life. For example migrants who have young families are less likely to become onward migrants than young, single migrants.

There are of course moral issues attached to encouraging migrants to come to your area. People in Scotland are familiar with the concept of 'brain drain' as many young Scottish graduates migrated south in recent decades in order to find better opportunities. If local authorities seek to actively encourage migrants to come to their areas, they should bear in mind the negative impact that outwards migration can have. Migration within the EU is to some extent cyclical and as migrants leave one country they will be replaced by migrants from another country. However, we should be particularly wary about targeting migrants from under-developed countries, particularly those whose skills are in short supply since this can have a devastating effect on fragile states.

## **Migration in the current economic context**

In the current economic context there is a question of whether it continues to be wise to seek to grow Scotland's population through migration. The Council of Economic Advisers 2<sup>nd</sup> Annual report (December 2009) reviewed Scottish Government's economic strategy and advised them that in light of the economic downturn they should consider revisiting the population growth target and consider targeting migrants with particular skills. The Council reconsidered the population target in its 3<sup>rd</sup> Annual report (December 2010) and has emphasised the link between Scotland's lower growth of GDP and the country's lower population growth. The report acknowledged that migration is the key driver to population growth for Scotland; this is in contrast to many of the EU-15 who have experienced significant level of natural change (births minus deaths) in recent years. In light of Scotland's reliance on migration in comparison to some of our EU-15 competitors, the increasingly tight immigration controls of the UK Government and a considerable fall in registrations from A8 migrants, the council has recommended that Scottish Government commission research to explore factors affecting migration decisions. In the sense that migration is a means of boosting economic activity and our working age population it is all the more important to continue to encourage migration generally. Migrants are likely to continue to come to Scotland (although perhaps in reduced numbers) and local authorities have a duty to provide certain services so they must respond in some manner. In light of the benefits that migration can bring to an area it makes sense to respond positively to migration during the economic downturn. It also makes sense to respond proactively rather than wait to deal with the difficulties that ensue if adequate resources are not invested (fractured community relations, destitution and street homelessness etc.) The aim of boosting our economy and demographics through migration should be a long-term project and while it may be more challenging to respond to migration in this way in the context of reduced budgets there are also opportunities to make savings, for example by procuring services in partnership with other local authorities or public sector bodies.

## **Rights and entitlements of migrants**

A range of resources have been developed since 2004 which provide guidance to local authorities and other agencies about the rights and entitlement of migrants. The ending of A8 transitional arrangements on 31<sup>st</sup> April 2011 means that A8 nationals will have the same rights and entitlements as any other EEA national has smoothed out some of the complexity in this area. One area where there continues to be a lack of clarity is around migrants who have no recourse to public funds (NRPF) but who may be entitled to support from the local authority on the basis that they are 'destitute plus'. This is a complex area and a growing concern for Scottish local authorities in the context of their reduced financial resources. In response to this CSMP, with resources from the Scottish Government, have commissioned a piece of work which will provide guidance to local authorities and other agencies on the entitlements of migrants to support from local authorities. The resource will not constitute legal guidance but will aim to develop a baseline of information to support understanding of which migrants

have recourse to public funds, and local authorities' duties and powers towards people who have NRPF. The resource will take into account UK immigration legislation, relevant devolved legislation, such as community care, child care, welfare and housing legislation as well as human rights legislation. The guidance will be available later in 2011. CSMP has also set up a No Recourse to Public Funds (NRPF) Network branch for Scotland which will feed into the UK wide network. This toolkit will not provide guidance on the rights and entitlements of migrants at this stage but will be updated when these strands of work are completed. Please contact CSMP if you would like more information on the research and/or network.

## How to use the toolkit

The aim of this toolkit is to help local authorities and their community planning partners develop a strategic response to migration. The toolkit contains sections designed to support local authorities and their community planning partners to:

1. Understand the demographic challenge faced in their area;
2. Build an evidence base about the migrant communities already in an area;
3. Decide upon an overall strategy towards migration suitable to their area's needs; and
4. Identify policy options and develop indicators to incorporate their strategy towards migration into their area's Single Outcome Agreement.

To get the most out of this toolkit the Chief Executive's Office or Corporate Policy Team within the local authority should coordinate relevant staff within the council and Community Planning Partnership to work through sections one to three of the toolkit. Once the local authority and the Community Planning Partnership have agreed on an overall strategy towards migration, staff with particular areas of expertise can be tasked with taking away relevant sections of the policy guidance section (section 4) in order to refine policy options and develop indicators for inclusion in Single Outcome Agreements to ensure the strategy is implemented and that progress is measured. There is space to record who is responsible for working on each policy area in appendix 3 and a template for reporting back is included as appendix 4.

Local authorities may wish to integrate all of the outcomes and indicators developed using this toolkit into their Single Outcome Agreement. Alternatively they could consider having one or two outcomes within their Single Outcome Agreement related to migration and demography and use this toolkit to develop a migration strategy to sit alongside. It is worth bearing in mind that we do not expect all local authorities to aim to attract new migrants in order to grow their populations through migration and some may wish to focus solely on integrating their existing migrant populations.

We recognise that some local authorities will already have begun to develop a strategic response to migration, and in these cases working through the toolkit chronologically may not be the most effective use of the toolkit. We hope that these authorities will still be able to find something useful within the toolkit, for example identifying a new information source that helps them better understand their migrant population or finding support to fill a gap in their existing strategy. A worksheet is included as appendix 2 where you can record your local authorities' progress to date and identify next steps.

While local authorities are the primary audience, the toolkit may also be useful to other organisations working to provide services to migrants in Scotland. Following the 2007 Scottish Parliamentary elections, COSLA and Scottish Government established a concordat that committed them to work together to deliver on 15 National Priorities. The ambition is that all public money within Scotland will eventually be targeted towards delivering on these priorities. At time of writing relations are still evolving in light of the recent Scottish Government election. Voluntary sector organisations and community-based groups may wish to use the policy guidance section of the toolkit to consider how their services can be aligned with national outcomes and their local Single Outcome Agreement.

## Section 1: Understanding your demographic challenge

Scotland as a whole is facing a significant demographic challenge. Our population is ageing, which means that the proportion of elderly people is increasing as a proportion of the total population. The problem we face as a nation is that as the elderly population increases as a proportion of the total there will be increased pressures on social services but fewer people of working age to provide these services and fewer taxpayers to fund them. It is worth noting that COSLA is also currently working in partnership with Scottish Government and NHS Scotland to look at how services for older people can be reconfigured in light of this.

However, the demographic position of local authorities across Scotland is not homogenous. Some have a population that is projected to increase overall, and some areas are even likely to experience the growth of their working age population as a proportion of the whole. The two areas of concern are whether:

1. An areas' total population is increasing or decreasing; and
2. An areas' working population is increasing or decreasing *as a proportion* of the total population.

Areas in which both of these are increasing are in the strongest demographic position, whilst areas where both are decreasing are in the weakest demographic position and are likely to experience a range of problems and challenges arising from depopulation. Please note that we have looked at whether the working age population is increasing or decreasing overall, but have instead considered how this group is changing as a proportion of the total population. This gives a better sense of how the dependency ratio is changing within an area.

Using statistics produced by the National Records of Scotland (NRS) we have produced a table on the following page which will help local authorities to identify their population's characteristics in relation to both these demographic issues and which gives a brief prognosis of the challenges likely to be faced in each case. The table uses projections of how NRS projects each local authority's population to change over the period 2008-2017. We have used this period since population projections are more accurate over a reasonably short period, and this is also the period that the Scottish Government population growth target relates to.

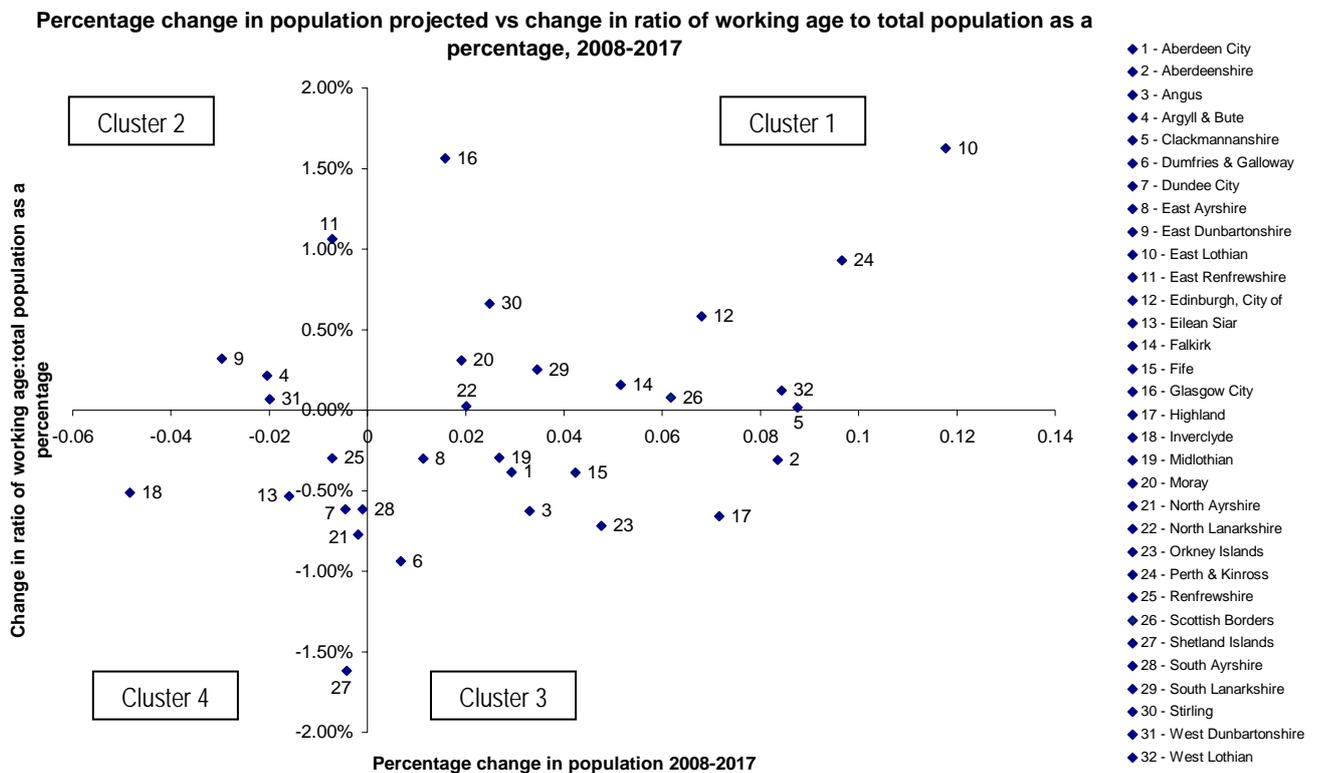
	Population Projected to Increase 2008-2017	Population Projected to Decrease 2008-2017
Ratio of Working Age : Total Population Projected to Increase 2008-2017	<p><b><u>Cluster 1</u></b></p> <p><b>Characteristics:</b></p> <ul style="list-style-type: none"> <li>- The total population of the area is increasing</li> <li>- The working age population is increasing as a proportion of the total population</li> </ul> <p><b>Prognosis:</b> This is probably the best situation for a local authority to be in. The increasing total population may lead to increasing demand on services, but this demand is supported by a significant working age population (as long as worklessness can be kept low).</p> <p><b>Local authorities:</b> Clackmannanshire East Lothian City of Edinburgh Falkirk Glasgow City Moray North Lanarkshire Perth &amp; Kinross Scottish Borders South Lanarkshire Stirling West Lothian</p>	<p><b><u>Cluster 2</u></b></p> <p><b>Characteristics</b></p> <ul style="list-style-type: none"> <li>- The total population of the area is decreasing</li> <li>- The working age population is increasing as a proportion of the total population</li> </ul> <p><b>Prognosis:</b> This is a reasonably good situation for a local authority to be in. Demands on social care services are likely to be manageable because the working age population is increasing as a proportion of the total population (although worklessness may still be an issue). The biggest risk for these local authorities could be depopulation.</p> <p><b>Local authorities:</b> Argyll &amp; Bute East Dunbartonshire East Renfrewshire West Dunbartonshire</p>
Ratio of Working Age : Total Population Projected to Decrease 2008-2017	<p><b><u>Cluster 3</u></b></p> <p><b>Characteristics:</b></p> <ul style="list-style-type: none"> <li>- The total population of the area is increasing</li> <li>- The working age population is decreasing as a proportion of the total population</li> </ul> <p><b>Prognosis:</b> This is a potentially difficulty situation for a local authority to be in. The total population is increasing, but the working age population as a proportion of the whole is shrinking. This will lead to increased demand on social care service and a smaller workforce to provide these and other services.</p> <p><b>Local authorities:</b> Aberdeen City Aberdeenshire Angus Dumfries &amp; Galloway East Ayrshire Fife Highland Midlothian Orkney Islands</p>	<p><b><u>Cluster 4</u></b></p> <p><b>Characteristics:</b></p> <ul style="list-style-type: none"> <li>- The total population of the area is decreasing</li> <li>- The working age population is decreasing as a proportion of the total population</li> </ul> <p><b>Prognosis:</b> This is possibly the worst situation for a local authority because of the likelihood of depopulation leading to decreased viability for some services, coupled with a growing non-working aged population and linked demand for social care services with fewer working aged people to work in this sector.</p> <p><b>Local authorities:</b> Dundee City Eilean Siar Inverclyde North Ayrshire Renfrewshire Shetland Islands South Ayrshire</p>

Source: GROS 2008-based Projections for Scottish Administrative Areas, published 3 February 2010

During the development of this resource we consulted with a group of 'Pathfinder' local authorities who agreed that their position within the table accurately reflected their understanding of their demographic challenge. At this stage in the toolkit it is worth reflecting on whether you feel that your local authority has been accurately placed. You may wish to consult different staff in your local authority (including those who plan social care services who should be aware of what extent your population is ageing) and Community Planning Partners. This is important because the four 'clusters' are used later in the toolkit to tailor policy guidance to local authorities' specific demographic situation.

The following clustering chart may be a useful tool for local authorities who are concerned about their placement in the table above. The further away from the horizontal axis a local authority is marked, the more significant a change there is projected to be in the proportion of their population that is working age (above the line and the change will be positive). The further from the vertical axis, the more significant a change there is projected to be in the overall size of their population (positive change to the right of the line). The further from the centre of the chart that the local authority is, the more certain we can be that their placement in the table above accurately reflects their demographic position. Local authorities who are close to either line may wish to refer to guidance provided for two clusters.

NRS are happy to work with any local authority who wish to do further analysis of their demographic issues. Please contact the COSLA Strategic Migration Partnership team if you wish to explore this further.



If you decide that your local authority does not fit within the cluster suggested in the table above it would be useful to record the cluster(s) most relevant to your situation here so that you can refer to it later:



## **Section 2: Building a Better Local Population Evidence Base**

Having accurate population figures is vital to enable public services to plan and manage appropriate services and it is crucial for grant allocation. However, the increasingly complex nature of migration to and from Scotland means that accessing relevant data is challenging for both local and central government. Measuring and predicting migration is the most difficult component of population change to estimate. There is no single data source which can give a full picture of migration at national and local levels. Several sources can provide information on the characteristics of in-migrants but there is less information about out-migrants.

This section of the policy toolkit will look at key work that has been occurring in Scotland and the UK on improving migration estimates and creating an evidence base in which local authorities can access relevant migration data. This section will also give a summary of the key statistical data bases that can be used to estimate the number of migrants in Scotland on a national and local authority basis. Please note that no one source can provide an overall picture of migration in Scotland and each data base has its limitations. Nevertheless, each statistical data source can provide information on different characteristics of the migrant population and can be useful for local authorities to gain a more in-depth knowledge of their local population.

### ***National Records of Scotland (NRS) Local Area Migration Reports & Mid-year Population Estimates***

The most significant and progressive work that has been carried out in Scotland regarding improving local area migration statistics is the NRS local area migration reports. NRS has produced a website, in which a range of migration data sources have been collated in order to generate a clearer picture of migration at local authority level. The website provides information at three levels: within Scotland, within the UK and overseas. The data can be broken down to local authority level and the search facility can be used to compare with other local authorities. The website collates a range of key data sources, i.e. NRS official migration estimates, the Census, the National Health Service Central Register, Labour Force Survey, Worker Registration Scheme, National Insurance Number Allocations to Adult Overseas Nationals, births registration and Pupils in Scotland Census. These reports are published annually and significantly improve our understanding of migration at the local level and are a crucial aid to inform better planning and service provision.

Link to all Local Area Migration Reports: <http://www.gro-scotland.gov.uk/statistics/theme/migration/mig-stats/local-area-reports.html>

The NRS website also includes a migration section which provides additional tables showing migration estimates associated with the mid-year population estimates. Link to NRS migration mid-year estimates: <http://www.gro-scotland.gov.uk/statistics/migration/index.html>

### ***Scottish Government/NIESR report 'The Impact of Migration into Scotland: An Evidence Review'***

The National Institute of Economic and Social Research (NIESR) report provides a review of the evidence base on the impact of migration in Scotland across key sectors including: housing, education, health, justice, public services and employment. This report provides a comprehensive list and assessment of current data sources used to measure migration in Scotland by local and national government. The research provides a thorough analysis of the statistical sources available to Local Authorities and their community planning partners. The report also highlights key gaps and the work that is currently taking place to strengthen the evidence base. It reviews the research that has taken place since 2004 at a local/regional level about migration into Scotland.

Link to the full NIESR report: <http://www.scotland.gov.uk/Publications/2009/02/23154109/0>

### ***NRS Administrative Data Improvements***

NRS is pursuing a programme of work to explore the potential for developing a new, more efficient system for producing population statistics in the future on the basis of integrating a number of administrative data sources. In the short term this work can help improve the quality of the Census and

the population estimates. NRS is interested in using data held by local authorities in Scotland as part of this work. At the moment they are investigating the potential to share data from landlord registrations, school census, council housing, property development, council tax, HMOs, and data from health and social care. The aim would be to provide more frequent detailed statistics on the population through making better use of information already available to spheres of government in Scotland. This work on creating better local population estimates would be incredibly beneficial for all local authorities and their community planning partners in terms of planning and resourcing services.

If you would like further information on the NRS improving the census work contact COSLA Strategic Migration Partnership and we will put you in touch with the relevant NRS contact.

### ***Migration and Population Statistics (IMPS)***

The Office for National Statistics (ONS) is engaged in a programme of work on Improving Migration and Population Statistics (IMPS). IMPS is focused on making improvements to the methods and data sources used to estimate the population at national and local level during the intercensal period. The IMPS work plan includes:

- Improving the data available on numbers entering and leaving the UK;
- Making effective use of new and existing administrative and survey data sources;
- Improving local population estimates and projections used in allocating resources and developing services;
- Improving the public reporting of population and migration statistics; and
- Establishing a wider range of timely indicators and analysis to inform the evidence base on migration and its impacts on policy and public services.

NRS is involved in a number of workstreams within this programme with the aim of incorporating the research into their outputs. For more information see: <http://www.gro-scotland.gov.uk/statistics/theme/migration/mig-stats/improvements.html>

For more information on the IMPS programme see: <http://www.ons.gov.uk/about-statistics/methodology-and-quality/imps/index.html>

### ***Local Government Association report 'A Resource Guide on Local Migration Statistics'***

The aim of the LGA guide is to assist local authorities and their partners in developing local population and migration estimates and trends. The resource guide provides an in-depth list of key sources of information and intelligence using migration data. The emphasis is on initial moves of migrants to the UK and subsequent movements between local areas in the UK, with particular emphasis on:

- The role of international migration and its impact on local populations; and
- Early warnings of trends in such migrant flows and the extent of population churn.

Link to LGA report: [www.lga.gov.uk/lga/aio/1308026](http://www.lga.gov.uk/lga/aio/1308026)

### ***Office of National Statistics (ONS) Local Area Migration Indicators***

ONS has generated a set of indicators which will provide information on migration for local areas. The indicators provide a gauge of the characteristics and emerging trends of the migrant population. The Migration Indicator Tool enables easy comparison of data published by the ONS, NRS, the Department of Work and Pensions and the Home Office to gain an indication of migration at local level.

For more information on this product and illustrations see: <http://www.statistics.gov.uk/statbase/Product.asp?vlnk=15108>

ONS's Migration Statistics User information: <http://www.statistics.gov.uk/statbase/Product.asp?vlnk=15230>

### ***Home Office Science: Migration and Border Analysis***

The Home Office Science: Migration and Border Analysis intend to carry out research on identifying and measuring the social impacts of migration. A Home Office workshop has already taken place which considered the local migration picture – migration history in different areas of the UK, the temporary migration context, and the issues different areas face. The work will explore how to use data and information to assess migrant needs, plan services and monitor usage, and whether there might be other information sources which could usefully inform migrant needs and demand for services. This is a long-term programme and it is at the very early stages. If you would like further information please contact the CSMP team.

### ***Migration Advisory Committee (MAC): Labour Market Impacts***

The government has asked the MAC to address the following question:

‘To research the labour market, social and public service impacts of non-EEA migration; and to advise on the use of such evidence in cost-benefit analyses of migration policy decisions’.

This work will feed in to the development of future assessments of the impacts of changes to immigration policy. The deadline for this work is November 2011. MAC will target corporate partners and academics to inform this work but partners can submit relevant written information.

Further information can be found at:

<http://www.ukba.homeoffice.gov.uk/aboutus/workingwithus/indbodies/mac/>

### ***Commercial Sources***

There are private consultancy firms who can be commissioned by local authorities to estimate local populations and particular aspects of the local population (including migrants). They use administrative data from local services to create a report. These companies can overcome the legal barriers of data sharing which central government departments can encounter by entering into a business contract with the local authority or Community Planning Partnership.

Also, market research companies have developed geodemographic classifications which use Census and other socio-economic data sources to produce simple descriptions of the characteristics of a neighbourhood.

If you would like further information contact the CSMP team.

### **Current sources of migration data**

#### ***Population Census***

The decennial Census of Population is the most comprehensive source of data on the characteristics of the population. The 2011 Census will contribute significantly to our understanding of the recent migration from the EU accession states. The 2011 census has asked migrants for their date of arrival into the UK. This information will allow us to map the migrant population and identify trends in migration over the past ten years. This will be particularly important for mapping the impact of EU enlargement from 2004. The first results from the 2011 Census will be released in September 2012 in the form of a summary data for local authorities. Of course the key weakness of the Census in terms of migration is that it becomes dated and is not suitable for measuring short-term trends. Also, with the expense and resources involved in carrying out the census there are discussions around whether the census should continue and if there will be a census held in 2021. It is still necessary for local authorities to use other sources of data to maintain a timely and rounded picture of migration in the local area. NRS has been undertaking work to improve census data, see above section census improvements for more details.

The results from the 2001 Census can be found at:

<http://www.gro-scotland.gov.uk/census/censushm/index.html>

### ***NRS Mid-year Population and Migration Estimates***

NRS publish an annual estimate of the population of Scotland and its constituent Local Authorities and Health Boards. As part of these statistics, estimates are also made of migration, primarily based on the National Health Service Central Register, the Community Health Index and the International Passenger Survey. This provides Local Authority level estimates of in, out and net migration split by moves within Scotland, within the rest of the UK and overseas moves. Further breakdowns by age and sex as well as historical data are published on the NRS website following the main population estimate publication.

The NRS mid-year population estimates can be found at:

<http://www.gro-scotland.gov.uk/statistics/theme/population/estimates/mid-year/2010/index.html>

Further breakdowns of the NRS migration estimates can be found at:

<http://www.gro-scotland.gov.uk/statistics/theme/migration/mig-stats/scotland-rest-of-uk.html>

### ***NRS Local Area Projections***

NRS publish population projections for Scotland's local authority areas. The base for the projections is the mid-year estimates of population and NRS use trends in vital events and migration to provide estimates of future mid-year populations for Council and Health Board areas within Scotland. The most recent results were published in 2008, relating to the period between 2008 and 2033. The next projections will be published in October 2011.

The sub-national population projections for Scottish areas can be found at:

[http://www.scotpho.org.uk/home/Populationdynamics/Population/DataPagesofPopulation/Population\\_s cotprojections.asp](http://www.scotpho.org.uk/home/Populationdynamics/Population/DataPagesofPopulation/Population_s cotprojections.asp)

### ***National Insurance Number (NINo) Allocations to Adult Overseas Nationals Entering the UK***

DWP provide annual figures on National Insurance Numbers (NINos) allocated to overseas nationals, this source supplies information on all non-UK nationals working legally. Information is available on age, gender and nationality on an annual basis at local authority level. NINos cover accession state migrants, new refugees and all other non-UK nationals who have registered to work. NINo figures are not a measure of the stock of the migrant population as the data is a gross measure of the number of first applications made, all adult overseas nationals are included, regardless of their length of stay in the UK and the data does not account for subsequent movement from and to different local authority areas. NINo data gives no indication of out-migration; it does not take into consideration numbers no longer in use and does not give a count of individuals leaving the country. The figures do not take account of dependents or of people working illegally. There is evidence which suggests that significant numbers of accession nationals beyond these official figures have entered the country and are working here, but have not necessarily registered for a NINo. Even taking into consideration the limitations of NINo data, it can still be a useful source of data for local authorities. The data is broken down into local authority area and nationality of the NINo recipient. The data can give a snap shot of how a local authority area is experiencing the recent arrival of different volumes and/or types of migrant workers. It can highlight the range of potential pressures to which service providers have to develop a tailored response, e.g. responding to the needs of particular migrant groups or migrant workers in areas that have no or little experience of BME communities.

The DWP link to National Insurance Allocations to Adult Overseas Nationals is:

[http://research.dwp.gov.uk/asd/asd1/niall/index.php?page=nino\\_allocation](http://research.dwp.gov.uk/asd/asd1/niall/index.php?page=nino_allocation)

Please note that this data source is used in the NRS Local Area Migration Reports.

### ***Worker Registration Scheme (WRS) (closed)***

The Worker Registration Scheme (WRS) closed on 30<sup>th</sup> April 2011 and A8 migrants no longer need to apply for mandatory documents in order to show their right of residence in the UK. The WRS began in

May 2004 and provided data at local authority level on nationality, age, gender, wage rate, hours worked, occupation, intended length of stay, industry and dependents at the point of initial registration. However, the data had serious limitations, not least because the figures were a gross measure of the number of first applications and individuals were not required to de-register if they left the country. The figures also excluded the self-employed, students, the economically inactive and others who chose not to register.

### ***Seasonal Agricultural Workers Scheme (SAWS)***

The SAWS is designed to allow farmers and growers in the UK to recruit low-skilled overseas workers to undertake short-term agricultural work. SAWS only apply to Bulgarian and Romanian nationals. The scheme works on a quota basis. Farmers and growers who participate in the scheme are allowed to employ a fixed number of overseas workers through the scheme each year. In 2010 and 2011 the quota is 21,250 places. The SAWS data can provide local authorities and their community planning partners with information on agricultural seasonal workers from Bulgaria and Romania in their area; the UKBA can provide important information drilled down to individual farms and numbers of people employed under SAWS.

For more information contact:  
SAWS Contract Management Team UKBA  
PO Box 3468  
Sheffield S3 8WA  
Email: [SAWS@UKBA.gsi.gov.uk](mailto:SAWS@UKBA.gsi.gov.uk)  
Fax: 0141 207 5873

More information is also available at:  
<http://www.bia.homeoffice.gov.uk/workingintheuk/eea/saws/>

### ***International Passenger Survey (IPS) & Long Term International Migration (LTIM)***

The IPS is the main source of data used to estimate international migration. It is a survey of passengers arriving and leaving the UK which is carried out at major air and sea ports by ONS. The IPS has significant draw backs for Scotland as the sample size is very small. LTIM provides estimates of long-term migration in Scotland by using data from the IPS and the Labour Force Survey.

Please note both LTIM (and IPS) data is used in the NRS mid-year population estimates.

For more information on IPS see:  
[http://www.statistics.gov.uk/ssd/surveys/international\\_passenger\\_survey.asp](http://www.statistics.gov.uk/ssd/surveys/international_passenger_survey.asp)

For more information on TIM see:  
<http://www.statistics.gov.uk/STATBASE/Product.asp?vlnk=15053>

### ***Pupils in Scotland Census Data***

The Scottish Government publish an annual Pupil Census; the Pupils Census covers all publicly funded schools in Scotland. In terms of migration, the census contains information on pupil ethnicity by national identity, ethnicity of asylum seekers and refugees, main language spoken at home and numbers of pupils receiving English as an Additional Language support.

For further information contact:  
<http://www.scotland.gov.uk/Resource/Doc/301281/0093985.pdf>

Please note that this data source is used in the NRS Local Area Migration Reports.

### ***Higher Education Statistics Agency (HESA) Student Record***

HESA Student Records covers all students in Higher Education Institutions in the UK. Domicile data is supplied by HESA records according to the student's normal residence prior to commencing their programme of study.

For more information see: <http://www.hesa.ac.uk/>

### ***Labour Force Survey***

ONS conduct the Labour Force Survey; it is a quarterly sample survey of households living at private addresses in the UK. Its purpose is to provide information on the UK labour market that can be used to develop, manage, evaluate and report on labour market policies. The LFS collects details on each individual in sampled households, including demographic characteristics, detailed information on employment, skills and qualifications and the country of birth, nationality and ethnic group of each individual. For people born outside the UK, the year of entry to the UK is also recorded. A drawback of the LFS is it has a small sample size which limits confidence at local level. The ONS discourages use of the LFS for less populous geographical areas. Also, the most mobile elements of the population tend to be under-represented in the survey.

For more LFS information see: <http://www.esds.ac.uk/government/lfs/>

### ***National Asylum Support Statistics UKBA Management Information***

COSLA Strategic Migration Partnership receives monthly management figures from UK Border Agency which gives the number of asylum seekers in Scotland. This data pertains to asylum seekers who qualify for support. It gives information on nationality, age, gender and location. The data is formulated into supported asylum seekers (i.e. section 95 and section 4 support) according to local authority area and in Glasgow according to the Community Planning Partnership.

For more information contact COSLA Strategic Migration Partnership.

### ***The National Health Service Central Register (NHSCR) & Community Health Index (CHI)***

For the purposes of the NRS mid-year population estimates, international migration flows to NHS Boards are allocated by using overseas inflows recorded on the NHSCR. However, NHSCR records hold limited data on international outflows from NHS Boards to overseas as patients rarely de-register with their doctor when moving overseas. As a result international outflows are allocated using averaged proportions based on international inflows, outflows to the rest of the UK and the population size of each Health Board. Distribution to local authority area is based on the CHI records.

For more information on this data see: <http://www.gro-scotland.gov.uk/national-health-service-central-register/index.html>

Please note that the NHSCR and CHI data sources are used in the NRS mid-year population and migration estimates.

### ***Local services data***

Various departments in local authorities, including housing, education, libraries and social care, can provide information on service use and intelligence on emerging trends. Please note that NRS are investigating the potential to share data from landlord registrations, school census, council housing, property development, council tax, HMOs and data from health and social care to improve population statistics. See above section NRS Administrative Data Development.

### Section 3: Developing a migration strategy

Once you have established your area's demographic position, and have used the resources in the previous section to build as complete a picture of your migrant population as possible you will be in a position to decide upon an overall approach to developing a response to migration

In the consultation work we did in developing this toolkit we established that local authorities tended to fall into two categories:

1. Local authorities who recognise the need to actively grow their populations in order to tackle a shrinking and/or ageing population; or
2. Local authorities who are not actively seeking to grow their population, but recognise that it is likely to grow (through migration and other factors) and that they need to plan to cope with this.

Broadly speaking, local authorities in the first category correlate to clusters 2, 3 and 4 from section 1 of the toolkit (although in cluster 3 the overall population is increasing, encouraging migration can still help to bring more people of working age into an area). Local authorities in the second category correlate to cluster 4. It is worth bearing in mind that even in areas with increasing populations there may be key skills gaps that migrants can fill and this may also influence your approach to migration.

At this stage you should be in a position to decide which approach is right for your local area, and you can record that decision here.

The final section gives guidance on a range of policy issues that areas seeking to welcome migrants should consider. The key to ensuring that migrants are able to make a contribution both socially, culturally and economically is to ensure they are able to integrate into communities and access appropriate services. The policy guidance gives advice on how to achieve this. There are also sections on how to attract migrants into an area, which will be of use to areas who are actively seeking to grow their population. These sections of the toolkit are marked as 'growing the population'.

There is one page for each policy area with:

- **National Outcomes:** an indication of which of the National Outcomes the issue relates to, which will help situate policy issues within Single Outcome Agreements (a list of the national outcomes is included as appendix A for reference)
- **Background information:** an overview of the issue with links to relevant resources
- **Issues to consider when developing indicators:** a range of issues that all areas should consider when developing indicators relating to each policy issue
- **Special considerations:** issues that different areas should consider depending upon their demographic cluster (refer to section 1 for more information on this) and whether they are a rural or urban authority
- **Resourcing implications:** a section which flags up when particular resources are available to fund work in an area, or warns where an initiative is likely to be particularly resource intensive.

**Policy Theme: Community Cohesion and Integration**

**Civic Leadership from Local Politicians**

Relates to national outcomes 11, 13

Research indicates that political discourse is one of the key factors that underpin the public attitudes towards migrants. The political leadership of the Scottish Government has made a difference to public attitudes in Scotland with campaigns like One Scotland, Many Cultures and the Fresh Talent Initiative contributing to the public's understanding of the positive benefits that migration can bring, particularly in the context of a declining population. However, this is offset by less than positive discourses about migration emerging from Westminster and certain parts of the media.

Local politicians can play an important role in shaping public attitudes to migration by communicating positive messages to constituents. This requires local politicians to be properly briefed about the migrants within their communities, their rights and entitlements\*, the pressure they place on services and how this is offset by the positive contributions they bring to the area. It is particularly important that politicians are briefed about issues relating to housing, employment and benefits since these are particularly contentious areas. Tensions can emerge in an area when there is a perception that migrants are using up scarce resources that would otherwise be available to local people. Elected members and community councillors should be kept informed of issues that migrants are facing as well as any problems that arise within existing communities to ensure that strategies can be developed to tackle these issues. Clarifying their limited entitlement to resources like social housing can help to ease these tensions.

There is a range of ways to support local politicians to develop leadership in this area. These could include support from peers and external agencies working with migrants and visits to other areas that have developed successful leadership strategies to improve community cohesion. The Borough Council of King's Lynn and West Norfolk developed a project to support councillors and managers to challenge misinformation that was circulating about new migrants in their area that may be of interest (<http://www.idea.gov.uk/idk/core/page.do?pageld=8917114>). Glasgow City Council also have a proud tradition of welcoming asylum seekers, refugees and migrants and politicians in Glasgow are a positive example of the correlation between political leadership and public attitude.

\*COSLA has commissioned a resource on the rights and entitlements of migrants that will be available in Autumn 2011

**Issues to consider when developing indicators**

- Elected members should be supported to use opportunities to convey positive messages about asylum, refugee and migration issues. CSMP is currently considering how best to do this in the run up to the Scottish local government elections. For more information please contact the CSMP team.
- Information should be compiled to inform elected members about the migration issues within their areas

**Special considerations for Cluster 1 areas**

- None

**Special considerations for Cluster 2 areas**

- None

**Special considerations for Cluster 3 areas**

- None

**Special considerations for Cluster 4 areas**

- None

**Special considerations for Urban areas**

- None

**Special considerations for Rural areas**

- None

**Resourcing implications**

- Resourcing implications for this are relatively small and will be focused around the research and preparation of briefings for elected members.
- The Improvement Service could be encouraged to incorporate migration issues into their training for elected members.

**Policy Theme: Community Cohesion and Integration**

**Citizenship Ceremonies**

Relates to national outcome 13

Citizenship is a policy mechanism which can be used to encourage migrants and their families to settle in Scotland by making them feel welcome and included. The previous UK Government placed citizenship as the key policy vehicle regarding integration. The most significant arrangements that have been introduced since 2002 are: the Life in the UK test (the alternative method for English speakers to demonstrate knowledge of life in the UK) and the introduction of citizenship ceremonies.

The final stage of the process for becoming a British citizen is the citizenship ceremony. These are organised by local authorities and conducted by registrars or assistant registrars. The ceremony is intended to celebrate the significance of becoming a British (or Scottish) citizen and welcome the new citizen into his or her community. These events can be made more significant by holding them in important local buildings; encouraging elected members to attend ceremonies; involving children and young people in the ceremonies; and by publicising ceremonies in the local press. Citizenship ceremonies can include a formal welcome into the local area.

It should be highlighted that the current Conservative/Liberal Democrat coalition government is proposing to redefine skilled and highly skilled migrants within the points based system in order that settlement and citizenship become more difficult. In effect this will restrict migrants' right to reside in the UK to 5 years and only those deemed as exceptional will be able to apply for settlement. If this proposal proceeds it will seriously impact on the ability of many migrants from outwith the EEA to move towards settlement and citizenship.

**Issues to consider when developing indicators**

- How can citizenship ceremonies be designed in a way that welcomes new citizens into the UK, Scotland and the local area?
- How can important local buildings and civic leaders be used to encourage a sense of belonging in the local area?
- How can citizenship ceremonies be used as a means of promoting integration (for example inviting local school children to take part in citizenship ceremonies could lead to them being more welcoming towards new migrants generally).

**Special considerations for Cluster 1 areas**

- None

**Special considerations for Cluster 2 areas**

- None

**Special considerations for Cluster 3 areas**

- None

**Special considerations for Cluster 4 areas**

- None

**Special considerations for Urban areas**

- None

**Special considerations for Rural areas**

- None

**Resourcing implications**

- Local authorities have a responsibility under the Nationality, Immigration and Asylum Act 2002 to conduct citizenship ceremonies. By thinking creatively local authorities can get the most out of these events with little additional cost and ensure they are an effective mechanism for integration. For example, encouraging involvement of elected members and local school children or using an iconic council building as a venue.

## Policy Theme: Community Cohesion and Integration

### Integration

Relates to national outcome 13

The effective integration of migrants into local society is of course crucial to both migrant communities and the local areas where they live. This is a two way process in which work should be carried out with settled communities as well as with migrant communities. According to the Home Office Development and Practice report *Indicators of Integration* some of the key building blocks of successful integration are: employment, housing, education, health, social links and bonds, language and cultural knowledge, safety and stability, and rights and citizenship. A successful integration programme should draw on all of these building blocks, which are dealt with in other sections, but should also encourage and promote positive contact between existing residents and new arrivals.

English language is consistently cited as a major barrier to integration and a further obstacle for migrants to use their qualifications and skills (see *ESOL* and *Skills and Qualifications Recognition* sections for more information).

Political discourse is a major contributor to influencing public attitudes towards migrants and councillors play a role in supporting integration. Elected membership's role should include communicating a positive message, expressing the benefits of migration, and responding appropriately to concerns raised by the settled community (see *Civic Leadership* section for more information).

Employment and housing are also key building blocks for integration, counteracting employment and housing exploitation practices are crucial to engaging with and encouraging integration of vulnerable migrant workers (see *Employment Rights* and *Housing* section for more information).

Effective and sympathetic policing of areas with migrant communities can also assist integration. Racism and hostility can seriously undermine integration and structures need to be in place to ensure that these offences are reported. Education services, housing and other service providers can play a preventative role and also ensure that reported incidents are dealt with effectively (see *Policing Migrant Communities* section for more information).

Migrant community organisations also play an important role in integrating migrants, e.g. by helping participants to become better informed of their rights and how to access local services, as well as organising community events which raise awareness among local residents of migrants' cultures.

The Conservative/Liberal Democrat coalition has recently announced a settlement consultation which will consider restricting the rights of skilled and highly skilled migrants from outwith the EEA to stay in the UK beyond 5 years. This will effectively consign these skilled and highly skilled migrants to temporary status. This will remove their right to settlement and citizenship and could well undermine many of the other building blocks of integration outlined above.

*Continued on next page*

<b>Integration continued</b>	
<b>Issues to consider when developing indicators</b>	
<ul style="list-style-type: none"> <li>▪ Can the LA and their Community Planning Partners implement programmes that will encourage and facilitate interaction between settled communities and migrant communities?</li> <li>▪ What role can existing migrant community organisations play in promoting integration?</li> <li>▪ How can the LA, particularly community development departments, and their Community Planning Partners help to develop migrant community organisations, e.g. support them to become constituted and access funding.</li> <li>▪ Is there adequate provision for migrants (including settled residents) who wish to improve their English in order to integrate more effectively?</li> <li>▪ Can information be compiled to inform elected members about the migration issues within their areas, which will aid councillors to give clear accurate messages about migrants that will support understanding by existing residents?</li> <li>▪ Is relevant information on employment and housing rights included in the local area Welcome Packs and other engagement practices?</li> </ul>	
<b>Special considerations for Cluster 1 areas</b>	<b>Special considerations for Cluster 2 areas</b>
<ul style="list-style-type: none"> <li>▪ None</li> </ul>	<ul style="list-style-type: none"> <li>▪ None</li> </ul>
<b>Special considerations for Cluster 3 areas</b>	<b>Special considerations for Cluster 4 areas</b>
<ul style="list-style-type: none"> <li>▪ None</li> </ul>	<ul style="list-style-type: none"> <li>▪ None</li> </ul>
<b>Special considerations for Urban areas</b>	<b>Special considerations for Rural areas</b>
<ul style="list-style-type: none"> <li>▪ Urban areas may already have an ethnically diverse population and have experience of in-migration. However, the pace, scale and 'newness' of in-migration, such as experienced with the new European accession states, places significant pressures on LAs and Community Planning Partners.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Some rural areas have also experienced a pace, scale and 'newness' of in-migration from accession states through the draw of jobs in particular industries, such as agriculture and rural food processing sector. The issue can be exacerbated in areas where there is no recent experience of in-migration and areas with little ethnic diversity. Also the nature of particular sectors, such as agriculture, encourages a transient migrant population where engagement and integration programmes are difficult to implement.</li> </ul>
<b>Resourcing implications</b>	
<p>European Integration Fund (does not cover asylum seekers, refugees and EU or EEA nationals) Resources maybe available from Scottish Government</p>	

## Policy Theme: Community Cohesion and Integration

### Managing Communications

Relates to national outcome 15

When migrants arrive in a new area they need to be able to access good quality information that will support them to access appropriate services and begin to build a life there. This should be a key concern for local authorities looking to encourage migrants to settle in their area – if migrants cannot find or access the services they need they are unlikely to stay.

One of the key tools for helping migrants begin to access services and integrate into an area is a Welcome Pack: a pack of information made available through a variety of means that can help new migrants integrate into community life. The Improvement and Development Agency for Local Government (IDEA) have produced a useful guide to support local authorities to produce a welcome pack (<http://www.idea.gov.uk/idk/aio/7929763>) or to evaluate an existing pack (<http://www.idea.gov.uk/idk/aio/7929789>). A number of local authorities in Scotland have already produced very good welcome packs and interested Councils could look at these as a good means of getting information out to migrants.

An alternative to a printed Welcome Pack is to develop an online information portal for migrants, which will be cheaper to circulate and can be more easily updated. A good example of an information portal for migrants can be found at [www.myukinfo.com](http://www.myukinfo.com). This portal provides general information relevant to migrants living in England. The Scottish Government has produced [www.scotlandistheplace.com](http://www.scotlandistheplace.com). Web addresses of online information still needs to be widely publicised, for example through leaflets or posters. It is worth bearing in mind that some migrants (especially people who have only recently arrived) may not have access to the internet. People with limited English may have difficulty navigating through English-language websites to find translated materials.

Information written in plain English as well as the use of graphics can be helpful in communicating with people who speak English as a second language. Translated information should be available for those who speak little or no English. Producing documents in plain English maximises the accessibility of the information and will also help to minimise problems if you do commission translations. DVDs containing information are useful for communities where there are low levels of literacy.

Migrants settling in Scotland should be encouraged to learn English in order to integrate into communities. However, new arrivals with little or no English will need interpreting support to access public services. A professional interpreter may be required to support oral interactions with a service user. Using friends or family (and particularly children) to interpret is not appropriate.

There are potential savings to be made across the range of communication services by taking a shared services approach and Scottish Government hosted a round table discussion last summer to consider how best the public sector could work in partnership to deliver a shared model. From this, a translating, interpreting and communication services working group was set up bringing together partners to scope out what a national, overarching model delivered at a regional level would look like. This work is still ongoing. It may also be possible to work with other public sector bodies to produce welcome packs or information portals for specific areas. Or neighbouring local authorities could consider working together to produce welcome packs which have pages with specific local information that can be inserted as necessary.

*Continued on next page*

<b>Managing Communications continued</b>	
<b>Issues to consider when developing indicators</b>	
<ul style="list-style-type: none"> <li>▪ The information needs of migrants should be reviewed relative to the information sources that already exist in an area (including those produced by voluntary sector and other public sector agencies). Consultation with migrants is likely to be useful in this, as is establishing where migrant communities have settled so that resources can be effectively targeted.</li> <li>▪ Welcomes Packs should be widely distributed and online alternatives widely advertised.</li> <li>▪ The accessibility of services advertised within the pack should be checked to ensure that they are aware of the rights and entitlements of migrants and are able to provide support services like interpreting.</li> <li>▪ Partnership with public sector partners and neighbouring local authorities should be considered to develop shared resources and to jointly procure communications services in order to reduce costs.</li> <li>▪ The use of plain English could be promoted to ensure written communications are accessible to those with little English and to ease translations. Using graphics to illustrate a point can also be invaluable.</li> <li>▪ Online resources should be reviewed to ensure they are accessible to migrants.</li> </ul>	
<b>Special considerations for Cluster 1 areas</b>	<b>Special considerations for Cluster 2 areas</b>
<ul style="list-style-type: none"> <li>▪ None</li> </ul>	<ul style="list-style-type: none"> <li>▪ None</li> </ul>
<b>Special considerations for Cluster 3 areas</b>	<b>Special considerations for Cluster 4 areas</b>
<ul style="list-style-type: none"> <li>▪ In areas with particularly difficult demographic situations who are keen to attract migrants into their area good quality, clear and accessible information for new migrants can be an important tool for ensuring that people settle in the area rather than moving on to look for other opportunities.</li> </ul>	<ul style="list-style-type: none"> <li>▪ In areas with particularly difficult demographic situations who are keen to attract migrants into their area good quality, clear and accessible information for new migrants can be an important tool for ensuring that people settle in the area rather than moving on to look for other opportunities.</li> </ul>
<b>Special considerations for Urban areas</b>	<b>Special considerations for Rural areas</b>
<ul style="list-style-type: none"> <li>▪ None</li> </ul>	<ul style="list-style-type: none"> <li>▪ Delivering interpreting services to remote areas can be challenging and expensive. In these situations telephone interpreting services could be considered.</li> <li>▪ It may also be more cost effective to use online portals rather than attempting to distribute printed welcome packs in remote areas, although the extent of internet availability should clearly be put into consideration.</li> </ul>
<b>Resourcing implications</b>	
<ul style="list-style-type: none"> <li>▪ Developing shared services and resources in this area presents an opportunity to reduce overall costs.</li> </ul>	

Policy Theme: Community Cohesion and Integration	
<b>Supporting Frontline Staff</b>	
Relates to national outcome 15	
<p>If local authorities wish to encourage migrants to settle and integrate into their communities, they must ensure they are welcomed when they come to access the services to which they are entitled. Ensuring that people can identify and access the services they need is a key means of integrating people into an area. Frontline staff have an important part to play in this respect because they are the first point of contact between new migrants and the local authority. In order to deal with migrants' enquiries fairly and effectively local authority staff must have information about their rights and entitlements, and the council's policy on making decisions when those entitlements may be unclear. Staff may also benefit from training in how to communicate effectively with people with limited English, and how to work through interpreters. Staff should also be aware that newly arrived migrants may benefit from signposting because they may not be aware of the range of services that are available to them.</p> <p>Some local authorities have recruited migrants into frontline roles, and this can be useful. However, employers must be aware of their responsibilities when recruiting foreign nationals (see <i>Employers Responsibilities</i>)</p> <p>There are a range of ways to support staff to develop their skills in this area. Providing training on migration issues, cultural awareness and working with interpreters is likely to be useful. It is also important that staff have information about their rights and entitlements, and the council's policy on making decisions when those entitlements may be unclear. At present there is no standardised guidance on the rights and entitlements of migrants in Scotland, but COSLA has commissioned a resource which will be available in autumn 2011. This resource has been funded by the Scottish Government. CSMP is also coordinating a No Recourse to Public Funds (NRPF) network. We are in the process of setting up a Scottish NRPF network. For more information on the network please contact the CSMP team. The guidance will be circulated widely around local authorities when available. Please contact CSMP if you are interested in joining the NRPF network. In the meantime local authorities may find the guidance produced by the NRPF Network useful, although it does focus on the English legal context (<a href="http://www.islington.gov.uk/Health/servicesforadults/nrpf_network/default.asp">http://www.islington.gov.uk/Health/servicesforadults/nrpf_network/default.asp</a>).</p>	
Issues to consider when developing indicators	
<ul style="list-style-type: none"> <li>▪ Local authorities should consider whether all frontline staff will have the information needed about migrants' rights and entitlements and the council's policies to enable them to help migrants access appropriate services.</li> <li>▪ Consideration should be given to providing written information and/or training to all staff on migrants' rights.</li> <li>▪ Training should also be considered on cultural awareness and working with interpreters.</li> <li>▪ Establishing peer support networks for staff within the council, or in partnership with other local authorities may be helpful.</li> </ul>	
Special considerations for Cluster 1 areas	Special considerations for Cluster 2 areas
<ul style="list-style-type: none"> <li>▪ None</li> </ul>	<ul style="list-style-type: none"> <li>▪ None</li> </ul>
Special considerations for Cluster 3 areas	Special considerations for Cluster 4 areas
<ul style="list-style-type: none"> <li>▪ These issues are particularly important where the local authority hopes to encourage migrants to settle in their area for the medium to long term.</li> </ul>	<ul style="list-style-type: none"> <li>▪ These issues are particularly important where the local authority hopes to encourage migrants to settle in their area for the medium to long term.</li> </ul>
Special considerations for Urban areas	Special considerations for Rural areas
<ul style="list-style-type: none"> <li>▪ None</li> </ul>	<ul style="list-style-type: none"> <li>▪ None</li> </ul>
Resourcing implications	
<ul style="list-style-type: none"> <li>▪ Failure to address the issue of rights and entitlements for different migrants in different situations could lead local authorities to either act ultra-vires or be challenged legally.</li> </ul>	

## Policy Theme: Community Cohesion and Integration

### Policing and Community Safety

Relates to national outcomes 9 & 11

Research commissioned by the Local Government Association in England in 2007 (*Estimating the Scale and Impacts of Migration at the Local Level* <http://www.lga.gov.uk/lga/aio/109536>) revealed that migrants are more likely to be victims of crime rather than the perpetrator, and this mirrors the view held by the Association of Chief Police Officers in Scotland (ACPOS). The focus in this area should therefore be on ensuring that migrants are aware of how to keep safe within their communities and report crime when necessary.

The police should of course be a key partner in community planning processes. In many areas forces have assigned officers to work with migrant communities. This may be part of a community liaison officer's duties, or in areas with higher levels of migration an officer or team of officers may focus on migration issues. These officers are likely to have regular contact with migrant communities and may be a good source of information about the types of people living in an area and the issues they face. They are also likely to be aware of emerging tensions before other agencies. In some areas such as Central Scotland the police have used lay advisers from migrant communities to improve knowledge of migrant communities and to build up trust. Police forces have also been involved in community engagements including running sports events which promote integration and improved community cohesion. Fire and Rescue Services can also promote a role in promoting community safety by providing migrants with information on fire safety. There are a range of existing initiatives in this area across Scotland.

One of the issues in this area is a mistrust of the police amongst some migrant communities, which is likely to be the result of experiences with policing authorities outside the United Kingdom. This lack of trust leads to under-reporting of crime. Police forces may wish to work in partnership with local authorities and others to challenge these issues within migrant communities. Setting up third party reporting of crime is a means of ensuring that migrants can report incidents, but the medium term aim should be that settled migrants access the police in the same way as local people do.

A small minority of migrants may become involved in committing crimes but ensuring information is available to new migrants about UK law can minimise this (for example information about car insurance, speed limits etc). For more information on serious organised crime such as human trafficking please see section on ***Exploitation and Serious Organised Crime***.

**More information** is available in the ACPOS's Equality and Diversity Strategy <http://www.acpos.police.uk/Documents/Policies/ACPOSEquDivStrategy2009.pdf> and for further information on Hate Crime, ACPOS have published their Hate Crime Guidance Manual which is available from the following link [http://www.acpos.police.uk/Documents/Policies/ED\\_ACPOS\\_HateCrimeManual\\_Sept2010.pdf](http://www.acpos.police.uk/Documents/Policies/ED_ACPOS_HateCrimeManual_Sept2010.pdf)

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<b>Policing and Community Safety continued</b>	
<b>Issues to consider when developing indicators</b>	
<ul style="list-style-type: none"> <li>▪ Police with responsibility for engaging with migrant communities should be included in appropriate community planning processes.</li> <li>▪ Strategies could be developed in partnership with the police to tackle cultural barriers to reporting crime.</li> <li>▪ Local authorities should consider establishing third party reporting services so that migrants who are reluctant to contact the police can still report crime. This should be an interim solution until such times as trust in our type of policing in Scotland is recognised and accepted.</li> <li>▪ If third party reporting services are already provided by voluntary sector agencies or housing associations, local authorities may wish to publicise these.</li> <li>▪ Fire and Rescue services should be encouraged and supported to play a role in promoting community safety.</li> </ul>	
<b>Special considerations for Cluster 1 areas</b>	<b>Special considerations for Cluster 2 areas</b>
<ul style="list-style-type: none"> <li>▪ None</li> </ul>	<ul style="list-style-type: none"> <li>▪ None</li> </ul>
<b>Special considerations for Cluster 3 areas</b>	<b>Special considerations for Cluster 4 areas</b>
<ul style="list-style-type: none"> <li>▪ None</li> </ul>	<ul style="list-style-type: none"> <li>▪ None</li> </ul>
<b>Special considerations for Urban areas</b>	<b>Special considerations for Rural areas</b>
<ul style="list-style-type: none"> <li>▪ None</li> </ul>	<ul style="list-style-type: none"> <li>▪ Communities are likely to be spread over larger areas which may mean more travel time for police officers assigned to work with migrant communities and the need for more third party reporting sites.</li> </ul>
<b>Resourcing implications</b>	
<p>The use of interpreters can place a strain on resources, both in terms of cost and resultant extended time which may be required to deal with particular issues.</p> <p>The European Parliament recently passed new rules that aim to improve the rights of the accused by ensuring that any EU citizen facing a criminal trial in another Member State can have all of the proceedings translated into their own language. This could potentially have a major impact on the police service.</p>	

## Policy Theme: Community Cohesion and Integration

### Exploitation and Serious Organised Crime

Relates to national outcomes 8 & 9

Migrants can be particularly vulnerable to exploitation on either a small or large scale. Unfortunately some migrants become the victim of serious organised crime, particularly labour exploitation and human trafficking for the purposes of sexual or labour exploitation. These crimes are often linked to other forms of serious organised crime, including drugs trafficking, that have negative impacts upon local communities as well as upon the individuals affected. The police are clearly a key partner in tackling these problems.

Labour exploitation may happen on a small scale, and can range from individuals forced to work in domestic servitude in people's homes, to EU workers who are unaware of their rights and are being paid below minimum wage and are losing out on employer's national insurance contributions. It also takes place on a larger scale like in the case of the gangs of workers who harvest cockles on beaches or work in agricultural settings. Often the victims of labour exploitation are in the UK illegally, but in some cases they are EU nationals who have the right to live and work here independently but who have fallen into bonded labour or other exploitative conditions. Trade Unions and the STUC have done a lot of work to improve working conditions for migrants and it is worth engaging with them. In its most extreme form labour exploitation can represent an extreme violation of human rights and restriction of human freedoms, and it may be necessary to involve the police and other agencies. The Gangmasters Licensing Authority (GLA) has the responsibility for regulating gang masters and ensuring they do not exploit their workers, although their remit only relates to certain employment sectors. In conjunction with Local Government Regulation, the GLA has produced a Memorandum of Understanding which aims to promote closer joint working and information sharing between the GLA and local authorities as a means to tackle issues stemming from serious and organised crime.

Human trafficking is the practice where people are moved from their home or country (through coercion or trickery) and forced to work with little or no payment in poor and exploitative conditions. Internal trafficking may also occur with people being moved around the UK once they get here. It is important to note that British nationals can also be trafficked. People are trafficked into the UK for the purpose of labour exploitation (as described above) and also for sexual exploitation. There is a National Referral Mechanism for victims of trafficking, which includes provision for supporting individuals for a limited period of time when they are reflecting upon their options and possibly involved in criminal proceedings against the people who exploited them. All referrals must be made through the UK Human Trafficking Centre or UK Border Agency.

In Scotland TARA has responsibility for looking after women who have been trafficked for sexual exploitation; Migrant Help is responsible for looking after all adults trafficked for labour exploitation and individual local authorities are responsible for looking after any children affected. TARA also provides an information service for agencies working with female victims of sexual exploitation. In addition, the Scottish Intelligence Coordination Unit (based within the Scottish Crime and Drug Enforcement Agency (SCDEA) will become the recognised single point for the coordination and sharing of intelligence and information on serious organised crime groups across Scotland, and will host a team specifically focused on the coordination of intelligence surrounding the trafficking of human beings.

**More information** is available on the Gangmasters Licensing Authority at [www.gla.gov.uk](http://www.gla.gov.uk); the UK Human Trafficking Centre; Migrant Help <http://www.migranthelpline.org.uk/>; the National Referral Mechanism at [www.ukhtc.org](http://www.ukhtc.org); and on TARA at [www.saferglasgow.com/services/reducing-violence-against-women/tara.aspx](http://www.saferglasgow.com/services/reducing-violence-against-women/tara.aspx). Glasgow Child Protection Committee produced information and guidance on child trafficking which includes a comprehensive list of indicators of concern that a child may be trafficked. For more information see: [http://www.glasgowchildprotection.org.uk/Professional/Child\\_Trafficking/](http://www.glasgowchildprotection.org.uk/Professional/Child_Trafficking/)

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<b>Exploitation and Serious Organised Crime continued</b>	
<b>Issues to consider when developing indicators</b>	
<ul style="list-style-type: none"> <li>▪ Local authorities should liaise with police forces, Scottish Intelligence and Coordination Unit (within the SCDEA) and UK Border Agency to develop local strategies for responding to victims of trafficking and exploitation.</li> <li>▪ Local authority staff should be made aware of the range of labour exploitation issues faced by migrants and should know how to support people in this situation.</li> <li>▪ Local authorities should engage with trade unions to improve the working conditions for migrants in their area generally.</li> <li>▪ If conducting an age assessment on unaccompanied asylum seeking children (UASCs), local authority staff should always consider the likelihood of whether the child could have been trafficked.</li> </ul>	
<b>Special considerations for Cluster 1 areas</b>	<b>Special considerations for Cluster 2 areas</b>
<ul style="list-style-type: none"> <li>▪ None</li> </ul>	<ul style="list-style-type: none"> <li>▪ None</li> </ul>
<b>Special considerations for Cluster 3 areas</b>	<b>Special considerations for Cluster 4 areas</b>
<ul style="list-style-type: none"> <li>▪ None</li> </ul>	<ul style="list-style-type: none"> <li>▪ None</li> </ul>
<b>Special considerations for Urban areas</b>	<b>Special considerations for Rural areas</b>
<ul style="list-style-type: none"> <li>▪ None</li> </ul>	<ul style="list-style-type: none"> <li>▪ The main incidences of large scale labour exploitation of migrants have occurred in rural areas of Scotland.</li> </ul>
<b>Resourcing implications</b>	
<ul style="list-style-type: none"> <li>▪ Police forces should have been trained to respond to trafficking.</li> <li>▪ TARA in Glasgow have been funded by Scottish Government to provide support to local authorities responding to this issue. Their web address is provided above.</li> </ul>	

## Policy Theme: Growing your Population

### Skills Shortages: Submitting Evidence to the Migration Advisory Committee (MAC)

Relates to national outcomes 1 & 2

As immigration is a reserved issue, partners should try to make full use of the flexibility in the current UK immigration system in order to increase local populations and achieve the Scottish Government population growth target. The submission of evidence to the Migration Advisory Committee (MAC) is one of the key ways partners can influence migration within the UK wide structures. MAC advises the UK Government on where skilled labour market shortages can be filled by immigration from outside the European Economic Area (EEA). MAC's criteria are 'skilled, shortage, sensible'; therefore, the focus is placed on labour shortage not population growth. However, the UK Government has acknowledged that Scotland has specific demographic issues and MAC has produced a Scotland specific list to address demographic issues. MAC's shortage occupation lists are generated from 'top-down' data from UK wide labour market data and 'bottom-up' data from evidence submitted by a wide variety of stakeholders relating to particular categories of jobs and sectors. A skilled labour shortage confined to a particular locality is unlikely to meet the criteria of national shortage; however, evidence of labour shortage in particular regions may indicate shortages at the broader national level. To date, submitted evidence which is specific to Scotland alone has been low and MAC would like to receive more evidence on shortages that are particular to Scotland. MAC has also made clear evidence that includes demographic issues is welcome.

Please note that the Conservative/Liberal Democrat coalition government has made significant policy changes which will place considerable restrictions on immigration from outwith the EEA. While there is already a cap on immigration of skilled and highly skilled migrants from outwith the EEA, a consultation process is currently underway on proposals to restrict the rights of such migrants to stay in the UK after 5 years. If these proposals are implemented, there could be a significant impact on the ability to retain migrants and achieve the Scottish population target.

More detailed information on MAC is available on the UK Border Agency website:

<http://www.ukba.homeoffice.gov.uk/aboutus/workingwithus/indbodies/mac/>

A short guide to submitting evidence to MAC is available here:

<http://www.ukba.homeoffice.gov.uk/aboutus/workingwithus/indbodies/mac/>

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Issues to consider when developing indicators	
<ul style="list-style-type: none"> <li>▪ Have CPPs created strong internal and external links in order to submit thorough evidence to MAC, e.g. engaging with Sector Skills Councils to encourage joint submission of evidence and working with the local private sector to gather evidence?</li> <li>▪ Does the evidence submitted reach MAC's required standards (see A Short Guide to Submitting Evidence)?</li> <li>▪ Are CPPs familiar with the dates of MAC's formal calls for written evidence and other stakeholder engagement events, e.g. panels, forums, meetings and workshops hosted by MAC?</li> <li>▪ Are skills shortages being identified through carrying out skills audits and job vacancy surveys?</li> <li>▪ Can the local evidence feed into Scotland's broader national level of shortages?</li> </ul>	
Special considerations for Cluster 1 areas	Special considerations for Cluster 2 areas
<ul style="list-style-type: none"> <li>▪ None</li> </ul>	<ul style="list-style-type: none"> <li>▪ Scotland's Shortage Occupation list can act as a pull factor to encourage skilled people to Scottish localities. Submitting evidence to MAC is a key mechanism for ensuring skills shortages are acknowledged.</li> </ul>
Special consideration for Cluster 3 areas	Special consideration for Cluster 4 areas
<ul style="list-style-type: none"> <li>▪ Scotland's Shortage Occupation list can act as a pull factor to encouraged skilled people to Scottish localities.</li> <li>▪ As the demand for social care services increases, it is crucial that this demand be recorded and submitted as evidence. This will ensure that a viable workforce to provide these services can be supplemented through migration.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Scotland's Shortage Occupation list can act as a pull factor to encouraged skilled people to Scottish localities.</li> <li>▪ As the demand for social care services increases, it is crucial that this demand be recorded and submitted as evidence. This will ensure that a viable workforce to provide these services can be supplemented through migration.</li> <li>▪ As demographic issues intensify, it is key that evidence to this effect is submitted along with skills shortages to MAC. This will help to ensure that a Scottish perspective is retained in a UK system.</li> </ul>
Resource implications	
<ul style="list-style-type: none"> <li>▪ Main resource implication is officer time for compiling evidence on skills shortages and engaging with other employers to encourage them to do the same.</li> <li>▪ Local Skills Sector Councils may be able to assist in this work (see <a href="http://www.sscalliance.org">www.sscalliance.org</a> for details of Skills Sector Councils)</li> </ul>	

## Policy Theme: Growing you population

### Points-Based System (PBS)

Relates to national outcomes: 1 & 2

A key tool for partners to increase their local population by attracting skilled and highly skilled migrants to their area is the points-based system (PBS). The PBS covers migrants from outside the European Economic Area (EEA) and Switzerland. Under the PBS, migrants must pass a points assessment before they can get permission to enter or remain in the UK. Underpinning the PBS is a 5 tier framework:

Tier 1 - Highly skilled individuals to contribute to growth and productivity;

Tier 2 - Skilled workers with a job offer to fill gaps in Britain's labour force;

Tier 3 - Limited numbers of low skilled workers needed to fill temporary labour shortages;

Tier 4 – Students; and

Tier 5 – Youth mobility and temporary workers (people allowed to work in Britain for a limited period of time to satisfy primarily non-economic requirements).

(Tier 1, 2, 4, and 5 are open and tier 3 is currently suspended).

Sponsors play a key role in this system; migrants in any tier except 1 must be sponsored before they can apply for a visa. If a UK organisation (i.e. an employer or educator based in the UK) or wants to sponsor a migrant under tier 2, 4 or 5, they must apply to UK Border Agency for a sponsor licence. You can find out more about sponsorship and how to become a licensed sponsor here:

<http://www.ukba.homeoffice.gov.uk/employers/points/quick-guides-pbs/employingmigrants/> and

<http://www.ukba.homeoffice.gov.uk/employers/points/quick-guides-pbs/sponsoringstudents/>

The shortage occupation list is a key part of the PBS. If a migrant comes to the UK under Tier 2 to do skilled work that is on the list they will receive all the points they need to apply. Partners can influence the UK list and the Scotland specific list by submitting evidence of skilled labour shortage to the Migration Advisory Committee (see *Skills Shortages section*).

Please note that the current UK coalition government has initiated a set of comprehensive restrictions to the PBS. One of the most significant restrictions is the introduction of an immigration cap on skilled and highly skilled migrants under the PBS. This has serious implications for our ability to grow local populations and limits our ability to meet Scottish Government's population growth target. Also, the government is proposing making most skilled and highly skilled migrants temporary, with major new limitations on the ability of migrants to settle permanently. This will seriously impinge partners' ability to retain these individuals as their right to reside could be restricted to 5 years. This will also impact on the attractiveness of Scotland, and the rest of the UK, if the choice to settle or stay beyond 5 years is removed. At time of writing this proposal is at the consultation stage (Migration Advisory Committee and the UK Border Agency have launched consultations on settlement). Another significant restriction which will be implemented in April 2012 is the decision to stop the Post Study Work Visa, which allows graduates to work up to 2 years following their completion of studies.

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Issues to consider when developing indicators	
<ul style="list-style-type: none"> <li>▪ Are CPPs and other employers making full use of Scotland's Shortage Occupation List and submitting evidence to MAC (see <i>Skills Shortages section</i>)?</li> <li>▪ Is PBS information being utilized in your Marketing Strategy (see <i>Marketing and Promoting the Local Area section</i>)?</li> <li>▪ Are CPPs and other employers aware of the sponsorship process?</li> </ul>	
Special considerations for Cluster 1 areas	Special considerations for Cluster 2 areas
<ul style="list-style-type: none"> <li>▪ None</li> </ul>	<ul style="list-style-type: none"> <li>▪ In areas where depopulation is a concern the PBS is a key tool to counteract demographic issues.</li> <li>▪ The PBS is the only method in which CPPs can attract skilled and highly skilled migrants from out with the EEA.</li> </ul>
Special considerations for Cluster 3 areas	Special considerations for Cluster 4 areas
<ul style="list-style-type: none"> <li>▪ In areas where depopulation is a concern the PBS is a key tool to counteract demographic issues.</li> <li>▪ The PBS is the only method in which CPPs can attract skilled and highly skilled migrants from out with the EEA.</li> <li>▪ As the demand for social care services increase, it is crucial that this demand is established in the PBS via evidence to the Shortage Occupation list.</li> </ul>	<ul style="list-style-type: none"> <li>▪ In areas where depopulation is a concern the PBS is a key tool to counteract demographic issues.</li> <li>▪ The PBS is the only method in which CPPs can attract skilled and highly skilled migrants from out with the EEA.</li> <li>▪ As the demand for social care services increase, it is crucial that this demand is established in the PBS via evidence to the Shortage Occupation list.</li> </ul>
Resourcing implications	

Policy Theme: Growing your Population	
Scottish Government Fresh Talent Initiative	
Relates to national outcomes 1 & 2	
<p>The SG Fresh Talent initiative supports the implementation of the Economic Strategy and is a long-term policy to increase Scotland's population and encourage economic growth by attracting and retaining people who want to come and work in Scotland. Fresh Talent complements policies to give more people opportunities to work, to increase childcare provision and to stimulate a more diverse workforce.</p> <p>The SG's <b>Relocation Advisory Service (RAS)</b> supports the attraction and retention of migrant workers. This is a free service and it provides a one-stop-shop information and advisory service for anyone looking to study, live and work in Scotland. RAS also works with employers to provide advice and assistance to companies looking to recruit staff from overseas. The business team in RAS has developed a series of sector-based factsheets (the factsheets can be downloaded at <a href="http://www.scotlandistheplace.com">www.scotlandistheplace.com</a>). RAS can be contacted on 0845 602 0297 or at <a href="http://www.scotlandistheplace.com">www.scotlandistheplace.com</a>.</p> <p>The RAS support graduates from study to work; however, the Post Study Work visa (PSW) will cease from April 2012 and calls for Scotland to reinstate Scottish flexibility regarding the PSW have been rejected.</p> <p>The Fresh Talent Policy Team supports the <b>Scottish Shortage Occupation List</b> by working with Scottish businesses to raise awareness and encourage Scottish businesses to make representation to the Migration Advisory Committee (MAC) on where they are experiencing skills shortages from within the domestic workforce. Evidence can be submitted via the Fresh Talent Team. The Fresh Talent Team will also host consultation events for businesses in Scotland. For more information on these events contact the Cosla Strategic Migration Partnership and we will put you in touch with relevant Scottish Government contact. See also the section on <i>Submitting Evidence to the MAC</i>.</p>	
Issues to consider when developing indicators	
<ul style="list-style-type: none"> <li>▪ Has the Relocation Advisory Service resource been included in any proactive approaches to attracting in-migration?</li> <li>▪ Can Fresh Talent support CPPs to create strong internal and external links in order to submit evidence to MAC?</li> </ul>	
Special considerations for Cluster 1 areas	Special considerations for Cluster 2 areas
<ul style="list-style-type: none"> <li>▪ None</li> </ul>	<ul style="list-style-type: none"> <li>▪ RAS provides a wide range of information for potential migrants which can be a crucial factor involved in an individual's decision to live in Scotland. It is important to include the RAS resource when developing strategies to promote the local area.</li> <li>▪ Scotland's Shortage Occupation list can act as a pull factor to encourage skilled people to Scottish localities. Submitting evidence to MAC is a key mechanism for ensuring skills shortages are acknowledged and Fresh Talent can act as a conduit to simplify this processes.</li> </ul>
Special consideration for Cluster 3 areas	Special consideration for Cluster 4 areas
<ul style="list-style-type: none"> <li>▪ RAS provides a wide range of information for potential migrants which can be a crucial factor involved in an individual's decision to live in Scotland. It is important to include the RAS resource when developing strategies to promote the local area.</li> <li>▪ Scotland's Shortage Occupation list can act as a pull factor to encourage skilled people to Scottish localities. Submitting evidence to MAC is a key mechanism for ensuring skills shortages are acknowledged and Fresh Talent can act as a conduit to simplify this processes.</li> </ul>	<ul style="list-style-type: none"> <li>▪ RAS provides a wide range of information for potential migrants which can be a crucial factor involved in an individual's decision to live in Scotland. It is important to include the RAS resource when developing strategies to promote the local area.</li> <li>▪ Scotland's Shortage Occupation list can act as a pull factor to encourage skilled people to Scottish localities. Submitting evidence to MAC is a key mechanism for ensuring skills shortages are acknowledged and Fresh Talent can act as a conduit to simplify this processes.</li> </ul>
Resource implications	
<ul style="list-style-type: none"> <li>▪ The Scottish Government's Relocation Advisory Service is a free service.</li> </ul>	

## Policy Theme: Growing your population

### Marketing and Promoting the Local Area

Relates to national outcomes 1 & 2

In order for local areas to counteract any negative demographic issues and to achieve sustainable economic growth, local authorities and their Community Planning Partners have to adopt a proactive approach to attracting in-migration. Partners can play a fundamental role in attracting the right people and businesses by utilizing marketing strategies to raise awareness and promote their local area as a place to live, work and invest. Population growth includes new immigrants, domestic UK migrants and return migrants from Scotland.

Some local authorities have put in place activities to enable the decision to move to the local area and to raise awareness of the opportunities the area has to offer, examples of good practice are promotional packs which contain information on 'quality of life' within the local area and 'Welcome Packs' with a wide range of information on the local area, supporting local companies to participate in 'milk rounds' and Career Fairs, online resources and organising promotional Job Fairs and locate road shows within the UK and Europe.

Scottish Government Fresh Talent website provides a wide range of information for prospective migrants on working, studying, doing business and living in Scotland. <http://www.scotlandistheplace.com>

Highlands and Islands Enterprise (HIE) has carried out significant work on youth out-migration and in-migration initiatives. The HIE Youth Migration study identifies quality of life issues as key attractors backed up with economic and educational opportunities. For a copy of the study please refer to: <http://www.hie.co.uk/highlands-and-islands/economic-reports-and-research/default.html?year=2009>

Equalities and Human Rights Commission's (EHRC) commissioned research 'Room for Manoeuvre'. As part of this research they suggested identifying and developing 3 soft levers to attract and retain immigrants. In short, these are policy recommendations which relate to:

- Facilitating access to the job market;
- Improving the quality of life for immigrants; and
- Better targeting of groups, in terms of identifying groups easiest to attract and identifying those with a lower likelihood of onward migration.

EHRC 'Room for Manoeuvre':

[http://www.equalityhumanrights.com/uploaded\\_files/room\\_for\\_manoeuvre.pdf](http://www.equalityhumanrights.com/uploaded_files/room_for_manoeuvre.pdf)

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<b>Marketing and Promoting the Local Area continued</b>	
<b>Issues to consider when developing indicators</b>	
<ul style="list-style-type: none"> <li>▪ Incorporating a proactive approach to attracting in-migration in regeneration strategies.</li> <li>▪ Identifying skills gaps in the local area (see Workforce Planning and MAC section) and targeting specific skills.</li> <li>▪ Understanding the existing market and market opportunities and targeting potential residents and business/entrepreneurial activity.</li> <li>▪ Identifying specific geographical targeting, e.g. Southeast England.</li> <li>▪ Identify appropriate niche messages to serve different groups and business markets.</li> </ul>	
<b>Special considerations for Cluster 1 areas</b>	<b>Special considerations for Cluster 2 areas</b>
<ul style="list-style-type: none"> <li>▪ None</li> </ul>	<ul style="list-style-type: none"> <li>▪ In areas of where depopulation is a concern increased promotional activity will be a crucial aspect in counteracting demographic issues.</li> </ul>
<b>Special considerations for Cluster 3 areas</b>	<b>Special considerations for Cluster 4 areas</b>
<ul style="list-style-type: none"> <li>▪ In areas of where depopulation is a concern increased promotional activity will be a crucial aspect in counteracting demographic issues.</li> <li>▪ Use a flexible marketing strategy rather than targeting a mass market, e.g. identifying distinct and authentic values that the local area has to offer.</li> </ul>	<ul style="list-style-type: none"> <li>▪ In areas of where depopulation is a concern increased promotional activity will be a crucial aspect in counteracting demographic issues.</li> <li>▪ Use a flexible marketing strategy rather than targeting a mass market, e.g. identifying distinct and authentic values that the local area has to offer.</li> <li>▪ Target groups based on the most valuable for the area and the most likely to stay.</li> </ul>
<b>Special considerations for Urban areas</b>	<b>Special considerations for Rural areas</b>
<ul style="list-style-type: none"> <li>▪ The marketing strategy cannot simply correspond to a general urban or rural context; each strategy should be unique to the local area and/or surrounding areas.</li> </ul>	<ul style="list-style-type: none"> <li>▪ The marketing strategy cannot simply correspond to a general urban or rural context; each strategy should be unique to the local area and/or surrounding areas.</li> </ul>
<b>Resourcing implications</b>	
<p>Shared services - resources could be merged with neighbouring local authorities, such as online resources, promotional fairs and targeting research.</p>	

## Policy Theme: Employment

### Employers' Responsibilities (Civil Penalty System)

Relates to national outcomes 2, 7 & 9

The UK Government introduced a civil penalty system for employers on 29 February 2008, under section 15 of the Asylum and Nationality Act 2006. The system places the responsibility on employers to check if someone they are employing has the legal right to work in the UK. Employers are liable for a civil financial penalty fine (of up to £10,000 per illegal worker) if they employ a person aged 16 or over who is subject to immigration control and who has no permission to work in the UK, or who works for them in breach of their conditions of stay in the UK, or who has arrived clandestinely or via the Common Travel area and has no leave. Students are allowed to take employment for up to 20 hours per week in term time and full time during holidays dependant upon the length and validity of leave. Employers should be aware that forged/counterfeit documents and stamps are used in an attempt to circumvent these procedures. Some foreign nationals also use EEA documents to which they have no entitlement. It should also be noted that Disclosure Scotland does not undertake any 'right to work' checks.

The UK Border Agency Sponsorship and Employers' Helpline (0300 123 4699) is available to answer general enquiries on preventing illegal working. The employer checking service can be contacted to check the status of an individual's right to work in the UK. To use the employer checking service the employer must complete a checking service request form and fax it to the service who will undertake a check. The form can be downloaded from here:

<http://www.ukba.homeoffice.gov.uk/employers/preventingillegalworking/support/ecs/ecsstep2/>.

The UKBA publish the details of employers who have been found to be liable for the payment of a civil penalty for employing illegal migrant workers. The list is broken down into regions and can be found at:

<http://www.ukba.homeoffice.gov.uk/sitecontent/documents/employersandsponsors/listemployerspenalties/>.

The civil penalty system sits alongside the criminal offence of knowingly employing an illegal migrant worker (section 21 of the Immigration, Asylum and Nationality Act 2006). This offence is used in more serious cases where employers knowingly and deliberately use illegal migrant workers, often for personal gain through the exploitation of the worker. It carries a custodial sentence and/or an unlimited fine.

Further information and guidance can be found on the UK Border Agency's website for employers:

<http://www.ukba.homeoffice.gov.uk/employers/preventingillegalworking/support/ecs/>.

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<b>Employers' Responsibilities continued</b>	
<b>Issues to consider when developing indicators</b>	
<ul style="list-style-type: none"> <li>▪ Illegal migrant working raises local social and policy concerns, such as destitution, no recourse to public funds, exploitation, people trafficking, undercutting local wages, poor and unsafe working conditions, poor housing conditions and overcrowding.</li> <li>▪ Illegal migrant working and exploitation can be found in a wide variety of industrial sectors, such as construction, agriculture, catering, food processing and packaging, cleaning and social and health care.</li> <li>▪ Can awareness be raised amongst Local Authority staff and Community Planning Partners on these issues of illegal working and the exploitation that can be involved?</li> <li>▪ Are employers aware of these issues, how to prevent illegal working and their responsibilities and can partners use established networks and partnerships to engage and raise awareness amongst employers?</li> </ul>	
<b>Special considerations for Cluster 1 areas</b>	<b>Special considerations for Cluster 2 areas</b>
<ul style="list-style-type: none"> <li>▪ None</li> </ul>	<ul style="list-style-type: none"> <li>▪ None</li> </ul>
<b>Special considerations for Cluster 3 areas</b>	<b>Special considerations for Cluster 4 areas</b>
<ul style="list-style-type: none"> <li>▪ With the increasing demand for social care services and the ongoing demand for an overseas workforce to support this demand, working status must be included in checks on potential employees.</li> </ul>	<ul style="list-style-type: none"> <li>▪ With the increasing demand for social care services and the ongoing demand for an overseas workforce to support this demand, working status must be included in checks on potential employees.</li> </ul>
<b>Special considerations for Urban areas</b>	<b>Special considerations for Rural areas</b>
<ul style="list-style-type: none"> <li>▪ Both urban and rural areas are vulnerable to illegal migrant working but it may take different forms depending on the dominant industries in the local area.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Both urban and rural areas are vulnerable to illegal migrant working but it may take different forms depending on the dominant industries in the local area.</li> <li>▪ Rural areas may be prevalent to seasonal illegal migrant working due to the agricultural sector.</li> </ul>
<b>Resourcing implications</b>	
<p>The fines involved in the Civil Penalty System are significant and employers must be fully aware of their responsibilities.</p>	

## Policy Theme: Employment

### Employment Rights Advice

Relates to national outcome 7

It is crucial that foreign nationals working lawfully in Scotland are not vulnerable to exploitation and are able to access their employment rights. New migrants are more likely to be in vulnerable work because they are unfamiliar with the UK labour market and because employers take advantage of their lack of knowledge of their legal entitlements. If we are to successfully attract, retain and integrate people, migrants cannot be placed at a disadvantage in the workplace by a lack of knowledge of basic employment rights and being unable to raise concerns and report bad and illegal practices. Exploitative practices include issues with being paid under minimum wage, no holiday and sick pay, no contract of employment/pay slips, illegal deductions from wages, excessive working hours, unsafe working conditions and poor/overcrowded tied accommodation.

There are a number of enforcement agencies involved in different areas of UK labour rights enforcement (see below). There is particular vulnerability in gangmaster dominated industries and the recession is causing some gangmasters to increasingly turn to exploitation as they try to cut costs. The Gangmasters Licensing Authority (GLA) provides protection by improving labour right standards for workers and ensures labour providers operate within the law. The GLA licenses gangmasters who meet acceptable operating standards in agricultural, food-processing and associated industries. However, exploitation is prevalent in other agency and gangmaster led sectors, such as construction, hospitality and social care. There have been calls to extend the GLA's remit to these sectors but as yet the GLA's remit remains limited. The GLA public register shows a list of all labour providers who are licensed and who have applied for a licence. GLA: <http://www.gla.gov.uk/>.

Relevant agencies:

- HM Revenue and Customs (HMRC) - National Minimum Wage enforcement
- Health and Safety Executive (HSE) - compliance with health and safety work legislation
- Employment Agency Standards Inspectorate (EASI) – regulates and inspects agencies
- Gangmasters Licensing Authority (GLA) - licenses gangmasters in agricultural and food-processing industries
- Employment Tribunals Service (ETS)
- Advisory, Conciliation and Arbitration Service (ACAS)
- Citizens Advice Bureaux Scotland (CAS)
- Scottish Trade Union Congress (STUC)
- Independent Advice/Advocacy Providers and Law Centres

Partnership working is central in raising awareness of employment rights and preventing exploitation and some work has been done by some Scottish local authorities in this area with the involvement of the police, fire and rescue services, Gangmasters Licensing Authority and Health and Safety Executive. The GLA and Local Government (formerly LACORS) are developing an overarching Memorandum of Understanding (MOU) which will establish closer joint working and information sharing between the GLA and local authorities regarding exploitation (as well as serious organised crime). If you require more information on the development of the MOU please contact the CSMP team.

Local authorities and their Community Planning Partners must bear in mind the importance of more informal information sharing that migrants can draw upon. Migrants are very reluctant to approach any form of 'authority' for assistance. They are more inclined to go to 'help' agencies, Citizen's Advice, etc. Many visit local libraries for information.

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<b>Employment Rights Advice continued</b>	
<b>Issues to consider when developing indicators</b>	
<ul style="list-style-type: none"> <li>▪ Awareness of barriers to widening participation of migrant workers includes short term contracts, seasonal workers, poor language skills and fear of possible repercussion of reporting.</li> <li>▪ Police Liaison Officers have been particularly good at reaching communities and can be a key source of community information.</li> <li>▪ Bilingual staff employed by local authorities who are themselves members of new migrant communities are often able to break down language and cultural barriers.</li> <li>▪ Is relevant information on employment rights and local contact details for enforcement and information agencies included in the local area Welcome Packs and is it clear complaints can be made confidentially (see also <i>Managing Communications</i> section)</li> <li>▪ Can LAs and Community Planning Partners work with local employers to map communities and the churn element of these communities, e.g. with seasonal workers?</li> <li>▪ Can the key enforcement and information services help to inform best practice in your local area?</li> <li>▪ Has there been an increased demand on housing service and can this be linked to issues with substandard/overcrowded private rented and tied accommodation?</li> <li>▪ Are migrants able to access information and advice on their employment rights?</li> <li>▪ Are there any statutory or voluntary sector Advice/Advocacy projects, trade unions and/or Migrant Community Organisations in the local area to inform good practice and strategies?</li> <li>▪ Do migrants have access to language and training opportunities?</li> </ul>	
<b>Special considerations for Cluster 1 areas</b>	<b>Special considerations for Cluster 2 areas</b>
<ul style="list-style-type: none"> <li>▪ None</li> </ul>	<ul style="list-style-type: none"> <li>▪ None</li> </ul>
<b>Special considerations for Cluster 3 areas</b>	<b>Special considerations for Cluster 4 areas</b>
<ul style="list-style-type: none"> <li>▪ In these areas social care services are likely to be under pressure and migrants may fill skills shortages. Workers in the private sector/subcontracting care provision are vulnerable to lower wages and work conditions than those employed by local authorities. LAs can ensure that the rights of care workers are protected by using their leverage through commissioning of care services to confirm that care services promote equality of opportunity and good work conditions, and generally meet the same standards set for local authorities.</li> <li>▪ LAs and Community Planning Partners can foster public recognition of the invaluable contribution of the care workforce in order to promote community cohesion.</li> </ul>	<ul style="list-style-type: none"> <li>▪ In these areas social care services are likely to be under pressure and migrants may fill skills shortages. Workers in the private sector/subcontracting care provision are vulnerable to lower wages and work conditions than those employed by local authorities. LAs can ensure that the rights of care workers are protected by using their leverage through commissioning of care services to confirm that care services promote equality of opportunity and good relations, and meet the same standards set for local authorities.</li> <li>▪ LAs and Community Planning Partners can foster public recognition of the invaluable contribution of the care workforce in order to promote community cohesion.</li> </ul>
<b>Special considerations for Urban areas</b>	<b>Special considerations for Rural areas</b>
<ul style="list-style-type: none"> <li>▪ None</li> </ul>	<ul style="list-style-type: none"> <li>▪ Extra difficulty with gaining knowledge, mapping and engaging with migrant communities due to the seasonal and therefore transient nature of agricultural work.</li> </ul>
<b>Resourcing implications</b>	

Policy Theme: Employment	
Supporting New Migrants to Access the Labour Market	
Relates to national outcomes 2, 3 & 13	
<p>The majority of migrant workers are employed in low or unskilled work. Many may have recently graduated in their home country, or have left higher skilled employment. The main barriers to finding employment commensurate to their qualifications and experience are poor English language skills and possession of qualifications that are not recognised by employers. These issues are dealt with in sections on <i>English for Speakers of Other Languages</i> and <i>Skills and Qualifications Recognition</i>. Migrants may also face barriers such as discrimination, lack of relevant work experience within the UK, lack of references from UK employers and lack of membership of UK professional bodies.</p> <p>One other issue that local authorities (particularly those who actively wish to grow their population through in-migration) should consider is the implications of cultural differences in job markets. New migrants may find themselves unable to access employment commensurate with their skills and experience because they do not understand the usual processes for application and interview in the UK. Workshops on identifying appropriate vacancies, preparing CVs, completing application forms and being interviewed can usefully address this. Some migrants may prefer to establish their own business and become self-employed, and it may also be useful to ensure that services are available in a local area to support this.</p> <p>Anyone advising migrants on employment should be aware of the restrictions imposed upon them by UKBA (see <i>Employers Responsibilities</i>).</p>	
Issues to consider when developing indicators	
<ul style="list-style-type: none"> <li>▪ Local authorities may wish to consider developing/or signposting to a service to support new migrants to understand the local job market.</li> <li>▪ Local authorities should work with other public or voluntary sector organisations that have a remit in these areas including Jobcentre Plus, Careers Scotland, Skills Development Scotland and Business Gateway.</li> </ul>	
Special considerations for Cluster 1 areas	Special considerations for Cluster 2 areas
<ul style="list-style-type: none"> <li>▪ This approach is less appropriate in areas that are not actively seeking to grow their population through in-migration.</li> </ul>	<ul style="list-style-type: none"> <li>▪ This approach is less appropriate in areas that are not actively seeking to grow their population through in-migration.</li> </ul>
Special considerations for Cluster 3 areas	Special considerations for Cluster 4 areas
<ul style="list-style-type: none"> <li>▪ None</li> </ul>	<ul style="list-style-type: none"> <li>▪ None</li> </ul>
Special considerations for Urban areas	Special considerations for Rural areas
<ul style="list-style-type: none"> <li>▪ None</li> </ul>	<ul style="list-style-type: none"> <li>▪ None</li> </ul>
Resourcing implications	
<ul style="list-style-type: none"> <li>▪ There are a range of public sector organisations responsible for delivering these types of services and who may be willing to further develop services tailored for migrants. Jobcentre Plus and Careers Scotland can support people to produce CVs and job applications. Business Gateway provides support to people setting up new businesses. There may be opportunities to work with Skills Development Scotland to develop their services to meet the needs of migrants. Local regeneration agencies and voluntary sector agencies may also be willing to play a role.</li> </ul>	

## Policy Theme: Employment

### Utilising the Skills and Qualifications of Migrants

Relates to national outcomes 1, 2 & 13

Concern exists amongst skills organisations, trade unions and other agencies about the extent to which migrants are able to access employment commensurate with their skills and qualifications. The main barriers to accessing employment at an appropriate level are inadequate English language skills and lack of recognition amongst employers of foreign skills and qualifications. It is clearly in the interests of both the skilled migrants and their host community if they are able to make the maximum contribution that their skills and experience allows.

One key resource available to employers seeking to establish the UK equivalent of migrant workers skills and experience is UK NARIC. They are a national agency established to provide information, advice and expert opinion on vocational, academic and professional skills and qualifications from over 180 countries worldwide. Employers can subscribe to access UK NARIC's databases in order to translate the qualifications of prospective employees. Alternatively, individuals can apply for a 'statement of comparability' which confirms the validity of overseas academic, vocational and professional awards and indicates a comparable level in the UK.

There is also a European Qualifications Framework (EQF) which allows for the comparison of different qualifications within the European Union. The Scottish Credit and Qualifications Framework (SCQF) relate to the EQF and as more European countries develop their own frameworks this will become an increasingly useful tool.

The Scottish Government funded the SCQF to carry out a study to review the existing mechanisms in Scotland which support the recognition of learning and skills for migrant workers and refugees wishing to enter education, employment or training at a level commensurate with existing skills and/or qualifications. The outcome of this research culminated in three sustainable models for consideration by Scottish Government which may enhance UK NARIC. The research has identified a range of initiatives (some historic) which may be of interest to employers in specific sectors:

- The pilot of a qualifications recognition process for the social care sector by Scottish Social Services Council and Scottish Credit and Qualifications Framework (<http://www.scqf.org.uk/ForEmployers/SCQF-Social-Services-Sector.aspx>)
- Refugees into Teaching in Scotland (RITeS) project (<http://www.strath.ac.uk/cps/rites/>)
- Glasgow Overseas Professionals into Practice (GOPiP) project (<http://www.gcu.ac.uk/study/undergraduate/courses/glasgow-overseas-professionals-into-practice-gopip-8635.php?loc=uk>)
- Diverse Routes into Higher Education project (<http://www.diverseroutes.co.uk/>)

The research has now been published and is available from the following link

[http://www.gla.ac.uk/media/media\\_173153\\_en.pdf](http://www.gla.ac.uk/media/media_173153_en.pdf) The Scottish Government is currently considering a suite of proposals on how best to progress the findings.

**More information** is available on UK NARIC at [www.naric.org.uk](http://www.naric.org.uk); on the research on mechanisms in Scotland at [www.scqf.org.uk/News/LatestNews/ScopingStudyforMigrantWorkers.aspx](http://www.scqf.org.uk/News/LatestNews/ScopingStudyforMigrantWorkers.aspx); and on the EQF at [http://ec.europa.eu/education/lifelong-learning-policy/doc44\\_en.htm](http://ec.europa.eu/education/lifelong-learning-policy/doc44_en.htm)

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<b>Utilising the skills and qualifications of migrants continued</b>	
<b>Issues to consider when developing indicators</b>	
<ul style="list-style-type: none"> <li>▪ Local authorities should consider what resources are available to them to determine the equivalencies of foreign qualifications and make a decision on a recommended approach</li> <li>▪ Steps should be taken to ensure that the approach to recognising qualifications is shared by all employers within an area. This would mean that reports obtained by NARIC for example could be used again when migrants workers move jobs</li> <li>▪ Consideration could be given to establishing partnerships within areas to share subscriptions to UK NARIC</li> <li>▪ To avoid continued reliance on paid-for services local authorities could aim to collate information on equivalencies for key roles for the main migrant groups in their area, but this could itself be challenging and resource intensive.</li> <li>▪ As other EU countries develop national qualifications frameworks there will be opportunities to reference Scottish qualifications within the Scottish Credit and Qualifications Framework (SCQF) to the European Qualifications Framework (EQF)</li> </ul>	
<b>Special considerations for Cluster 1 areas</b>	<b>Special considerations for Cluster 2 areas</b>
<ul style="list-style-type: none"> <li>▪ None</li> </ul>	<ul style="list-style-type: none"> <li>▪ None</li> </ul>
<b>Special considerations for Cluster 3 areas</b>	<b>Special considerations for Cluster 4 areas</b>
<ul style="list-style-type: none"> <li>▪ None</li> </ul>	<ul style="list-style-type: none"> <li>▪ None</li> </ul>
<b>Special considerations for Urban areas</b>	<b>Special considerations for Rural areas</b>
<ul style="list-style-type: none"> <li>▪ None</li> </ul>	<ul style="list-style-type: none"> <li>▪ None</li> </ul>
<b>Resourcing implications</b>	
<ul style="list-style-type: none"> <li>▪ Local authorities may wish to purchase a subscription to UK NARIC and this costs upwards of £850 per year depending on the level of support and access, alternatively checking a qualification on a one-off basis costs around £70.</li> <li>▪ Alternatively individual migrants could be expected to purchase their own 'statement of compatibility' from NARIC for around £50.</li> </ul>	

Policy Theme: Education (Adults and Children)	
<b>English as an Additional Language (EAL) Services</b>	
Relates to national outcomes 3, 5 & 15	
<p>Schools, particularly EAL services, are subject to a range of increasing pressures to which they have to develop a tailored response. There are increasing pressures regarding responding to the needs of pupils from EU accession states in areas that have had little ethnic diversity. There is significant local variation and some schools have experienced high numbers of children with EAL needs. This population of children with English as a second language has a large proportion of learners who are in the very early stages of acquiring English, and therefore have significant language support needs; this has placed considerable pressure on some schools, particularly on EAL services. Another important issue is pupil turnover or the 'churn' effect of migration upon local communities and services (i.e. although total numbers of migrants may remain the same this does not reflect the movement of migrants within the population). As more mobile migrant populations follow work opportunities, they are often replaced by newer migrants with less English and UK living skills; this has a substantial effect on schools, as well as other public services. However, in the long term migration can have a substantial positive impact on the falling school and pre-school population in Scotland. Schools can also be a good opportunity to promote interaction between pupils, and parents, of different communities.</p> <p>Learning and Teaching Scotland provide a list of EAL support resources:  <a href="http://www.ltscotland.org.uk/articles/e/genericcontent_tcm4528764.asp">http://www.ltscotland.org.uk/articles/e/genericcontent_tcm4528764.asp</a></p> <p>The Scottish EAL Co-ordinating Council (SEALCC) has published good practice guidelines <i>SEALCC Toolkit: Evidence of Good Practice in Supporting Bilingual Learners</i>.  <a href="http://www.ltscotland.org.uk/Images/LearningInTwoPlusLanguages_tcm4-306089.pdf">http://www.ltscotland.org.uk/Images/LearningInTwoPlusLanguages_tcm4-306089.pdf</a></p>	
Issues to consider when developing indicators	
<ul style="list-style-type: none"> <li>▪ Can you build relationships with local employers and community leaders to carry out more effective monitoring and planning of potential language needs in the area?</li> <li>▪ Schools are in a good position to promote community cohesion, can schools do more to build the relationship between the school and the community and promote integration?</li> <li>▪ Are schools aware of the key Scottish EAL guidance and is there effective links with national bodies, such as SEALCC?</li> </ul>	
Special considerations for Cluster 1 areas	Special considerations for Cluster 2 areas
<ul style="list-style-type: none"> <li>▪ None</li> </ul>	<ul style="list-style-type: none"> <li>▪ None</li> </ul>
Special considerations for Cluster 3 areas	Special considerations for Cluster 4 areas
<ul style="list-style-type: none"> <li>▪ Local authorities in these clusters may be keen to encourage families to settle in their areas. Schools are a key factor which influence migrants' decisions on whether or not to settle. EAL is therefore important since migrants may choose to leave an area if their children are unable to participate in classes because of language difficulties.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Local authorities in these clusters may be keen to encourage families to settle in their areas. Schools are a key factor which influence migrants' decisions on whether or not to settle. EAL is therefore important since migrants may choose to leave an area if their children are unable to participate in classes because of language difficulties.</li> </ul>
Special considerations for Urban areas	Special considerations for Rural areas
<ul style="list-style-type: none"> <li>▪ Some schools in urban areas will already have wide experience of bilingual students; however, the pace, scale and 'newness' of in-migration can still place significant pressures on EAL services in schools.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Schools in areas where there is no recent experience of in-migration and areas with little ethnic diversity will need to significantly increase their capacity to teach children with English as a second language.</li> </ul>
Resourcing implications	
<ul style="list-style-type: none"> <li>▪ Schools which are close together and/or have small numbers of learners could collaborate to ensure the best use of resources.</li> </ul>	

## Policy Theme: Education (Adults and Children)

### English for Speakers of Other Languages (ESOL)

Relates to national outcomes 2, 3, 7, 10, 11 & 13

The ability to communicate in English is one of the key factors that enable migrants to integrate into Scottish society and to find employment commensurate with their skills and experience. It is also good for the formation and maintenance of good community relations if all people in an area are able to communicate in the same language. In recent years the Scottish Government have provided additional funding for the provision of ESOL, which is mainly delivered by colleges and CLD partnerships. Local government has a role in delivering ESOL and in working through community planning structures to ensure that resources are used effectively. In some local authority areas providers have developed a strong partnership approach to sharing resources to ensure that local needs are met with positive outcomes and better progress routes for learners.

**More information** is available from Scotland's ESOL website [www.esolscotland.com](http://www.esolscotland.com)

#### Issues to consider when developing indicators

- Provision should be available to migrants seeking to access the job market as well as to other migrants (including settled residents) who wish to improve their English in order to integrate more effectively.
- Provision should be delivered at times suitable to the needs of learners to allow them to combine learning with working (including shift-working), childcare and other responsibilities.
- The role and value of different ESOL providers should be recognised (e.g. colleges offer structured learning in colleges and the community leading to formal qualifications, whereas local authority providers and voluntary sector providers are able to offer informal and flexible learning in a variety of locations as well as offering formal qualifications).
- ESOL providers should be encouraged to work in partnership in order to maximise the use of resources to ensure local needs are met and to avoid duplication of effort.
- There should be clear progression pathways so that people can improve their English and then move on to employment or other /further learning.
- ESOL provision should ideally be delivered by qualified staff.
- Work based ESOL should be encouraged, particularly in areas with skills shortages. This can be delivered by local authority, voluntary sector, colleges or a partnership of providers.
- ESOL provision should be advertised since migrants are often unaware of the range of classes or the fact that free places are available.

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<b>English for Speakers of Other Languages (ESOL) continued</b>	
<b>Special considerations for Cluster 1 areas</b>	<b>Special considerations for Cluster 2 areas</b>
<ul style="list-style-type: none"> <li>▪ None</li> </ul>	<ul style="list-style-type: none"> <li>▪ In areas where depopulation is a concern good quality ESOL provision may act as a potential pull factor for migrants</li> </ul>
<b>Special considerations for Cluster 3 areas</b>	<b>Special considerations for Cluster 4 areas</b>
<ul style="list-style-type: none"> <li>▪ Work based ESOL could be used as a pull factor to help encourage migrant workers to these areas.</li> <li>▪ Work based ESOL which focuses on industries with skills shortages could be particularly useful.</li> </ul>	<ul style="list-style-type: none"> <li>▪ In areas where depopulation is a concern good quality ESOL provision may act as a pull factor for migrants</li> <li>▪ Work based ESOL could be used as a pull factor to help encourage migrant workers to these areas.</li> <li>▪ Work based ESOL which focuses on industries with skills shortages could be particularly useful.</li> </ul>
<b>Special considerations for Urban areas</b>	<b>Special considerations for Rural areas</b>
<ul style="list-style-type: none"> <li>▪ Some urban areas have high demand for ESOL and a large number of providers. In this context encouraging partnership working and initiatives such as centralised waiting lists and shared initial assessments are crucial.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Delivering ESOL in rural areas where the learner population is geographically dispersed can be challenging. Initiatives such as encouraging employers to provide ESOL in the workplace; and colleges to provide in local community centres are useful.</li> </ul>
<b>Resourcing implications</b>	
<ul style="list-style-type: none"> <li>▪ Scottish Government has allocated just under £1 million per year in additional funding for ESOL provision. This augments funding that most colleges and CLD partnerships themselves allocate to ESOL from core funds. For 2009/10, additional funding was shared between colleges (60%) and CLD Partnerships (40%). COSLA continues to lobby for increased local control over this resource, but in the meantime local authorities should take the lead in encouraging providers to work in partnership to ensure resources allocated to their area are used effectively and efficiently.</li> <li>▪ Local authorities may also wish to explore other funding streams and ensure learners take up Individual Learning Accounts (ILAs) where available. Where employers benefit from in-work or vocational ESOL they should be encouraged to contribute towards the cost of delivering this.</li> </ul>	

Policy Theme: Health and Social Care	
<b>Health Services for Migrants</b>	
Relates to national outcomes 6, 8 & 15	
<p>According to research conducted by the LGA, migrant workers tend not to make a big impact upon health services because they tend to be young and fit. There is anecdotal evidence that many migrant workers from the EU accession states prefer to return home to access health and dental services. If the profile of migrants arriving into an area changes this may lead to increasing demand on health services, particularly if more migrants arrive with their families. Similarly as single migrants settle and integrate into communities they are likely to begin using local services more. There is also evidence that suggests that depending on their home country EU migrants may have higher rates of communicable diseases or lower rates of inoculation. Migrants from beyond the EU, including asylum seekers, may share these health risks. Asylum seekers and refugees are also more likely to require mental health services because of the experiences that led them to seek protection in Scotland.</p> <p>There is some evidence that migrants are not always aware of how to access the health service appropriately. For example, they may present at Accident and Emergency services when their complaint could be dealt with by a GP. Inadequate health and safety arrangements at their place of work may also influence how a migrant accesses the health service. In some areas there has been an increasing demand from migrants on maternity services, but migrant women often register for this service late in their pregnancy, making planning difficult. There is also some evidence that many young single migrants do not register with GPs, either because they are unaware of the service or because they do not see the need. These issues could be addressed by working in partnership with health boards to ensure that migrants have information about health services.</p> <p>Health Boards are also a natural partner for jointly procuring services within an area (such as translating, interpreting, and production of information for migrants) and this may lead to cost savings across the public sector. See also Managing Communications section.</p> <p>For more information see: <a href="http://www.hpa.org.uk/web/HPAwebFile/HPAweb_C/1231243849907">http://www.hpa.org.uk/web/HPAwebFile/HPAweb_C/1231243849907</a></p>	
<b>Issues to consider when developing indicators</b>	
<ul style="list-style-type: none"> <li>▪ Local authorities and Community Planning Partners should consider whether there are opportunities to jointly procure services with Health Boards and GPs in order to achieve savings.</li> <li>▪ Do migrants have adequate information about how to access health services? Are there opportunities for partnership working around the dissemination of this information?</li> </ul>	
<b>Special considerations for Cluster 1 areas</b>	<b>Special considerations for Cluster 2 areas</b>
<ul style="list-style-type: none"> <li>▪ None</li> </ul>	<ul style="list-style-type: none"> <li>▪ None</li> </ul>
<b>Special considerations for Cluster 3 areas</b>	<b>Special considerations for Cluster 4 areas</b>
<ul style="list-style-type: none"> <li>▪ None</li> </ul>	<ul style="list-style-type: none"> <li>▪ None</li> </ul>
<b>Special considerations for Urban areas</b>	<b>Special considerations for Rural areas</b>
<ul style="list-style-type: none"> <li>▪ Advertising the range and diversity of services to migrant groups could prevent inappropriate use of services.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Access and availability of services could be more problematic.</li> </ul>
<b>Resourcing implications</b>	
<ul style="list-style-type: none"> <li>▪ There are opportunities for savings through a shared services agenda.</li> <li>▪ The cost of Welcome Packs could also be shared to prevent resources being duplicated.</li> </ul>	

## Policy Theme: Health and Social Care

### Overseas Disclosure Checks

Relates to national outcome 9

As the drive to attract skilled people to Scottish localities increases so does the challenge on employers to thoroughly screen job applicants who have lived and worked outside the UK. However, the normal procedures of checks and screening employees do not always suffice for overseas employees and UK nationals who have lived and/or worked out with the UK. It is not possible for Disclosure Scotland to access overseas criminal records or other relevant information as part of their disclosure service. Disclosure Scotland is working towards improving the checking of people from overseas and is currently working with the Home Office to look at securing conviction information for persons who have an address or recent address out with the UK. Overseas Information Services cover a limited number of countries. This places a significant burden on employers to pursue a number of routes to ensure that risk assessments are as thorough as is practically possible on overseas employees. Furthermore, address checking is only at the Enhanced Level and it is likely that some employers will only be able to ask for a Disclosure at the Standard Level (which will not seek any information re addresses) or the Basic Level (which will only show unspent convictions in the UK). It is also worth noting that Disclosure Scotland do not undertake any 'right to work' checks.

Some local authorities are introducing specific requirements for care provider organisations to obtain disclosure certificates, or their equivalent, from the responsible authority in the relevant country. These procedures will relate to employees or potential employees who have lived and/or worked for three months or more in five years prior to commencing employment with the provider. The requirements place the responsibility of obtaining the disclosure on the employee or applicant. This is not an additional measure being carried out on foreign nationals but an alternative route to carrying out the required criminal record checks which all employees must undergo. This does not completely overcome the issue of obtaining an accurate criminal record check on individuals as many countries do not have a robust criminal record check system. The Home Office provides a list of countries where trusted criminal records can be obtained. Bear in mind that refugees may have particular difficulty in obtaining criminal records since they are often the victims of state sponsored persecution. It should not act as a barrier to the applicant if they do not come from a country on the trusted list but extra measures, such as an extra reference and a good follow-up of references, should be taken. For more information on this guidance contact the COSLA Strategic Migration Partnership and we will put you in touch with relevant contacts.

The Criminal Records Bureau (CRB), which issues disclosures in England and Wales, provides a list of countries on behalf of the Home Office where criminal record checks can be accessed gives guidance on this a (see <http://www.london.anglican.org/resources/Blocks/12073/CRB-Overseas%20Criminal-Record-Checks.pdf> ) .

The UK Border Agency provides guidance for employers on preventing illegal working (<http://www.ukba.homeoffice.gov.uk/employers/preventingillegalworking/support/ecs/>).

The UKBA Employer Checking Service can be contacted to check the status of individuals to work in the UK (0300 123 4699).

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<b>Overseas Disclosure Checks continued</b>	
<b>Issues to consider when developing indicators</b>	
<ul style="list-style-type: none"> <li>- This is a particularly complicated issue and as yet has not been resolved in standard vetting procedures.</li> <li>- Employers should follow the most up to date guidelines on screening potential employees.</li> <li>- This can place a burden on employers and/or potential employees but it is expected the burden will lessen as better practices are incorporated into standard vetting systems. Furthermore, this burden must be weighed against the significant benefits that the overseas workforce provides.</li> </ul>	
<b>Special considerations for Cluster 1 areas</b>	<b>Special considerations for Cluster 2 areas</b>
<ul style="list-style-type: none"> <li>▪ None</li> </ul>	<ul style="list-style-type: none"> <li>▪ It is imperative that these challenges do not create a barrier to foreign nationals accessing particular sectors.</li> <li>▪ This will be an increasing challenge for social care service providers, teaching and other professions who deal with vulnerable groups.</li> <li>▪ The issue of obtaining overseas Disclosure checks will also intensify for the voluntary sector as active citizenship policy propels more migrants to undertake volunteering.</li> </ul>
<b>Special considerations for Cluster 3 areas</b>	<b>Special considerations for Cluster 4 areas</b>
<ul style="list-style-type: none"> <li>▪ It is imperative that these challenges do not create a barrier to foreign nationals accessing particular sectors.</li> <li>▪ This will be an increasing challenge for social care service providers, teaching and other professions who deal with vulnerable groups.</li> <li>▪ The issue of obtaining overseas Disclosure checks will also intensify for the voluntary sector as active citizenship policy propels more migrants to undertake volunteering.</li> <li>▪ There is already a significant % of social care staff from abroad. Guidance will be more important as the demand for social care services and the need to pull on a skilled overseas workforce to provide these services increases.</li> </ul>	<ul style="list-style-type: none"> <li>▪ It is imperative that these challenges do not create a barrier to foreign nationals accessing particular sectors.</li> <li>▪ This will be an increasing challenge for social care service providers, teaching and other professions who deal with vulnerable groups.</li> <li>▪ The issue of obtaining overseas Disclosure checks will also intensify for the voluntary sector as active citizenship policy propels more migrants to undertake volunteering.</li> <li>▪ There is already a significant % of social care staff from abroad. Guidance will be more important as the demand for social care services and the need to pull on a skilled overseas workforce to provide these services increases.</li> </ul>
<b>Special considerations for Urban areas</b>	<b>Special considerations for Rural areas</b>
<ul style="list-style-type: none"> <li>▪ None</li> </ul>	<ul style="list-style-type: none"> <li>▪ None</li> </ul>
<b>Resourcing implications</b>	
<p>Some requirements have placed the responsibility of obtaining criminal record checks on the applicant and in some cases this can be an expensive process for the potential employee. However, procedures can be put in place for the applicant to be reimbursed if an acceptable check is obtained. Extra vetting procedures do place an increased burden on employers but this must be balanced against the need for an overseas workforce in many overstretched sectors.</p> <p>It is worth noting that in February 2011 a new membership scheme replaced and improved disclosure arrangements. The Protecting Vulnerable Groups Scheme (PVG Scheme) introduces the concept of a membership scheme for people working with protected adults and children and defines roles within 'regulated work' for these groups. Once in the Scheme, members will be subject to 'Continuous Monitoring' and should their suitability to work in the sector change, they can then be disqualified from working with that group. The cost of applying for Scheme membership and for subsequent full Scheme records is £59. This will have a financial impact initially, but there should be long term savings as there will be less need to re-check going forward.</p>	

## Policy Theme: Health and Social Care

### Employing Migrants to Work in the Social Care Sector

Relates to national outcomes 6, 10 & 15

There is growing concern in Scotland that current service configurations for the care of older people is simply not sustainable given the demographic pressure we face over the next 20-30 years. As Scotland's population is ageing there will be increased demand for social care and fewer people of working age to meet this demand. The care needs of other adult groups will also be a challenge. In this context migrant workers could play an important part in filling shortages within the social care workforce as well as contributing through taxation to the overall pot of money needed. The Scottish Care Workforce Survey in 2007 estimated that migrant workers already make up 13.4% of the workforce already, split fairly evenly between people from the EU and non-EU.

Looking after our elderly people and other vulnerable adults should be a very important role in our society and the contribution of migrant workers should be valued. The principles in this toolkit will help local authorities to ensure that their areas are attractive and welcoming to migrant workers wishing to pursue a career in care, and that those who come to work in the sector can integrate into the wider community. There are also a number of specific actions that local authorities and their partners who deliver social care can undertake to make it easier for migrant workers to come and work in their care sector, and make a valuable and potentially long-term contribution.

Migrants from most European Union countries are free to come to Scotland and take up employment. Migrants from outwith the EEA must obtain a visa to work here. One of the key ways in which people can obtain visas is if their occupation is included on the Migration Advisory Committee's skills shortage list. However, care assistants and home carers have recently been removed from the shortage occupation list. Bearing in mind the number of workers from outwith the EEA employed in the social care sector, and the demographic projections for Scotland, there are serious concerns regarding the decision that has been taken to remove these professions from the list. The Scottish Social Services Council (SSSC), Scottish Care and COSLA are currently seeking to develop an updated profile of this workforce to ascertain the impact of their removal. If you would like further information or share information regarding this issue please contact the CSMP team.

**For more information** see the sections on *Migration Advisory Committee Skills Shortage List*, *Employers' Responsibilities* and *Disclosure Scotland*

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Issues to consider when developing indicators	
<ul style="list-style-type: none"> <li>▪ Local authorities can play a coordinating role in collecting evidence on skills shortages within the care sector in their area to submit to the Migration Advisory Committee who recommend which professions should be included on the UK-wide and the Scotland-specific skills shortages lists.</li> <li>▪ A policy should be established outlining procedures for obtaining disclosure checks (or the equivalent) for foreign nationals wishing to work with vulnerable people.</li> <li>▪ Consideration should be given to providing work focused ESOL to support migrant workers to acquire the specific language required to work in the care sector.</li> <li>▪ Consideration should be given to whether employers in the sector are aware of their specific responsibilities when employing foreign nationals. More information is included on this in the <i>Employers' Responsibilities</i> section.</li> </ul>	
Special considerations for Cluster 1 areas	Special considerations for Cluster 2 areas
<ul style="list-style-type: none"> <li>▪ None</li> </ul>	<ul style="list-style-type: none"> <li>▪ None</li> </ul>
Special considerations for Cluster 3 areas	Special considerations for Cluster 4 areas
<ul style="list-style-type: none"> <li>▪ Migrant workers can make a contribution to filling skills shortages in what is likely to be a growing sector as long as steps are taken to ensure they have access to the labour market.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Migrant workers can make a contribution to filling skills shortages in what is likely to be a growing sector as long as steps are taken to ensure they have access to the labour market.</li> </ul>
Special considerations for Urban areas	Special considerations for Rural areas
<ul style="list-style-type: none"> <li>▪ None</li> </ul>	<ul style="list-style-type: none"> <li>▪ None</li> </ul>
Resourcing implications	
<ul style="list-style-type: none"> <li>▪ Given the skills shortages within this sector the benefits of taking action in this area are likely to outweigh the costs.</li> </ul>	

## Policy Theme: Housing and Homelessness

### Housing and Homelessness

Relates to national outcomes 7, 10, 13 & 15

Housing and access to appropriate, affordable housing for migrants is a key determinant of whether and how long people coming here to live, work and/or study will remain. There is a large concentration of migrants in the private rented sector. There is also some provision of accommodation through employers or employment agencies. In comparison, migrants have achieved limited access to social housing, including local authority accommodation and have very low rates of owner occupation.

The limited impact of migration on the public rented housing sector is mainly due to local authorities' interpretation of their obligations in relation to providing accommodation. It is widely understood that access to social rented housing is restricted to individuals who have worked continuously in the UK for at least 12 months and who are therefore entitled to benefits, including housing benefit. Local authorities could make use of wider knowledge of their local Housing Market Area to determine supply and demand for housing by migrants.

In conjunction with various partner agencies, the Chartered Institute of Housing Scotland has launched their housing rights website (<http://www.housing-rights.info/scotland/>) which provides information on housing entitlement based on people's immigration status. In addition, Glasgow Housing Association (GHA) has worked with partners to produce an online guide to Housing Migrants and Refugees (<http://www.housing-rights.info/Housing-Migrant-Workers-And-Refugees.pdf>) which has been developed for use by Scottish and Registered Social Landlords (RSLs) and covers asylum seekers, refugees, migrant workers and overseas students.

As part of the welfare reform agenda, a series of changes to housing benefit have been proposed with some changes already in the early stages of implementation. The four changes anticipated to most likely impact on migrants include an increase in the age limit for shared accommodation rates from 25 to 35 year olds, an increase in the non-dependent charge, a movement towards universal credit being paid directly to tenants and the introduction of penalties for underoccupancy.

The Private Rented Housing (Scotland) Act 2011 <http://www.legislation.gov.uk/asp/2011/14/contents/enacted> received Royal Assent on 20 April 2011. The Act amends the private landlord registration scheme and the Houses of Multiple Occupancy (HMO) licensing scheme and aims to improve standards of service for consumers in private rented housing. There are also numerous reports of migrants living in housing with mass overcrowding and the Act has introduced overcrowding statutory notices that local authorities can use to reduce overcrowding in privately rented properties.

It is often difficult to determine the true nature and scale of homelessness in an area, particularly due to anecdotal evidence around hidden homelessness. This may in effect be due to individuals being reluctant to contact their local authority for assistance. However, there is a lot of good practice ongoing in councils to tackle migrant homelessness with some employing Migrant Housing Workers to assist in tackling the root causes. There are opportunities to share learning across local authorities.

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## Housing continued

### Issues to consider when developing indicators

- Many migrants find difficulty in accessing accommodation because they often don't know where to look; have difficulty understanding what they are entitled to and they may have language barriers.
- The majority of migrants who come to Scotland do so from other parts of the UK.
- The diversity of migrant worker means that there is no simple, one size- fits-all solution to the accommodation of migrant workers. Migration varies significantly between different locations and different types of migrant workers.
- Ensuring inclusive policies are in place to breakdown barriers e.g. good understanding of the migrant communities in your area. This can be done by carrying out a housing needs and demand study, which will be used for informing your Local Housing Strategy.
- Ensuring that information is available in community languages will often be a mechanism of breaking down language and cultural barriers.
- Provision of information on both social and private sector housing to inform new migrants of their housing rights. Information should address issues such as poor accommodation, overcrowding, inflated rents, as well as illegal payments such as finders' fees.
- There is currently little information on the impact of migrant workers on the demand for social housing, as they generally tend to use the private rented sector, although this may change as migrants settle in the UK, become eligible and require family sized accommodation.
- Are you working with communities to ensure hard to let properties become a preferred housing option by working with CPPs to ensure the long term sustainability of communities are embedded in community plans.

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<b>Housing continued</b>	
<b>Special considerations for Cluster 1 areas</b>	<b>Special considerations for Cluster 2 areas</b>
<ul style="list-style-type: none"> <li>▪ None</li> </ul>	<ul style="list-style-type: none"> <li>▪ Building on the sustainability of communities -marketing hard to let properties amongst Registered Social Landlord, local press, Community Planning Partnerships and working with migrant communities could act as a lever for people to come and stay.</li> <li>▪ Provision of information on different housing options may encourage further migration into a local authority area.</li> <li>▪ Carry out robust housing needs and demand studies to inform both social and private housing future developments</li> <li>▪ Ensure your policies and departmental officers have a full understanding and comprehensive of migration legislation and entitlements of migrant workers</li> </ul>
<b>Special considerations for Cluster 3 areas</b>	<b>Special considerations for Cluster 4 areas</b>
<ul style="list-style-type: none"> <li>▪ Building on the sustainability of communities -marketing hard to let properties amongst Registered Social Landlord, local press, Community Planning Partnerships and working with migrant communities could act as a lever for people to come and stay.</li> <li>▪ Provision of information on the number of different housing options may encourage further migration into a local authority area.</li> <li>▪ Ensuring policies are inclusive and any future housing developments recognise the changes in migration.</li> <li>▪ One stop shop advice services could target migrant workers as part of a strategy of accessing 'hard to reach' group. Information should be provided on statutory and non statutory housing service provision</li> <li>▪ Understanding the housing needs of migrant communities. This should also be included in local housing strategies.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Building on the sustainability of communities -marketing hard to let properties amongst Registered Social Landlord, local press, Community Planning Partnerships and working with migrant communities could act as a lever for people to come and stay.</li> <li>▪ Provision of social housing may encourage further migration into a local authority area.</li> <li>▪ One stop shop advice services could target migrant workers as part of a strategy of accessing 'hard to reach' groups.</li> </ul>
<b>Special considerations for Urban areas</b>	<b>Special considerations for Rural areas</b>
<ul style="list-style-type: none"> <li>▪ Employers are less likely to provide tied accommodation. This may not be the case in certain sector specific jobs e.g. hospitality/hotel industries.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Employers are more likely to provide tied accommodation</li> <li>▪ Employers provide temporary accommodation under agricultural legislation rather than house of Housing in Multiple Occupation (Civic Government) legislation. You might need to work with employers to ensure the quality and safety of accommodation.</li> <li>▪ It is vital that a robust infrastructure is in place if wanting to attract migrants to your area.</li> </ul>
<b>Resourcing implications</b>	
<p>A major part of the Scottish Government's economic strategy is to grow its population through encouraging more foreign nationals to come and live and stay in Scotland. Medium to long term planning for the accommodation requirements of this growing population needs to take place. Planning assumptions need to be made based on a growing not static population.</p> <p>From the 1 May 2011, A8 migrants will have wider access to benefits, in line with migrants from the rest of the EEA. This in turn may lead to an increased demand on local authority services including homelessness assistance. CSMP officers will continue to monitor this situation and we will continue to report on any details of a rising demand for housing and support services.</p> <p>Work to clarify different categories of migrant's rights and entitlements, including housing and related benefits, has recently been commissioned and is expected to be published late Autumn 2011.</p>	

## Policy Theme: Humanitarian Programmes

### Gateway Protection

Relates to national outcomes 8, 11, 13 & 15

The Gateway Protection Programme is a scheme for resettling some of the world's most vulnerable refugees in the UK. It is operated by the UK Border Agency in partnership with the UN High Commissioner for Refugees (UNHCR). People who are resettled through the Gateway scheme have been selected by UNHCR on the basis that they are unable to safely remain where they are currently seeking refuge, or they are unlikely to ever be able to return safely to their home country. They tend to be living in refugee camps close to countries of origin like Iraq, Afghanistan and the Democratic Republic of Congo. The UK Border Agency has committed to resettle 750 refugees through this route every year, and work in partnership with local authorities to achieve this. The refugees are granted indefinite leave-to-remain in the UK and so have similar rights to British citizens as soon as they arrive in the UK. Local authorities who participate in the Gateway scheme commit to resettling a group of refugees (normally less than 100 individuals) at any one time from a particular country. The local authority is responsible for providing initial accommodation and support to help the refugees integrate and access services. UK Border Agency covers the costs incurred during the first year and by the end of the first year most costs tend to be covered by mainstream sources (for example job seekers allowance and housing benefit). It is important to recognise that refugees coming in to the country under this scheme have full entitlement on arrival for all mainstream benefits. Participation is on a one-off basis, but if the programme is successful a local authority may wish to negotiate to receive groups of refugees on a regular basis.

Gateway refugees are some of the most vulnerable people in the world so this scheme should not be regarded as an easy means of bringing more economically active people into an area (although in North Lanarkshire, where the scheme has operated, the majority of refugees did find work quickly). Participating in this programme allows local authorities to contribute to the UK and UNHCR's humanitarian efforts. Costs can normally be absorbed and staff in local authorities who have participated report increased job satisfaction. The programme will also increase cultural diversity and can prompt positive responses from the community and voluntary sector.

As of 2011, the process to participate in the Gateway scheme has changed and now involves entering into a tendering process. The programme has also been split into two and has been re-titled as Gateway Regional Protection Programme and Gateway Worldwide to reflect the different funding levels available. Those interested in participating in the scheme must be able to provide one or both of the following roles i. pre-arrival provision of medicine and travel services and/or ii. post-arrival provision of housing, casework and integration support. Applications will be assessed on value for money, number of refugees, locality and joined up working.

**More information** is available on the Gateway Protection Programme on UK Border Agency's website (<http://www.ukba.homeoffice.gov.uk/asylum/gateway>)

COSLA Strategic Migration Partnership can also support local authorities planning to participate in Gateway.

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<b>Gateway Protection continued</b>	
<b>Issues to consider when developing indicators</b>	
<ul style="list-style-type: none"> <li>▪ Local authorities who have previously participated in the Gateway Protection Programme can contribute to learning and planning.</li> <li>▪ Suitable housing has to be identified either in the public or private sector.</li> <li>▪ Existing services that can be made accessible to refugees should be identified.</li> <li>▪ Community Planning Partners should be encouraged to be actively involved in the planning and to develop integration services, particularly for the first year.</li> <li>▪ Local authorities should aim for full-cost recovery from the UK Border Agency in the first year, and develop a strategy to ensure that refugees are able to access mainstream services within a year.</li> <li>▪ Having successfully participated in Gateway, local authorities may wish to consider setting up a rolling contract, or sharing a rolling contract with neighbouring councils.</li> </ul>	
<b>Special considerations for Cluster 1 areas</b>	<b>Special considerations for Cluster 2 areas</b>
<ul style="list-style-type: none"> <li>▪ None</li> </ul>	<ul style="list-style-type: none"> <li>▪ Gateway is a good initiative for those areas where the ageing population is projected to decrease as a proportion of the whole since they can expect reduced demand on social services but still face a risk of depopulation. This could be partially offset now and in future generations through this scheme.</li> </ul>
<b>Special considerations for Cluster 3 areas</b>	<b>Special considerations for Cluster 4 areas</b>
<ul style="list-style-type: none"> <li>▪ Gateway is a good initiative for these areas because it has the potential to offer a boost to a declining working age population both immediately and in future generations.</li> </ul>	<ul style="list-style-type: none"> <li>▪ In areas where the demographics are potentially already putting services under pressure/at risk careful consideration should be given before committing to supporting a group of potentially very vulnerable people.</li> </ul>
<b>Special considerations for Urban areas</b>	<b>Special considerations for Rural areas</b>
<ul style="list-style-type: none"> <li>▪ Delivering services in an urban setting can be less problematic as there are often existing services in the locality which could assist.</li> </ul>	<ul style="list-style-type: none"> <li>▪ While delivering services to Gateway refugees in rural areas may be more challenging, many refugees will have come from rural areas and may appreciate the opportunity to resettle in such an area.</li> </ul>
<b>Resourcing implications</b>	
<ul style="list-style-type: none"> <li>▪ The UK Border Agency covers the costs associated with participating in Gateway for the first year.</li> <li>▪ Resettled refugees are able to access benefits on the same basis as UK citizens and will therefore be entitled to job seekers allowance, housing benefits etc.</li> <li>▪ Resources may be available from Scottish Government towards implementing an integration strategy.</li> <li>▪ Any local authority interested in participating is welcome to contact COSLA Strategic Migration Partnership for an informal discussion.</li> </ul>	

Policy Theme: Humanitarian Programmes	
<b>Asylum Seeker Dispersal</b>	
Relates to national outcomes 4, 8 & 13	
<p>Local authorities across the UK have had a key role in the provision of services for asylum seekers since the UK Government introduced the asylum dispersal scheme in 2000. Glasgow City Council is the only Scottish local authority to have participated in dispersal, with between 2000 and 6000 asylum seekers having been dispersed to Glasgow each year since 2001. Since 2006 a proportion of these have been accommodated by private and voluntary sector housing providers. Glasgow has benefited from asylum dispersal because as well as enhancing the city's cultural diversity, the arrival of asylum seekers has boosted the city's population and age profile and the continued provision of some services (like schools) has only been viable because of the arrival of asylum seekers and the associated income into the city. There have also been reports that the presence of asylum seeker children in schools raises educational attainment because of the value they put on learning.</p> <p>The current dispersal contract is undergoing major changes and will be replaced in 2012. UKBA has set up a procurement process, the Commercial and Operational Managers Procuring Asylum Support Services (COMPASS), to replace the current contracts. At time of writing, the COMPASS process is at the stage of inviting a shortlist of candidates to tender for the contract for Scotland and Northern Ireland. The result will be announced in February 2012 and the contract will initially be awarded for 5 years. There has been no tender submitted by any Scottish local authority; however, the successful candidate will be required to liaise and reach agreement with CSMP and the local authority or authorities concerned as to the localities where asylum seekers will be dispersed. On their part, local authorities and other potential providers will have to consider issues associated with their capacity to provide the required services, as well as the community and social cohesion issues that may arise, should they be approached by potential contractors wishing to enter into agreements on the dispersal of asylum seekers. CSMP is able to provide support in this area.</p>	
<b>Asylum Dispersal continued</b>	
Issues to consider when developing indicators	
<ul style="list-style-type: none"> <li>▪ Existing services that can be made accessible to asylum seekers should be identified.</li> <li>▪ Existing infrastructure should be considered to determine whether it has the potential to develop to respond to the ongoing dispersal of asylum seekers (for example there will be an increased demand on interpreting services and mental health provision).</li> <li>▪ A strategy for preparing the community for the arrival of asylum seekers should be developed to minimise negative reactions.</li> <li>▪ Consideration should also be given to issues associated with the removal of refused asylum seekers from an area. For instance, there is the potential for conflict when asylum seekers have made friends within a community and there is resistance from the community to their removal.</li> <li>▪ Community Planning Partners should be encouraged to be actively involved in the planning and development of integration services.</li> <li>▪ New age assessment guidance has been developed by the Scottish Refugee Council in conjunction with Glasgow City Council to assist councils when dealing with unaccompanied asylum seeking children (UASCs). The guidance will be piloted in a small number of local authorities before being fully rolled out.</li> </ul>	
Special considerations for Cluster 1 areas	Special considerations for Cluster 2 areas
<ul style="list-style-type: none"> <li>▪ None</li> </ul>	<ul style="list-style-type: none"> <li>▪ Dispersal has the potential to contribute to tackling a declining and ageing population by bringing new, often young people into an area, some of whom will eventually be granted leave to remain.</li> </ul>
Special considerations for Cluster 3 areas	Special considerations for Cluster 4 areas
<ul style="list-style-type: none"> <li>▪ Dispersal has the potential to contribute to tackling a declining and ageing population by bringing new, often young people into an area, some of whom will eventually be granted leave to remain. In areas where there is likely to be increasing demand on social care services and a shrinking workforce it is important to bear in mind that many asylum seekers will not be granted leave to remain.</li> </ul>	<ul style="list-style-type: none"> <li>▪ In areas where the demographics are potentially already putting services under pressure/at risk careful consideration should be given before committing to supporting a group of potentially very vulnerable people.</li> </ul>
Special considerations for Urban areas	Special considerations for Rural areas

<ul style="list-style-type: none"><li>▪ None</li></ul>	<ul style="list-style-type: none"><li>▪ Asylum seekers tend to be dispersed to urban areas where services are concentrated in smaller areas. Providing services across a larger area would require additional resources. Furthermore asylum seekers receive a small fixed income and are unlikely to be able to travel to access services.</li></ul>
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**Resourcing implications**

<ul style="list-style-type: none"><li>▪ Asylum seekers who are granted refugee status may be entitled to homelessness assistance and other support from local authorities.</li><li>▪ There will be resource implications in relation to community preparation in order that host communities are understanding and welcoming of asylum seekers and refugees.</li><li>▪ In the past, the Scottish Government provided resources towards implementing an integration strategy for asylum seekers, while Strathclyde Police also contributed to an integration strategy in Glasgow. It is unclear whether any such resources will be available in future.</li><li>▪ There has also been funding available from the European Union to fund initiatives to integrate refugees, but no specific fund is available at present.</li></ul>
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## **Appendix 1 – Scottish Government’s National Outcomes**

1. We live in a Scotland that is the most attractive place for doing business in Europe.
2. We realise our full economic potential with more and better employment opportunities for our people.
3. We are better educated, more skilled and more successful, renowned for our research and innovation.
4. Our young people are successful learners, confident individuals, effective contributors and responsible citizens.
5. Our children have the best start in life and are ready to succeed.
6. We live longer, healthier lives.
7. We have tackled the significant inequalities in Scottish society.
8. We have improved the life chances of children, young people and families at risk.
9. We live our lives free from crime, disorder and danger.
10. We live in well-designed, sustainable places where we are able to access the amenities and services we need.
11. We have strong, resilient and supportive communities where people take responsibility for their own actions and how they affect others.
12. We value and enjoy our built and natural environment and protect it and enhance it for future generations.
13. We take pride in a strong, fair and inclusive national identity.
14. We reduce the local and global environmental impact of our consumption and production.
15. Our public services are high quality, continually improving, efficient and responsive to local people’s needs.

## **Appendix 2 – Notes on local authority progress to-date**

What existing references are there to migration within SOAs? What indicators and outcomes are stated, and which national outcome are they related to?

What other relevant strategies and reviews have been developed within your area and how can these be used to inform a strategy on migration?

### Appendix 3 – Record of progress on policy guidance

Policy Area	Lead	Date Started	Date Completed	Notes
Civic leadership from local politicians				
Citizenship ceremonies				
Earned citizenship				
Integration				
Managing communications				
Supporting frontline staff				
Policing and community safety				
Exploitation and serious organised crime				
Submitting evidence to the Migration Advisory Committee				
Fresh Talent Initiative				
Marketing and promoting the local area				
Employers' responsibilities				
Employment rights advice				
Supporting new migrants to access the labour market				
Utilising the skills and qualifications of migrants				
English as an additional Language				
English for Speakers of Other Languages				
Overseas Disclosure checks				
Health services for migrants				
Employing migrants to work in the social care sector				
Housing				
Gateway Protection				
Asylum dispersal				

## Appendix 4 – Template for reporting back on policy guidance

Policy Theme:	
Policy Issue:	
Relates to national outcomes:	
Existing initiatives within area:	
Planned Outcomes:	
Indicators:	
Local Resourcing Implications:	Key Local Stakeholders:

## Appendix 5 – Contingency Planning Timeline

Migration flows are notoriously difficult to predict. However, the following table pinpoints some events which may have an impact on the migration flows into the UK, which could assist with contingency planning.

Date	Event	Potential Implications
January 2012	Transitional arrangements for A2 <u>may</u> end	<ul style="list-style-type: none"> <li>▪ In January 2012 the transitional arrangements for Romanians and Bulgarians (A2 nationals) are set to end. These arrangements prevent A2 nationals from working (unless they are self-employed, highly skilled or filling specific skills shortages). When the transitional arrangements end A2 migrants will have the same rights as other EU nationals.</li> <li>▪ The government can apply for permission to extend the transitional arrangements for a further two years in 'exceptional circumstances'. Such an extension was granted in relation to the transitional arrangements for A8 migrants in 2009.</li> </ul>
July 2013	Croatia will join the European Union	<ul style="list-style-type: none"> <li>▪ On 30<sup>th</sup> June 2011 EU members closed accession negotiations with Croatia, this should allow for the signature of the Accession Treaty by the end of the year. Following the ratification procedure in all Member States and Croatia, accession is foreseen for 1<sup>st</sup> July 2013.</li> </ul>
2013-14	Possibility that Iceland will join the European Union	<ul style="list-style-type: none"> <li>▪ Accession negotiation formerly began on June 2011.</li> <li>▪ It is uncertain how long negotiations will take but they are expected to finish during 2012. Therefore, Iceland could become an EU member in 2013 -14.</li> </ul>
2015	Possible further enlargement of the European Union	<ul style="list-style-type: none"> <li>▪ This is the earliest likely date for further enlargement of the European Union. At present candidate countries are Iceland, Macedonia, Montenegro, and Turkey. Potential candidate countries include Albania, Bosnia, and Serbia.</li> </ul>