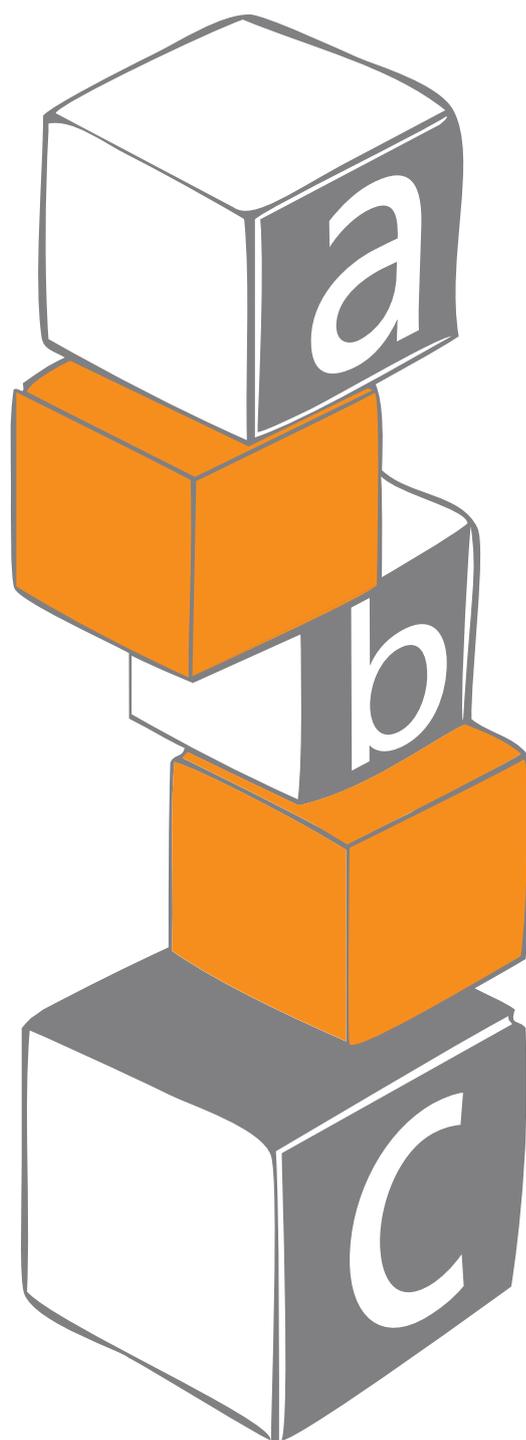
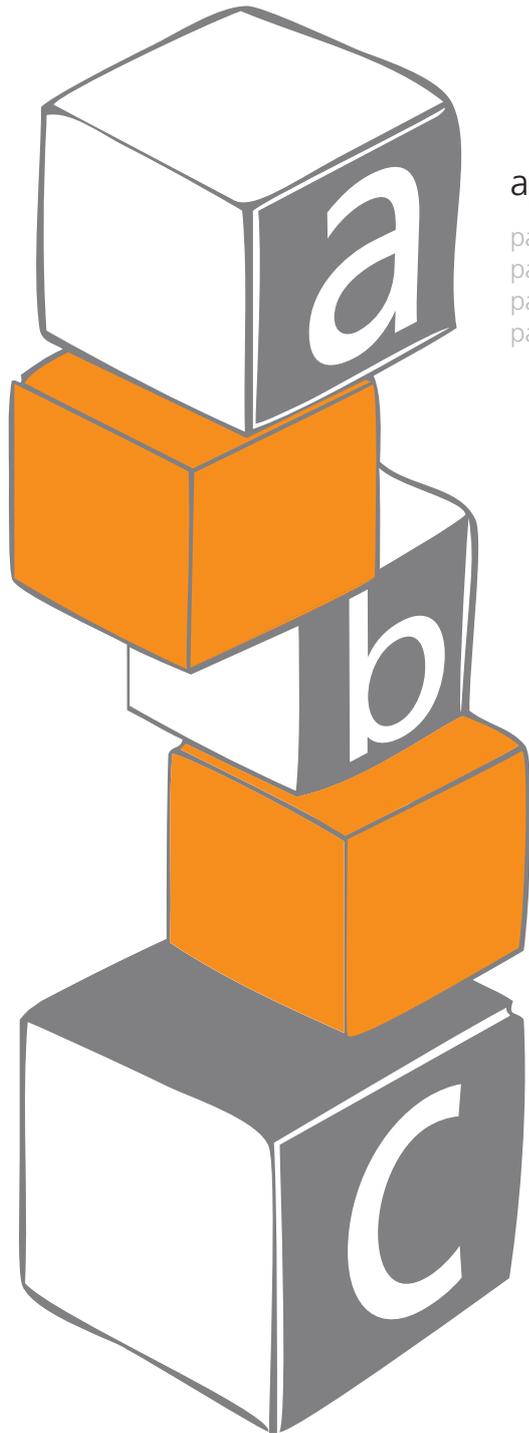


# new european migration





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new european migration  
good practice guide for  
local authorities

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Written by Dominic Byrne, the bigger picture consultancy, and Jennifer Tankard, IDeA, with contributions from Ted Cantle, Professor of Cohesion, iCoCo, Daniel Range, iCoCo and David Agnew, IDeA.

We would also like to thank all those councils and organisations that have contributed case studies and information to this report.

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The world is on the move like never before. Modern air travel, an enlarged European Union (EU), dynamic and open labour markets, mean that inward and outward migration is more commonplace. Migration brings opportunities and challenges. It is welcomed by employers but sometimes is met with only grudging acceptance or even outright hostility from sections of the public. It can bring new energy and diversity to a locality but may also lead to tension.

Freedom of movement within a recently enlarged Europe is bringing migrants to a greater variety of areas in the UK than most previous periods of inward migration. The settlement pattern of the new European migration extends far beyond the multi-cultural and multi-racial urban areas that have existing immigrant populations. Migrants from the accession states are moving to many areas that are relatively mono-cultural and not used to population change.

This new European migration requires leadership and well-judged responses from local councils. Councils can stand by and react – or act positively to ensure that migration benefits their communities. A positive and proactive approach is much more likely to be beneficial, not just in terms of harnessing the economic benefits of migration, but in preparing effectively for the changes that migration can necessitate in relation to community cohesion, housing, education and the delivery of many local services.

Dealing with migration is pitching local councils, particularly in smaller towns and rural areas, into new territory. They are rethinking the way they work, re-examining their responsibilities and working in ways that they have not worked before. This good practice guide is intended to help local authorities to respond positively and proactively to migration. Its emphasis is on migration from the new European accession states although much of the content is also relevant to other migration.

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The guide covers a wide range of issues, focusing on both support for migrants and support for the settled community in coming to terms with change. It draws on good practice examples from a variety of local authorities in different parts of the country. The extent of good practice varies. In some areas a clear vision and strong leadership – particularly in terms of working with existing communities – is paying dividends. But this is not yet evident in all areas.

The guide seeks to spread good practice wider. We would like to thank all the councils and other organisations that have contributed case study material for this guide. Many are reproduced in the toolkit section as main case studies or ‘snapshots’. Others are reported in the concluding ‘round-up’ section.

The guide has a strong emphasis on the practical policies and steps that local councils can take. It also builds on the learning gathered together in many studies of migration but, in particular, in two recent reports – the Audit Commission’s *Crossing Borders* report and the IPPR/CRE’s *The Reception and Integration of New Migrant Communities*. It combines some of the findings of these studies with the actual practice examples gathered from local authorities around the country.

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1 In 2001, the Race Relations Act (RRA) was amended to give around 43,000 public authorities a statutory general duty to promote race equality, under section 71(1). The aim is to provide fair and accessible services, and to improve equal opportunities in employment. The race equality duty requires public authorities to pay 'due regard' to the need to eliminate unlawful racial discrimination and to promote equality of opportunity and good race relations.

2 The Standards Board for England promotes a Code of Conduct for local authorities and councils, which states that councillors should promote equality by not discriminating unlawfully against any person and treat people with respect (Standards Board for England, 2006). Standards Board for England (2006), *The Model Code of Conduct for Local Authorities*. <http://www.standardsboard.co.uk/TheCodeofConduct/>.

### using the guide

The guide is for local authorities and their partners but it will be of relevance to many agencies in the statutory and voluntary sector involved in local service delivery.

The guide is intended to be a catalyst for both practice and debate. Local authorities are encouraged to use its contents to lead and stimulate local discussion and debate about migration – with employers, statutory service partners, community leaders, voluntary organisations and also with local people.

Every local situation is different but the practical questions, checklists and examples from councils and other agencies can be used as starting points to examine what the priorities should be in your council area.

### relevance of the guide

Migration is a key theme of our age. Its role in a modern 21st century economy is likely to intensify, not diminish. Clear-sighted strategies and leadership by councils on migration in their local areas will play an important part in shaping the successful places and communities of the future.

The guide is highly relevant to many aspects of Comprehensive Performance Assessment (CPA)/ Comprehensive Area Assessment (CAA), such as a council's responsibilities to build stronger communities, have sound community cohesion knowledge, develop partnerships that make a positive difference and effectively engage with communities as part of decision-taking.

It is also directly relevant to local authorities' race equality duties under the Race Relations Act<sup>1</sup> and their duties under the Standards Board for England<sup>2</sup>. The guide is also relevant to the fulfilment of other performance standards, for example, under Ofsted.

### keeping up to date with good practice

The guide is a dynamic tool. It is part of The Migration Programme, an initiative to develop and promote good practice on migration from the Improvement and Development Agency (IDeA), the Institute of Community Cohesion (iCoCo), and other bodies.

Local councils are encouraged to exchange good practice through events, web-based resources and national and regional initiatives.

### new european migration: an overview

Migration has always been part of life in the UK. Outward migration from the UK to other countries and inward migration are part of this country's history, identity and economy. In 2005, the most recent year with full data, 380,000 people left the UK and 565,000 entered the country (1).

The OECD recently concluded: 'well-managed immigration flows offer benefits both for host countries and for migrants and their families. But the effective integration of immigrants into the societies of the countries where they settle is crucial, and this requires commitment and action at national and local level' (2).

Twelve new countries have recently joined the EU, 10 in 2004 and a further two in 2007 (see appendix 2). The 2004 enlargement has greatly increased both the scale and pace of migration, largely with the arrival of people of working age. On a national level in 2005/06, 662,000 new national insurance (NI) numbers<sup>3</sup> were issued to foreign nationals, almost twice as many as in 2002/03.

The impact of migration from the new EU states needs to be seen in context. In 2005, the last year for which full international migration comparisons are available, 81,000 of the 565,000 people entering the country were from the new Eastern European states that joined the EU in 2004. A further 99,000 were from the rest of Europe and 93,000 from the so-called 'Old Commonwealth' countries of Australia, Canada, New Zealand and South Africa with, by far, the largest group of these being 42,000 from Australia (1).

Nonetheless, the numbers of people arriving from the Eastern Europe accession states are significant. Indeed, by 2006, the number of workers from the A8 countries<sup>4</sup> (see appendix 2), as measured by registrations under the worker registration scheme, was 224,295. On a national scale, such population movements remain relatively marginal. The net migration inflow of 185,000 in 2005 is just 0.3% of the total UK population and the number of A8 registrations in 2006 little more. Recent macroeconomic studies consider that migrant workers are net contributors to the economy (3, 4) and, indeed, one study credits a third of recent economic growth to accession state migration (5). Surveying over a thousand migrants and employers from the construction, hospitality and agricultural sectors (including a focus on au pairs), a Joseph Rowntree Foundation study reveals that 75% of employers felt that European enlargement had been good for business, with migrant workers doing jobs under employment conditions that UK nationals are not prepared to accept (6).

But at a local level, migration can have more diverse impacts. Especially when it takes place for the first time, or occurs suddenly and rapidly in an area, the population change may be much more significant than the net 0.3% national change. Sixty-two local authorities, for example, experienced greater than average change between 2002/03 and 2005/06. In a few areas, the expansion of the workforce, as measured by the number of new NI numbers issued, was as high as 8% or 9% over the same three-year period (7).

<sup>3</sup> New NI numbers are not always applied for in the first year of arrival, and do not always mean that the applicant takes up employment, but they are an indication of the speed and scale of change.

<sup>4</sup> A8 countries are the Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Slovakia and Slovenia.

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The scale, pace and 'newness' of change are key factors that affect local authority responses. The availability of jobs has been a principal determinant of settlement. This has brought Eastern European migrant workers to a larger number of areas than just London, the South East and the other urban areas that have hosted earlier migrations. The new European migrants have also moved to areas without recent experience of inward migration, some of them with little ethnic diversity. Councils in these areas will need to respond to their local population change with this local context in mind which may be quite different from that of more ethnically diverse larger urban areas.

New migrants from within the enlarged EU tend to be economically active. It is a characteristic that sets them apart, for example, from asylum seekers who are required by immigration rules to be economically inactive while waiting for a decision on refugee status. This, in turn, has an impact on the way local authorities plan policies and services. Because they are active participants in the labour market, migrants from the EU accession countries are less likely to have the same economic vulnerability as asylum seekers. However, they are dependent on employment and can be vulnerable to exploitation or face problems if the employment is brought to an end.

Migrant workers are likely to be flexible about their long-term plans. However, like earlier migrations, such as from Ireland, migrant workers from the EU accession countries may make longer-term plans to settle in the UK if things work out well for them. The vast majority do not have dependants when they arrive in the UK and are likely to be single people. In cases where they have partners or children in their country of origin, however, they may make plans for family members to join them. Understanding more about the long-term intentions of migrant workers will again be a key factor in shaping local service delivery and responses.

Discussion and debate about migration can sometimes overlook the facts. The language used to describe migration can be confusing. Terminology is sometimes used inaccurately or is deliberately negative. It is important that language is used accurately and an objective and fair account of the situation is communicated. Councils owe a duty to ensure that they take a lead in the use of clear and appropriate language and communications in the field of migration. Appendices 1 and 2 are intended to provide useful background information for councils.

West Lancashire District Council has a large agricultural base and several years' experience of receiving migrant workers on the Seasonal Agricultural Workers Scheme (SAWS). This meant that the district council and other organisations in the area were well placed to deal with the community cohesion issues arising from a surge of economic migration following A8 accession, such as unplanned caravan sites and groups of young workers drinking in public. But the council and the local strategic partnership (LSP) took action in five key areas to ensure a proactive response to changing community needs.

These five areas of work are research, welcome packs, a joint cohesion statement, outreach work and the production of planning guidance for agricultural workers' accommodation.

Research helped the council determine the extent and nature of any problems or issues arising as a result of new migration while providing more accurate data about the profile of the new community. An initial questionnaire sent out to employers gave a good picture of the migrant worker numbers, nationalities, languages spoken and the kind of information that they would need to help them during their stay. This research supported development of a welcome pack, which included information about housing, refuse and recycling, leisure facilities, reporting racism and anti-social behaviour and local health and police services.

Draft copies of the packs were sent to major migrant employers in the area before they were finalized to ensure that all the necessary information had been covered. After this consultation the packs were printed in English, Portuguese and Polish and 1,000 copies were distributed to employers, churches, schools and GPs' surgeries. It is also available online.

A joint policy cohesion statement issued by the district council formally welcomed the contribution of migrant workers and recognized their needs. The LSP is now working to widen the number of organisations signing up to the statement to give it more visibility and credibility.

Outreach work consisting of open public meetings were held to discuss concerns from all sections of the community and help prevent myths and misinformation circulating. For example, time was spent explaining the difference between migrant workers, refugees and asylum seekers. Outreach events were also held to discuss problems such as unauthorized caravan sites. The primary care trust encouraged GPs' surgeries to provide bilingual registration forms and for translation services to be available in hospitals, GPs' surgeries and pharmacies. Health was given a particularly large role in the area's outreach work as it was seen as a good way to reach women and children within the migrant community.

Following extensive consultation, the district council published supplementary planning guidance on accommodation for temporary workers in 2005, which helped to promote awareness of the need for migrant workers to have decent accommodation.

#### 2.1 vital prerequisites

##### 2.1.1 delivering vision and leadership

Local authorities need to have a strategic vision of the part that migration plays in their local area. What kind of population do they need to deliver the thriving community and what kind of local economy do they want to see in the future? What are the implications of local employers' recruitment strategies? What are the effects of economic and market forces? Local councils have a choice between simply reacting to these forces or putting some shape on them and being clear about the direction of travel for their local area.

A vision that talks about the role and relevance of migrants to the local area and the authority's aspirations for all its residents, both new and existing, can provide an important starting point for local strategies. In turn, of course, this needs to be built on knowledge – knowledge of the needs of the area, of the migration patterns into and out of the area and, most importantly, of the future direction and development of the area. Economic, social and cultural aspects of the vision for the local area are all likely to be relevant to such a vision.

Having formed a vision, councils then need to exercise leadership to communicate it and realise it. Leadership on migration by local authorities is likely to have many dimensions. There may be an element of social and moral leadership with councillors, in particular, being aware of their role in promoting community cohesion. There is also likely to be a strong economic element with local authorities taking a strategic view of economic development in the locality and the place of the locality in an enlarged EU trading area and open labour market. A cultural dimension to leadership will also be important in recognition of both the challenges and the opportunities that new migration brings to the area's community and cultural life. Finally, strategies on migration will, in turn, influence the development of service delivery.

In many areas, this is likely to be far from straightforward. Councils are likely to encounter tough issues in all three dimensions – economic, social and cultural – and will need to be adept in recognising potential tensions and listening to genuine concerns. Undoubtedly, however, proactive engagement with the issue and with the existing settled community should be part of developing a clear vision that will itself form part of addressing these tensions.

##### self-assessment questions

- Does the council have a strategic vision of the part that migration plays in the local area?
- Does such a vision reflect the authority's aspirations for all its residents, both new and existing?
- Is the vision based on sound knowledge of relevant economic, social and local needs and trends?
- Does the council provide leadership that addresses the community cohesion, economic, cultural and service dimensions of the impact of migration into the area?

##### snapshot: clarity on strategic intent

The Scottish Executive launched the 'Fresh Talent' initiative in 2004 to communicate its view that inward migration is important in securing Scotland's economic future. The then First Minister, Rt Hon Jack McConnell, stated: 'if Scotland is to achieve a balanced economy, with a stable tax base to support strong public services, then we must boost the working age population, particularly the 25–45 age group' (8). As part of the initiative, [www.scotlandistheplace.com](http://www.scotlandistheplace.com) offers help and encouragement to anyone thinking of moving to live and work in Scotland. In a separate initiative, 'One Scotland, Many Cultures' ([www.onescotland.com](http://www.onescotland.com)) is an accompanying Scottish Executive campaign designed to tackle racism.

## a city for the future Newcastle City Council

An OECD study into the Newcastle area in 2005 highlighted that population decline was likely to become an increasingly important issue for the city's economy. At the same time the city council was aware of increased migration from A8 accession countries, mainly Poland. The council decided to commission research to look at the experiences and aspirations of economic migrants who had moved to Newcastle from Eastern Europe.

The aim of the research was to understand whether migrants were planning a long-term future in Newcastle and how their experiences could be built on to attract more migrant workers thus tackling skills shortages and population decline. It also sought to improve data and analysis about demographic change to help long-term planning.

Local universities undertook the research. It involved qualitative research based on interviews with new migrants who were reached through advertisements on Polish-language websites as well as through the council's contacts with the Polish community. It highlighted that migrants had proactively chosen Newcastle as a destination and that people's initial experience in moving to the area was generally positive.

This research has had a tangible impact. It has helped to develop the council's relationship with local universities and the Polish community. It has helped the city council to understand how it can market itself effectively as a destination of choice for Polish workers. To facilitate this, the council worked with the regional airport to encourage airlines to set up direct flights between Newcastle and Krakow, Poland.

Other projects in development include work with the Regional Development Agency, One North East, to actively recruit migrants to the region and considering the role of the new City Development Company for Newcastle and Gateshead in destination marketing, including attracting skilled workers from Eastern Europe.

Not all the focus is on migrants. The council has worked to ensure that the local media has reported these changes positively with a focus on the need to close the skills gap in Newcastle. The council team leading this work stays in close contact with community development workers and tension-monitoring work so that it can continually monitor what impact migration is having on local community cohesion.

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### 2.1.2 understanding local population change

Building a picture of population change in a local area and its effects is a key building block for local councils seeking to respond to migration. Good data and intelligence are needed to inform decisions about strategies and resource allocation. Knowing more about migrant numbers and characteristics needs to be accompanied by understanding the potential impact on the settled community and their possible concerns.

By their nature, migrant workers tend to be transient. Knowing how many are in a particular area at a particular time is difficult. Information from national data sources is limited although national data on NI numbers from the Department for Work and Pensions (DWP) and migrant worker registrations under the Home Office schemes (the Worker Registration Scheme and the Worker Authorisation Scheme) give an indication of the speed and scale of change. However, a degree of non-registration means these sources are likely to present an incomplete picture.

National data are not a good enough base for planning local policy responses. Local authorities and their partners need to research their own new arrivals if they are to respond appropriately but this is not straightforward. A variety of local sources need to be used. The most up-to-date information is likely to be held by employers of migrant labour or employment agencies and by private landlords with employer or employment agency links. Developing close working relationships with employers, agencies and private landlords can help local councils not just to map current migrants but to predict future arrivals.

Staff and services with front-line contact with the general public, including the police, council staff, councillors and the NHS, may also have information especially where they record the use of interpreters. Voluntary and faith organisations will often have more information than public services, particularly where there are already religious institutions or community groups that are likely to be used by newly arrived migrants. Local advice networks and housing and homeless agencies may be well placed to identify emerging problems.

Understanding the community cohesion impact of local population change requires understanding the concerns of the settled community as well as learning more about migrants themselves. The iCoCo Tension Monitoring and Population Monitoring toolkits listed under 'resources' contain useful guides to gathering information on how people are feeling about changes in their local area such as those resulting from migration.

Once a significant new migrant population has arrived in an area, it is important to learn more about their longer-term intentions as this can be key to service planning (see the South Holland District Council case snapshot).

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#### self-assessment questions

- Are you using data from national sources on new NI numbers and worker registrations to form a background picture of migration in your area?
- Are you establishing good working relationships with local employers of migrant labour, employment agencies and private sector landlords who house migrants to build a more dynamic local picture?
- Are you regularly combining information from these sources with insights gained from within the council, in particular councillors and front-line staff, and from your local partners such as the police, the NHS, voluntary sector and community sector groups?
- Are you moving beyond a mapping of population movements to understand the impact of such changes, including the issues faced by the settled population and those faced by migrants?
- Are you conducting a dialogue with the settled community about new migration to the area, helping to put it in context and address concerns?

#### snapshot: South Holland District Council – building a picture of migrant worker intentions

In 2005, South Holland District Council in Lincolnshire conducted a survey of nearly 700 migrant workers in South Lincolnshire, employed principally in businesses related to agriculture and horticulture. The survey, part of a larger piece of research into the dynamics of migrant labour in the area, found that access to information, banking facilities, childcare, accommodation and the existence of language barriers were common problems. The survey found that future plans of migrants were closely related to family issues. 57% of respondents planned to settle in the UK. 41% had children and 23% had already brought their children to South Holland to live with them. By building a picture of both the short-term problems the workers faced and their long-term intentions, the council has been able to begin to develop appropriate service responses. The research was funded by Lincolnshire Enterprise and East Midlands Development Agency (EMDA) and is published on [www.migrantworkers.co.uk](http://www.migrantworkers.co.uk)

## understanding local populations Selby Together Forum

In response to a sudden rise of migrant workers approaching churches in the Selby area of North Yorkshire requesting advice and assistance, Senior Chaplain Reverend John Davis was asked to conduct a mapping exercise of migrant workers in the area to find out numbers and needs.

The research for this report, *Mapping Migrant Workers*, involved contacting local employers of migrant workers, statutory groups, voluntary and community groups, business groups, schools and colleges, other church groups and migrant workers themselves to find out the numbers of migrant workers, where they worked and lived, and what issues they faced.

The report found that there were at least 1,000 migrant workers within a six-mile radius of Selby with the majority of them being young, unattached and of Polish origin. Key issues to emerge included language, housing, accessibility of information, childcare, healthcare and advocacy. Although information on these issues was available, it was not accessible to new migrants due to a lack of English language skills.

The Selby Together Forum emerged as a result of this report – a public and private sector partnership between organisations that are involved with migrant workers. Initial work focused around production of a welcome pack covering issues such as housing and tenancies, health and entitlements, education and English for Speakers of Other Languages (ESOL) courses, the emergency services and banking.

The Selby Together Welcome Pack is produced in a loose-leaf form to save costs in production as well as upkeep. New updates are distributed to holders of the packs every six months. This flexible approach also means that it can be tailored with more local information. For example, local parish councils can put in accurate refuse collection information as this varies across the Selby area.

The welcome pack has helped the Polish community to access practical information and brought together employers, schools, landlords and other service providers, resulting in more integrated service provision in the area.

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## developing local–regional–national linkages the East of England model

In 2004, the East of England Development Agency (EEDA) commissioned the first comprehensive piece of research into the number of migrant workers coming to the region and the economic contribution that they made. The researchers were asked to make recommendations for action and to indicate which organisations might be involved in addressing them. A regional dissemination event was held to share the results and recommendations in 2005, and this was followed up by a national conference, organised jointly with the TUC, in May 2006.

In June 2006 a regional migrant worker steering group was established to take forward the recommendations, with membership comprising regional representatives of the organisations that should be involved with those recommendations. This group is chaired by EEDA but each partner is tasked with contributing to their respective area of expertise, for example the Citizens' Advice Bureau (CAB) on access to information.

At the same time, in several of the six counties that make up the region, multi-agency forums had been established to address the issues around migrant workers that were identified by front-line staff, and also highlighted in the research. These forums comprise local authorities, public services (including police, fire services, health trusts, housing associations, etc.), the community and voluntary sector and some business representatives. The chairs of the groups are brought together regularly by the regional Black and Minority Ethnic (BME) network (MENTER) with representatives of the regional assembly and EEDA.

This group's aims are:

- to share information and local practice
- to develop and support solutions to common problems
- to influence regional and local policies
- to influence the activities undertaken under the Connecting Communities Partnership Development Project.

Since November 2006, EEDA has hosted a full-time secondment post to take forward the recommendations of the 2005 research, to support the regional steering group, to manage EEDA-funded projects addressing migrant worker issues, and to make links to national activity and policy development. For example, the post holder sits on the Community and Local Government Migration: sharing best practice project steering group. Beyond the initial secondment period, the post is being developed to ensure continue these activities for a further 18 months.

The success of the work in the East of England has been through developing a joint framework for action at the local community level, up through district and county level to the region. In striving to be the leading regional development agency (RDA) on migrant worker issues, EEDA is developing relationships with the other regions to ensure that good practice can be shared and, importantly, resources can be used to best effect without duplication of effort. The key to this has been through taking a lead at the regional level but encouraging bottom-up involvement so that the real-life issues faced by migrants can be fed into regional and national policy development. With EEDA as a partner in the transnational 'Meeting the Information Needs of Economic Migrants' (MINEM) project, led by Community Action Dacorum and funded by the European Commission and EEDA, it is also able to feed into policy development at the European level.

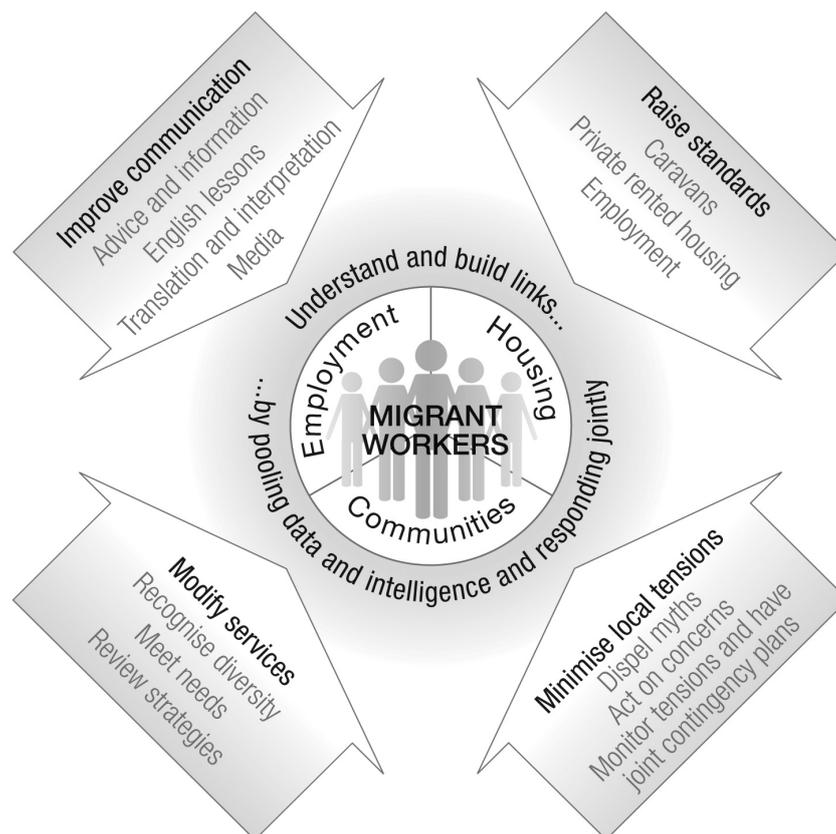
### 2.1.3 effective co-ordination and partnership working

Managing migration in ways that benefit all local residents requires local leadership and responses that co-ordinate the resources of local public agencies, community and faith organisations, employers and other bodies. There is no single pattern for successful co-ordination. Some areas have set up specific task groups that report to their LSPs.

In East Riding, the council's cohesion group is taking the lead. In Cornwall, the LSP has agreed a statement on improving conditions for migrant workers in the LAA. Its task group developed from joint work on social inclusion. Sheffield and Bradford have added migrant worker issues to the remit of joint strategic and operational groups set up to co-ordinate local responses to the dispersal of asylum seekers. Some areas are now considering underpinning their joint work by developing agreed outcome targets as a part of LAAs.

a framework for local service improvement

Source: Audit Commission



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Wherever the impetus comes from, it is important to understand and tackle the full breadth of potential concerns. The Audit Commission, from whom the text of this section comes from, has developed a framework (opposite), based on current successful approaches, which can be used to identify where improvements are needed.

In some cases, migrant worker issues may have a wider regional dimension. Migrant 'travel-to-work' areas, for example, are often regional or sub-regional. Certainly, in developing a vision and strategy around migration, local councils are likely to want to take account of the direction being taken by the RDA covering their area. On the service delivery front, learning and skills councils and strategic health authorities as well as consortia of neighbouring local authorities are likely to need to be involved in joint responses to certain migrant issues. Government offices potentially have a role in co-ordinating regional work and brokering inter-authority networks.

#### self-assessment questions

- Does the council have clarity about the mechanism through which issues arising from migration are managed? Is this mechanism adequate and sufficient?
- Is there clear senior-level leadership from officers and councillors? Is the council approaching change positively, recognising the need to manage some aspects but not treating migrant workers as a problem?
- Is the council making the links between a clear vision of migration and the issues it is encountering on the ground? Is it then engaging all the relevant agencies and organisations it needs to involve, including employers and migrant workers themselves?
- While task groups or specific projects may be appropriate initially, is responsibility being mainstreamed as soon as practicable through existing service delivery and partnership arrangements?

#### snapshot: Government Office for the South East – providing regional links to manage migration

Like their counterpart offices in other regions, the Government Office for the South East (GOSE) identified the need to provide a co-ordinated response to address issues that cross government-department responsibilities, such as migration of workers from the new EU accession states. A dedicated team at GOSE provides regional co-ordination on cross-cutting issues. This team also provides the link between relevant government departments and local authorities' activity on the ground.

This work, which is in early development, has begun by looking at every government department to see what activity was under way on migration-related issues. This information has been passed to local authorities so they can take it into account when developing their own response to migration. For example, GOSE participated in a meeting initiated by a district council for partners such as the local police and the Local Skills Council and fed in information about national developments. In turn, this gave GOSE an opportunity to understand the district council's activity and to feed that on to Communities and Local Government and other authorities in the South East region.

GOSE is planning to build on this by acting as a sounding board for new regional and government strategies, to support local authorities to help them share good practice across the region and beyond, and to link authorities that are facing or have faced similar issues in relation to migration.

## leading a community response West Wiltshire District Council

West Wiltshire is a rural area, with a total population of 119,300, and the main town is Trowbridge, population 41,000 (2001 census). The district has a high number of businesses in the food processing and furniture manufacturing sectors, attracting migrant workers mainly from Portugal (110) and Poland (660) [NI number figures 03/06]. Towards the end of 2007 it was considered, but not confirmed, that there were approximately 4,000 Polish migrant workers living and working in the Trowbridge area – an area with no recent history of inward migration.

West Wiltshire District Council's (WWDC) chief executive, leader and chairman took key and active roles to ensure that new migrant workers settled effectively into the local community. The chief executive requested an information seminar for councillors to increase their knowledge and strengthen their roles as community leaders. The evening was chaired by the council chairman and was run along the lines of a 'Question Time' session. Presentations were given by Wiltshire Police, the South West TUC (giving a regional overview), West Wiltshire Wide CAB and local employer, Lyons Seafoods. The evening was a success with attendees finding it valuable and informative.

The chief executive invited employers of migrant workers to share information and find out how the council could support employers and their workers. The meeting also discussed how better links between the council and employers could benefit the wider community, including managing any extra demand on services. The leader and chairman also attended this discussion. The meeting was held after a Chamber of Commerce business breakfast and followed up with a questionnaire.

A positive response to this showed employers' keen interest in helping to develop further work and share information to provide accurate local data and support community cohesion. This will be followed up with another meeting, which may result in an employers' sub-group of the West and North Wiltshire Migrant Workers' Forum.

WWDC also ensured that the county's LAAs made reference to the needs of migrants in the economic and safer communities strands. This has helped to develop a strategic and county-wide approach to managing migration. WWDC has also reinforced this strategic approach by building support for and understanding of new migrants through action on the ground. The appointment of a single point of contact ensures that all migrant worker issues are fed through to one officer, based in the council's stronger communities team, which can ensure a consistent and co-ordinated approach. Front-line employees have received training and briefings so they can provide accurate advice to new migrants. A multi-agency migrant workers' forum was set up to tackle inaccurate and negative local media coverage about migrant workers.

The Polish Integration Project (PIP), part funded by the Department for Environment, Food and Rural Affairs' (DEFRA) Sparkplugs initiative, has involved volunteers from the more settled Polish community in Trowbridge in providing information and advice to newer Polish migrants. This has helped to minimise tensions between the old and the new communities.

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**snapshot: Southampton City Council**

Southampton City Council has a strategy and action plan that it uses to co-ordinate work around migration. The key planks of the plan are:

**Information-led decision making.** Sharing information on the changing profile of new communities numbers and needs across agencies to inform service strategy, policy and planning.

**Redefining the role and membership of the New Communities Strategic Group** to oversee the long-term implementation of this strategy. This group includes senior managers from all provider services and is responsible for ensuring the inclusion of new community integration issues in their respective organisations plans and strategies.

**Establishing thematic action groups** to develop and deliver action plans promoting access to services and reducing exploitation. They are made up of relevant service provider managers and community organisation representatives and report back to the strategic group on improving access to services and reducing exploitation in:

- adult education, employment and benefits
- accommodation in the private and public sector
- education and children’s services
- primary and secondary health care
- supporting development of new community organisations and supporting people from new communities through the voluntary, faith and cultural communities
- promoting community safety
- information and communication.

Source: *New Communities Interagency Integration Strategy and Action Plan 2006–2010*, Southampton City Council.

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### 2.1.4 delivering a positive communications strategy

Tension between new and settled communities is often caused by myths and misinformation circulating and gaining currency. Often these are disseminated by the local and national media. In the absence of any other information, media reporting can define local perceptions about migrants.

Myths and misinformation about migration often arise over issues such as distribution of public funds and access to services – for example stories generated about migrants receiving preferential access to social housing or school funds becoming more thinly spread due to costs of translation and language support for children of migrant workers. Such stories are often either wrong or distorted from their context but fuel more general prejudice against migrants or resentment about council tax and value for money from the council.

Three key challenges arise for local authorities:

- improving communications generally to improve the transparency of how public money is spent and who is eligible for which services, as well as how to access those services
- taking a leading role in setting the tone of the debate about migration so there is greater focus on the positive impact new communities can make and their contribution to the local economy
- tackling myths and misinformation through rapid rebuttal and promotion of positive stories.

Local authorities should take a strategic approach to communications that is based on its understanding of the migrant community profile and its vision for building cohesion and managing migration in the local area. Using standard channels of communication to provide information about new migrants, their reasons for moving to the area, the contribution they make and how authorities are managing the impact will provide reassurance and raise awareness with settled communities.

Taking a proactive approach towards the local media, for example through regular meetings between council leaders and local editors and forming links between the local media and new migrant groups, can help to ensure balanced coverage. Joining up with partners and other local authorities to develop a combined media approach can help to ensure that the positive, consistent messages are reaching all parts of the local media.

Using internal communication channels across the public sector to get accurate information to employees, especially those in daily contact with the public, can ensure that myths and misinformation do not start on the town hall steps.

#### self-assessment questions

- Can leading figures in your council articulate a coherent view about migration in the local area and is this being heard in internal and external communications?
- Does the council's communications strategy make reference to new migrants and has it considered which communication channels are most suitable to these groups?
- Do you have a clear picture of what the key issues and potential tensions are in local areas? Are communications geared at tackling these?
- Are you taking steps to ensure that the local media does not promote negative images of migrants? If the council's relationship with local media is not good enough to have a constructive dialogue, have you considered who else could do so, police or community groups for example?
- Are you taking care in instances of high-profile enforcement (such as accommodation that breaches environmental health or planning standards) to ensure that media coverage highlights the real 'villains' and does not unwittingly result in coverage that reinforces negative images of the migrant workers who are victims of exploitative conditions?

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## delivering a positive communications strategy Peterborough City Council

Multi-agency work led by Peterborough City Council to manage A8 migration initially resulted in a barrage of negative media stories. Headlines such as 'Ghetto Britain'; 'Call for action over influx of refugees' and 'Racial fears over placing of asylum centre' raised serious concern about the impact of the media in influencing local people's perceptions about new migrants.

Peterborough City Council took a proactive approach to tackle this. Local councillors took the lead in promoting positive messages about the city's need to fill skill shortages and its ability to cope with new migrants. Local residents and new migrants and refugees were identified to tell their personal experiences about life in Peterborough. Media training was given to community group leaders so they could develop direct relationships with the local media and promote positive stories and correct misinformation. The council's own media team were given awareness training so that they were better placed to promote positive messages and stop misinformation about migrants and refugees circulating. Other agencies, such as the police, were involved to provide a joined-up and coherent response to the local media. The council also used a range of other channels, such as leaflets and events, to promote the benefits to the local economy of new communities moving in.

This activity had real impact. Headlines became more positive; for example, 'The Culture Shock – and why there is more to unite us than there is to divide us' and 'City has too few jobless to fill posts' were stories that painted a better picture.

Peterborough learnt a number of lessons from this work, including:

- the need for factual up-to-date information
- the need to understand all communities and the challenges faced by long-term residents and new arrivals
- the value of building trust with individuals and communities to engage with the media
- the importance of training staff and community groups in awareness and media work
- the good work on the communities side is undone if community issues remain unresolved.

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## 2.2. building blocks

### 2.2.1 working with employers

The new European migration is primarily employment driven. The use of migrant labour by employers can have a significant 'place-shaping' effect where there is a rapid arrival of significant numbers of people in an area. Local authorities should expect employers to recognise that effect by co-operating with and, possibly, joining with the council's own strategies to respond to the impact of migration.

Working with employers is key for many reasons. It is a starting point for important basic information about migrant numbers as well as insight into the local labour market. Where are migrants coming from and in what numbers? Are there plans to recruit more? Councils need to understand why employers are not recruiting local people. What is the interplay of wage levels, vacancies and skill shortages? What are the economic development, education and training implications? How sustainable is the employment, or is it short term or even exploitative?

Many employers are keen to ensure that their business is sustainable and recognise that part of this means helping their migrant workers. Employers can play their part in promoting cohesion between different nationalities within their workforces and helping migrant workers to learn English. Employers and local authorities together can promote local ESOL provision and facilitate schemes that can help migrants integrate and settle. Local authorities can also talk to employers about the benefits of providing ESOL training in the workplace. Where workers are unionised, trade unions will also have a part to play in such initiatives.

Some employers may be less willing to help migrant workers and, indeed, may be in breach of minimum standards. Local authorities should be ready to play their part in raising employment standards where necessary through enforcement as well as encouragement. Councils and their partners have a part to play as sources of information about such standards, for example minimum wage and health and safety, as well as having a direct inspection and enforcement role on matters such as environmental health.

As well as working with groups such as the local chamber of commerce, regional groupings of the Federation of Small Businesses and the Confederation of British Industry, councils should seek to identify and involve individual businesses who are significant employers of migrant labour. Migrant groups themselves, trade unions and advice agencies are also vital partners, particularly in helping to identify 'rogue employers' and in raising awareness about minimum standards.

#### self-assessment questions

- Are you involving employers in your strategic partnership work?
- What mechanisms do you have to identify agencies and employers that use migrant labour in your local area?
- Have you considered ways in which agencies and employers can help the local authority build a clearer picture of migration into the local area, current and future?
- Are you encouraging agencies and employers to play their part in helping migrants settle and in promoting cohesion between communities?
- Is the local authority encouraging multi-agency work between the relevant inspection agencies, responsible employers, trade unions, the voluntary sector and migrant groups to tackle exploitation, breaches of minimum standards or criminal activity?

Cornwall's Responsible Employers Scheme is just one element in a successful multi-agency strategic partnership focusing on migration in the County. The Responsible Employers Scheme seeks to protect and promote the rights of migrant workers by working with and supporting employers in the county.

The scheme has been incorporated into the work of the police migrant workers officer for Cornwall and the Isles of Scilly and the police diversity officers within Cornwall and the Isles of Scilly. Some of the benefits for employers becoming involved in the scheme include:

- increased awareness by employers of the support available for their employees, helping them to signpost where to go
- employers having a workforce whose different needs are being met
- migrant workers receiving the information and support they need.

All partner agencies will have better information about the number of nationalities and needs of migrant workers communities within the county as a result of the scheme.

The scheme supports responsible employers of migrant workers and raises awareness of health and safety, local community issues and road safety. The Responsible Employer Pack includes a 'Welcome to Cornwall' book as well as information leaflets from a range of organisations, for example family services, the DVLA and local colleges. It also includes a multi-lingual DVD. The pack will be updated and it is hoped that migrant workers and their employers will feed back on the information and other items that could be included in future.

The scheme encourages employers to invite agencies and community groups onto their premises to liaise with migrant workers, in turn helping to promote community cohesion.

The long-term aim is for the Responsible Employers Scheme to generate better understanding of the needs and numbers of migrant workers in Cornwall and the Isles of Scilly while informing the business community of the help and support that partners can offer to ensure a smooth transition for new workers.

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### 2.2.2 promoting community cohesion

Migration poses challenges for community cohesion, especially in areas that are not used to inward migration from other countries. Settled communities may worry about the character of their area and the impact of migration on house prices or housing availability. Sometimes there is resentment about what is perceived as extra resources being spent on migrant communities, migrant workers taking local jobs or undercutting pay levels.

There is real and significant evidence of the beneficial economic impact of migration. Tension surrounding migration is often the product of already existing problems. Worries about jobs and wages are more likely in areas with already relatively weak labour markets and, similarly, housing concerns are more likely in areas where there are already shortages of affordable housing. In this context, migrants can easily become the scapegoats for problems that are not of their making. But councils do need to review their service provision and longer-term structural problems – and be seen to be taking them seriously where they exist. Other tensions can arise from relatively minor misunderstandings that can easily be prevented with clear and proactive information, such as when rubbish bins should be left out and taken in.

Whatever the local context, councils should be ready to adopt proactive strategies to promote community cohesion and minimise potential tension. These need to be two-way – migrants should be helped to settle and get used to how things work in the local area but, in addition, the settled community needs to be helped to adapt to the change in their community. Thus, wherever possible, settled communities should be informed about migration into the area and supplied with reliable and accurate information about where newcomers have arrived from, why they have come, the implications of their arrival, their needs and the benefits they bring to the community.

The development of community organisations within new migrant communities should be encouraged with appropriate support. Such community organisations can be the basis for self-help initiatives, such as interpretation and learning English. Local authorities, though, need to be aware that there may be a wide range of nationalities in their area and develop ways of consulting that recognise this possible diversity.

An emphasis should be put on initiatives that forge links between the settled community and new migrants, such as mentoring and maximising opportunities for people from settled communities to mix with migrants. Shared experiences in a cookery class or at the local gym can be powerful in developing cohesion. ‘Myth-busting’ fact sheets have been used in some areas although research suggests that councils need to undertake such myth-busting activities carefully and with a thorough consideration of the intended audience (Newman & Lewis 2007, IPPR). Leaflet-based activity of this kind is likely to be less effective than schemes that promote real, practical and positive contact between new migrants and existing residents. Myth-busting training for council front-line workers can make an important contribution to dispelling fears and reinforcing accurate information.

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### self-assessment questions

- Do existing residents have concerns about migration? Is the council showing responsible leadership by being seen to take concerns seriously and addressing any problems proactively?
- Is the council communicating a clear and accurate message about migrants that can help existing communities understand why they have come and how they are contributing to the local area?
- What initiatives are taking place to encourage self-help and the development of community support within migrant communities? Is the council taking account of tensions that may exist between settled migrant communities and new arrivals?
- Is the council encouraging and promoting opportunities to forge practical and positive contact between existing residents and new arrivals through projects such as mentoring, new arrival familiarisation activities or by encouraging the participation of migrants in existing community activities?
- Do you have a systematic way of using local knowledge, from people such as estate caretakers, housing officers, police officers, to identify potential sources of tension so that you can act in advance of problems building up?

### snapshot: time together

Time Together is a scheme run by the national volunteering charity TimeBank. Its focus is on refugees but its principles could be used for new migrants in an area. It aims to help refugees settle into British society and to create ambassadors for refugees in UK communities. Mentors (UK citizens) spend five hours a month for one year supporting, guiding and encouraging their mentees as they seek to achieve their goals – in integration, education and employment. This involves anything from helping their mentees to write a CV, to explaining how the internet or job market works, or even going to a museum, gallery or football match.

### snapshot: working with settled communities

Councils can do a lot to prevent tension and promote community cohesion by ensuring that settled communities know and understand the part migration plays in the local area. This includes:

- working with employers to explain the importance of migration for local industry and economic livelihoods
- explaining the steps taken to ensure that migration has a beneficial impact on the local area
- emphasising fairness in access to services such as health and housing and stressing equity for all people living in the area
- listening to and responding appropriately to concerns raised by the settled community
- working with local schools to demonstrate how responding to the needs of migrant children is being achieved together with progress in educational standards
- encouraging and facilitating interaction between the settled community and the migrant community to jointly solve problems.

## new link responding to intra-community tensions in Peterborough

Working with settled communities on migration issues does not just mean working with non-migrant communities. Existing but established migrant communities are equally important. In Peterborough, for example, the New Link project reports that there has been a large increase in the number of Poles, Lithuanians and Slovaks moving to Peterborough. This large increase in the number of migrants moving to what has traditionally been a fairly settled area has caused a great deal of tension between the various migrant groups themselves as well as between the migrant groups and the settled community. New Polish migrants, for example, have been wary of working with the settled community, fearing a backlash against them, and Peterborough's long-standing established Polish community has distanced itself from what some of them see as new 'troublemakers'. There have also been similar divides amongst the local Afghan and Kurdish communities.

The Peterborough Community Group Forum was founded with the aim of bringing the area's community groups together and giving them one, much stronger voice as well as providing a chance for groups to share best practice between themselves. There has been, and in some quarters still is, some resistance to this.

But it is clear that the project is bringing about a great deal of positive change in terms of the area's community cohesion and social inclusion. By allowing groups to develop at their own pace and introducing them to one another slowly whilst highlighting shared goals, concerns and aspirations, the mutual suspicions that underlined community relations in Peterborough two years ago has been replaced by a willingness to work together. Long-standing residents of the area recently came to New Link to suggest the establishment of a 'Migrant Mentoring' scheme and mediation training has recently been provided to bilingual residents so as to provide a free mediation service to the area.

The key lesson to learn from the experience of this project is that an overly structured, formal system of engagement is not necessarily the best way of engaging with all communities. New Link in Peterborough provided new and established community groups with the support, training and advice that they needed to stabilise and grow whilst promoting, not pushing, shared goals and common aspirations between groups. Had such integration been forced from the start it is doubtful that the scheme would have been so successful in minimising local tensions and helping communities come to terms with change.

promoting community cohesion  
The Keystone Development Trust,  
Thetford, Norfolk

The Keystone Trust is one of the biggest development trusts in England. It aims to improve the quality of life in Thetford and surrounding areas in Norfolk. It set up Mobile Europeans Taking Action (META) in 2003 as a direct response to Portuguese migrant workers moving into the Thetford area of Norfolk. It has since expanded its activities in response to A8 migration and the arrival of workers from countries such as Poland and Lithuania.

META's services now cover eight language groups. It employs five full-time staff and around 20 volunteers to handle over 4,000 visitors and enquiries received every year.

META helps new migrants settle into the local community. It assists with form filling, applying for driving licences and helping to understand pay slips, tax and NI contributions. META also works closely with the local police, who hold regular workshops to raise awareness of crime and disorder issues, and the DWP, which assists with NI registrations.

META also runs pre-ESOL courses for new migrants and training courses relevant to local industry, such as forklift truck driving. An offshoot of META, the Migrant Worker Research Unit, has recently trained seven migrant workers from different backgrounds to undertake fieldwork and research in the area with more due to follow.

The unit and META work hard to bring local groups together and help to minimize tensions, for example through social and cultural events which bring people together. The police are also active partners in these schemes. META has now been asked to open branches in Salford and Cambridgeshire.

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### 2.2.3 removing barriers to interaction

Positive interaction between migrant communities and existing residents is key to promoting cohesion. However, a range of practical and attitudinal barriers to interaction are likely to exist. At the practical level, language is all-important. Many migrant workers arrive with little or limited English. Some of their jobs may not require English language ability and, in the workplace, they may be mixing mainly with other non-English speakers. Around 40% of CABs identified language barriers as a problem affecting advice provision for migrant workers (9).

Most migrant workers are keen to improve their English language skills. However, access to ESOL courses can be a problem because of shift patterns and the peripatetic nature of their work. Cost can also be a problem. Changes to funding arrangements from mid 2007 mean that European migrant workers in their first year in the UK will not now receive a full fee reduction, partly to encourage employers to make more of a contribution and also to focus resources on those with low incomes who are longer-term settlers.

Local councils need to consider ways of encouraging local employers and partners from adult education, colleges and community education to review local ESOL provision. Some regional Learning and Skills Councils are considering how they might take a more strategic approach to ESOL. In the South West, for example, partners have applied for additional European funding. Self-help initiatives may be effective; for example, migrant workers who have teaching skills can be given relevant training to allow them to teach others.

As well as language, other practical barriers to interaction between migrant workers and existing residents stem from the separation that comes from busy and separate working lives. Opportunities for the two populations to mix may be few. Councils should examine the scope, within existing services such as recreation and education and with partners, to bridge this possible gap. Practical and positive interaction, in turn, is likely to be the most productive route to eroding negative attitudes that may exist among both the existing resident population and new arrivals. Migrants from Eastern Europe may have had little contact with some BME communities before coming to the UK. Race-based prejudice can be as or more deep-rooted among new arrivals as it is in the resident population.

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### self-assessment questions

- Are you joining with education, college and community education partners to identify the local need and solutions for ESOL? Are there ways that you can foster and support self-help language initiatives involving migrant workers?
- Are you looking for ways that employers can play their part? Are you asking employers to use some of their resources on English language and integration initiatives?
- Does your council have an integration strategy that takes account of new European migrants in your area? Are there opportunities within existing service areas to bridge gaps between communities? Are schools, libraries, recreation and youth services making the most of new positive opportunities to promote interaction and mutual learning?
- Are you encouraging others to break down barriers? Are faith leaders looking at opportunities to take catholic migrants to the local mosque, for example? Are employers looking at ways for their migrant workers to mix more with local people or are they treating them as a workforce apart?

### snapshot: Crewe and Nantwich Borough Council

The Borough of Crewe and Nantwich saw the arrival of more than 3,000 migrant workers, largely from A8 states, between 2005 and early 2007, resulting in a 4% increase in total population. The council used an 'Invest to Save' bid to employ a small team of project officers with two bilingual assistants. Having a dedicated, bilingual team in place has cut the cost of translation and provided a central hub for engagement with new migrant communities.

## linking ESOL to practical learning Cardiff Parade Centre and the Cardiff Constabulary

The Parade Centre in Cardiff is a local authority-backed educational facility that specializes in providing ESOL courses at all levels from absolute beginner up to complete proficiency. The centre is also involved in a great deal of outreach work providing mixed and single-sex classes across the Cardiff area.

The police ESOL course offered by the Parade Centre is a literary skills programme like other ESOL courses in that it is designed to help speakers of other languages learn English in a practical and structured way. The course, however, has a twist – the learning activities that make up the literary exercises are all themed on getting to know more about the law and more specifically policing in the UK.

Police ESOL is open to all new arrivals in the city and is an excellent way of giving those new to the country an idea of what policing in the UK entails and how it may differ from other methods of policing from around the world. One of the key points that the course tries to establish and make clear is that policing in the UK is not solely about upholding and enforcing the law. It is also about working with people and communities to address problems, prevent crime and improve lives.

The course came about after the constabulary approached the Parade Centre with a request to talk to the students there about some concerns that they had. These concerns were based on offences, such as leaving children unattended at home, racial harassment and driving without documents, that were on the rise in the Cardiff area and, often, committed unknowingly by new arrivals to the country.

Parade staff felt that this was a good idea. However, they had concerns that students may be nervous and sceptical of the police presence in the classroom. Because of these concerns, it was agreed that an ESOL course be designed in partnership by the two organisations.

Police ESOL consists of 10, two-hour sessions with themes ranging from 'An Introduction to the Police' to 'Dealing with an Emergency' to 'Driving in the UK'. Each session is designed to give the students confidence in the police, knowledge of their role and of UK laws, and, equally importantly, to develop the students' written and spoken English language skills. This is done by focusing on the key three linguistic skills – reading, listening and speaking. Students participate in activities such as rearranging words to make sentences, talk about photographs of police officers going about various duties, participating in group discussions and role-plays, and answering multiple-choice questions.

The course has been widely regarded as a successful example of two organisations working together to provide a modified service that enhances the ability of a new arrival in the country to integrate quickly and effectively. So far, around 200 students have used the course to develop their English language skills, meet other students and learn more about policing in the UK.

Feedback has been positive from all those involved with the police force reporting that the classroom visits are useful for breaking down barriers between them and the new communities as well as enhancing their understanding of the cultural diversity in the area. The programme tutors have commented that the course has been excellent in giving the students a better understanding of the role of the police in the UK as well as removing many of the fears and suspicions that new arrivals often have in dealing with the police. The students too commented on this and, of course, gained skills that are vital to successful integration.

The Parade ESOL service is now hoping to be able to build on these successes and is considering further partnership work with other emergency services and service providers in the area.

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### 2.2.3 raising standards for the benefit of everyone

Local councils are standard-bearers for their local areas. Whether it is raising the overall quality of life or tackling poor standards, local authorities have a key role to play. Migration can throw this standard-bearing role into sharp focus. The vulnerability of migrant workers often puts them at the margins of the labour and housing markets.

By placing the raising of standards at the heart of their response to migration, local councils can do much to defuse community tension around migration. Where a council is alert and vigilant to issues such as breaches of environmental health or works effectively, for example, in conjunction with HM Revenue & Customs' Minimum Wage Inspectorate, concerns about the character of an area or wages being undercut can be alleviated. Tackling poor standards in employment, housing, environmental health and other areas is in everybody's interest and, of course, the obligation to meet minimum standards applies to everybody.

Migrant workers are themselves typically keen to comply with the standards and expectations of their local area. However, they can often find it hard to get information. Long working hours, poor English, dependency on their employer and uncertainty about who to trust all limit access to good advice about their rights and responsibilities. In rural areas, distance from services and transport can be an additional problem. Unlocking these barriers is an important part of raising standards.

The council's wider ambition for the area is also an opportunity to communicate a more general message about standards. Councils that have developed a vision of the type of local economy that they are working towards, and the part that migrant workers are playing in the local labour market, can put a context to worries that local people's jobs are being threatened. In areas such as Lincolnshire and South Somerset, councils have been proactive in explaining why the arrival of migrant labour is essential to protect the viability of local industry and livelihoods.

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### self-assessment questions

- Are you taking a vigorous approach to inspection and standard setting in the areas that are the direct responsibility of the council, such as:
  - caravan sites
  - houses in multiple occupation
  - environmental health
  - planning and building control enforcement?
- Are you sharing information and intelligence with other inspection bodies, such as HM Revenue & Customs (for the minimum wage), the fire and rescue service and the Gangmasters Licensing Agency, the Employment Agency Standards Inspectorate, and, where appropriate, considering joint enforcement action?
- Are you revising and updating strategies for delivering advice and information and working effectively with voluntary and community groups to ensure that migrant workers are able to get trusted advice about their rights and responsibilities?
- In cases of high-profile enforcement (such as accommodation that breaches environmental health or planning standards), have you thought through the implications for migrant workers who are victims of exploitative conditions and whose welfare will be affected by the enforcement action?

### snapshot: protecting vulnerable agency workers

Success at work: consultation on measures to protect vulnerable agency workers.

The Department for Trade and Industry (DTI) has announced the creation of two Vulnerable Worker pilots. The pilots will develop local partnerships with unions, business groups, local authorities, community groups, government agencies and others to help vulnerable workers secure their employment rights and put them in touch with opportunities to develop their skills. They will also help employers to comply with the law and help raise workplace standards.

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## improving living conditions Kerrier District Council

Kerrier District Council is a largely agricultural district in Cornwall. Employers rely increasingly on migrant workers to fill labour shortages in agriculture, food processing and hospitality. An estimated 3,000–4,000 foreign workers are now living in the area, mainly in caravans.

Early in 2005, the council began to receive complaints from the public about unauthorised caravan sites and in March they set up a migrant worker action group (MIGWAG). This included officers from local police, fire and probation services, as well as council staff from environmental health, housing, planning, community safety, benefits and the legal team.

### successful enforcement action

The group set up a joint database of sites, properties and numbers of caravans and occupants, which was updated following visits or complaints. This was used to identify priorities for inspection and to help monitor numbers. Two warrants were obtained for an inspection of a site of particular concern, using the Environmental Protection Act 1990 (EPA) as well as the Housing Act 1985.

Officers from environmental health and housing, the senior council management team, the fire and rescue service and the police, accompanied by Polish and Russian interpreters, arrived unannounced in the early morning. A questionnaire was distributed to all occupants, asking about how much rent and tax individuals were paying, and about health and safety conditions. Media reports highlighted the need to secure the welfare of legal workers, who support the Cornish economy. The operation led to 11 abatement notices under the EPA requiring the site owner to improve living conditions, which covered spacing between caravans, damp bedding, overcrowded conditions, lack of fire precautions and a lack of heating. A recent inspection has revealed that standards have improved to an acceptable level.

Poor employment practices were also uncovered: contracts of employment, staff handbooks and safety regulations had only been supplied in English, which most workers could not read. Polish police were given information from the questionnaires, enabling them to close down a recruitment agency in Poland that had exploited people seeking to work in the UK.

### local improvements in standards

Six more low-key joint inspections followed, and one further abatement notice was issued. Letters with guidance about standards have gone to all site owners, promising an inspection within the year. Site owners have started to raise standards in advance. An interim policy now allows temporary permissions for caravan sites on farms as long as minimum conditions are met. A policy on these lines will be introduced in the new local development framework that will replace the old local plan. The council is also investigating the adoption of bye-laws under the Public Health Act 1936 to set minimum standards for temporary accommodation for travelling agricultural workers.

The partners in MIGWAG also belong to the Migrant Worker Task Group of the Cornwall Strategic Partnership. This is taking a wider strategic approach to migrant worker issues across Cornwall.

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## 2.3. delivering services

### 2.3.1 modifying services to match changing needs

Many migrant workers arrive in the UK with no previous experience of life in this country. Job commitments, lack of funds and long working hours often limit their opportunities to discover how local services work. Lack of English can also be a significant problem. At least in the early stages of life in the UK, language barriers can, for example, create reluctance to use the telephone or written postal communications to access services, placing extra demands on 'over-the-counter' services.

Local service delivery needs to recognise these practical difficulties. While there is a legitimate expectation that migrants will gain proficiency in English, signs and leaflets explaining basic procedures in appropriate languages may be needed to enable access to services and avoid problems. This is particularly important where misunderstanding could create wider tensions between migrants and existing residents, such as when refuse bins should be left out and taken off the street, recycling bin schemes, arrangements in local GPs' surgeries and for booking internet access in libraries.

The longer-term implications of migration for local services need to be considered. Research on migrants' intentions to settle such as that conducted by South Holland DC (see page 13) and the Joseph Rowntree Foundation (17) are likely to be important, particularly in the context of schools and affordable housing where there is an expectation that family members will arrive. Opportunities to promote cohesion should be considered by services such as recreation, youth services and education.

Some service modifications may have resource implications. Councils and their partners will want to consider whether they are gathering and providing sufficient information about changes in the local population, particularly where there are implications for funding formulae that are sensitive to population change. Consideration should also be given to whether there is an opportunity to attract additional grant resources to the locality such as from EU sources or, in the UK, from the Big Lottery Fund. Councils will need to examine the balance of resources within an area, particularly if new arrivals are concentrated in specific localities, putting extra demand on services in that neighbourhood.

#### self-assessment questions

- Is your council developing initiatives to overcome the practical difficulties that newly arrived migrants may have in accessing and understanding local services?
- Are you pooling and sharing intelligence and ideas with your local partners on service modifications? Services such as health and the police are likely to be encountering similar issues as you. Are you, for example, sharing knowledge and solutions to interpretation needs?
- Have you built a picture of the medium-to longer-term implications of migration into your area for the nature and balance of services?
- Are you gathering and feeding information on migration into funding formulae? Are you considering other relevant funding sources, such as the EU and lottery funds, for grants to support local service initiatives?

## responding to new arrival needs migrant workers in East Hertfordshire East Hertfordshire District Council

Following the enlargement of the EU in 2004, Bishop's Stortford in East Hertfordshire has seen the arrival of migrant workers, predominantly Polish. The proximity of Bishop's Stortford to Stansted Airport has no doubt been a factor in the sudden increase in the number of languages heard in the town. East Hertfordshire Council recognised the value of working with Bishop's Stortford Town Council to identify gaps in services and ensure that migrant workers were made aware of their rights and responsibilities.

Numerous surveys have shown that migrant workers' first need is for information and advice. A successful working relationship between the town and district councils resulted in the part-time employment of a Polish graduate who has provided advice and assistance to Polish residents in the area through a series of Saturday-morning workshops and a weekday appointments system, as well as through the production of a Polish residents' guide. Queues of Polish residents now regularly wait to receive assistance at the advice sessions. In 2006, the town council was awarded a national community empowerment award from the National Association of Local Councils in recognition of work done to assist migrant workers.

The liaison worker is receiving CAB-certified training and now spends two days each week working for the district council. The engagement of a Polish-speaking employee has demonstrated the district council's commitment to ensuring that all of its communities have equal access to services. In recognition of the large numbers of Polish and Portuguese newcomers, in particular, the council has also added strap lines in these languages to all its corporate literature, telling foreign nationals how to acquire these publications in their mother tongue.

The project has now been funded by the East of England Development Agency to expand and develop into a county-wide multi-agency partnership designed to identify and find solutions to the needs of migrant workers across Hertfordshire. Investing in Communities (IiC) Hertfordshire has given its support to this initiative following the publication of an IiC-commissioned report on Eastern European migrant workers within Hertfordshire. The report highlighted the need to disseminate local best practice to other areas of the county.

With funding from Building Capacity East, East Hertfordshire Council has now entered into a partnership with Uttlesford and Braintree Councils that will see the model expanded across the council's boundaries. A diversity forum will also be established across all three districts. Recognising that many migrant workers work shifts and long hours and are, therefore, not always able to attend lengthy meetings, the council is aiming to set up an online community of practice to achieve this.

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### 2.3.2 employment

#### opportunities

Migrant labour from the EU accession countries can be instrumental in helping local employers fill skills gaps. Over 45% of employers surveyed by the British Chambers of Commerce said that the main reason they employ migrant labour is due to local candidates lacking the required skills or experience. Migrants are also believed to be more productive and to have a better work ethic than domestic workers. The survey found little evidence that migrant labour undercuts wage rates for domestic workers. Only 5.6% of employers cite lower wage costs as a reason for employing migrant workers (10).

Migrant workers are also making an important contribution to public services by meeting demands for both skilled and less skilled positions that cannot currently be met in other ways, for example, the recent expansion in NHS dentists and in social care. Labour Force Survey analysis shows an increase in care jobs over the past three years; migrant workers, including many from Africa, have filled half of these jobs. Between May 2004 and May 2006, at least 12,700 individuals from the new member states took jobs in social care.

#### challenges

Migrant workers are helping to create more dynamic labour markets and the availability of work is the key determinant of migration patterns. Together with their regional economic development partners, councils need to understand the impact and future direction of local labour markets. This is important for reasons of economic development and, also, so that councils can understand the potential impact on regeneration, training, housing and other local infrastructure needs.

Migrant workers can be more vulnerable to exploitation. Union membership in the sectors concerned is low. This is compounded, in some cases, by dependency on employers for

accommodation. Unexpected redundancy can leave migrant workers homeless. Other problems include agencies charging workers illegally for finding jobs, unfair 'up-front' charges, deductions from wages, illegally high rents, breach of health and safety rules, failure to provide contracts or pay slips, and paying below the minimum wage. Workers most at risk of exploitation are those with limited English and those working illegally. Local authorities and their partners can empower workers with information and publicity about their rights, and support advice givers.

#### self-assessment questions

##### labour markets

- How well are you working with economic development partners to understand the nature and consequences of changing local labour markets?
- Are you establishing relationships with local migrant labour employers and employment agencies to help forecast and map migrant labour inflows?

##### employment

- Are you in touch with and, where appropriate, helping to bring together relevant networks such as local advice agencies, employers' organisations, trade unions and migrant worker groups?
- Have you considered ways in which you can help raise standards in employment by ensuring employers and employees are aware of their responsibilities and rights?
- Are you encouraging employers and agencies to share information with you and relevant partners, especially ahead of any major changes such as a large recruitment or redundancies?
- Are you making connections with and between the relevant inspection bodies both inside and outside the council – for example fire safety, environmental health, minimum wage inspectors, the Gangmasters Licensing Authority and the Employment Agency Standards Inspectorate?

## responding to a crisis Lancashire County Council and Hyndburn Borough Council

### background and context

Hyndburn in East Lancashire has a long tradition of industrial manufacturing: 30% of work is in this sector. There are labour shortages in factories for lower-skilled and lower-paid jobs. In 2001, the ethnic minority population was 8%.

In January 2006, an employment agency recruited 200 Polish workers for an Accrington factory and housed them in private rented accommodation. A local Catholic priest noticed an increase in his congregation, made contact with the newcomers and advertised for interpreters to discuss concerns about rent levels. The workers had been promised 12 months' work. After 13 weeks the factory terminated contracts, leaving 200 people unemployed and threatened with homelessness, but with no eligibility for benefits. Many still owed the agency for travel to Britain. Scare stories circulated claiming that the police would evict tenants who did not leave. Some Polish workers were found sleeping rough.

### a joint response: help with employment, housing, information and self-help

The county council brought together a multi-agency group. The local housing association, the county partnership officer, the district council, Jobcentre Plus, the Catholic church and the police were involved. Jobcentre Plus and a local volunteer helped 70% of the workers find a new job within five months. The housing association found 20 houses through private sector leasing and helped some of the workers become association tenants. The church provided information, advice and a hall for meetings. The priest and volunteers explained employment rights and countered myths about the police force.

Workers set up Parasol (Polish for 'umbrella'), a self-help social group. This started translating information and rights advice into Polish; it now produces a fortnightly bulletin. Advice on credit unions and housing came from residents' groups in the Hyndburn Community Network. A Polish teacher at the college volunteered to hold extra classes to help meet the demand for ESOL.

### building longer-term links with new migrants

Local police officers wanted to build up trust. A Polish relative of the police beat manager provided initial translations and acted as a contact. The police now attend Parasol meetings and regularly provide information. Safety alarms have been issued to female workers on late shifts, and a translator provided at local self-defence classes. The police intend to recruit a Polish representative for the Police and Communities Together panel, which is part of the local community cohesion partnership.

Agencies are now more aware of the issues facing new migrants, and can monitor these through meeting Parasol, now the first port of call for migrants requesting information. Lessons learned have also been dispersed across the county at district partnership officer meetings.

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snapshot: sharing information  
across inspection agencies

Kerrier and Penwith Migrant Workers Action Group (MIGWAG) in close partnership with Kerrier District Council, Devon and Cornwall Constabulary, Penwith District Council, Devon and Cornwall Probation, HM Revenue & Customs, the Health and Safety Executive and Cornwall County Fire Brigade have created a joint information-sharing protocol and shared information database. This database details employers and accommodation providers, numbers of workers, nationalities, gangmaster involvement and conditions found upon inspection.

This information-sharing protocol plays a prevention role as well as helping the investigation of crime and anti-social behaviour committed against or by migrant workers. The data-collection exercise is proving extremely effective, in tandem with visits to and inspections of accommodation on farms and private rented property from relevant partner agencies. It is a key part of measures to safeguard the health, safety and welfare of migrant workers with regard to the accommodation that they occupy.

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### 2.3.3 housing

#### opportunities

The impact of migrant workers on housing demand is cushioned by the fact that agencies and employers often arrange initial accommodation. Migrant workers in the hospitality industry sometimes live in hotel annexes. In areas with a lot of seasonal agricultural work, individual caravans, caravan sites and converted farm buildings are frequently used to house migrant workers. All of these pose challenges and can result in substandard or even illegal provision. However, the involvement of employers in accommodation provision also presents a possible opportunity. Local authorities and their housing partners should examine ways of taking a more proactive approach to planning accommodation requirements with local employers as partners.

#### challenges

Challenges can be many. They include overcrowding, high rents, poor conditions, breaches of planning, increases in the number of houses in multiple occupation (HMO) and evidence that minimum standards on caravans and in rented accommodation are not always met. In South Holland, for example, it is estimated that 59% of migrant workers lived in HMOs, with nearly 14% sharing their accommodation with 7–10 others (11). Some councils report neighbour complaints about noise at unsociable hours as a result of migrants living in HMOs going to and from work (often shift work at unsociable hours).

Such housing conditions require vigilance and proactive inspection from council environmental health and planning teams and their partners in fire safety. A mix of encouragement, awareness and inspection is needed. Migrant workers from EU accession countries are eligible for assistance under homelessness legislation and are eligible to apply for social housing while they are subject to worker registration or authorisation, as long as they are working lawfully. However, in practice few have been allocated social housing because, although eligible to apply if working lawfully, they are unlikely to have sufficient priority for an allocation. The long-term impact of migration needs to be taken into account in local social and private sector housing strategies.

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### self-assessment questions

#### housing strategy

- Does your council have a strategic approach to working with private sector landlords and employers to raise standards and increase the availability of accommodation?
- Are you gathering good data on inward population movement and trends to include in housing investment programme strategies?
- Are you gaining insights into migrant workers' longer-term intentions so that you can understand the possible impact on demand for affordable accommodation in the area?

#### inspection and awareness

- Are you working with local fire and rescue services to ensure private sector housing strategies and policies for caravan sites are up to date?
- Do you pool knowledge between environmental health, planning and fire safety officers about accommodation used for migrant workers?
- Are you promoting good practice among local landlords, providing training and running accreditation schemes?
- Are you promoting awareness of tenants' rights and landlords' obligations among migrant workers?
- Are you making use of the new powers available since April 2006 for regulating all HMOs in areas of concern?

### snapshot: HMOs

Since April 2006, the licensing of HMOs with three or more storeys and at least five occupants in more than one household has been mandatory. It is also possible for local authorities to apply additional HMO licensing requirements where they consider that a significant proportion of the HMOs of a particular type are being managed in such a way as to create problems for either the occupiers or members of the public. Details on council powers in respect of HMOs are contained in appendix 3.

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### 2.3.4 community safety

#### opportunities

The Audit Commission has concluded that 'there is little evidence that the increased numbers of migrant workers have caused significant or systematic problems in respect of community safety or cohesion' (6). Recent research by the Institute for Public Policy Research into 10 rural and urban areas in England and Scotland experiencing recent rapid arrival of significant numbers of new migrants found that 'issues such as crime, anti-social behaviour and access to services were the most important concerns for all communities, migrant and non-migrant alike' (12). Local circumstances, of course, vary from place to place, but this common ground is an opportunity for local councils to build links between existing residents and new migrants to address shared concerns.

#### challenges

There is evidence of racist views and hostility towards migrant workers in some localities (12). In some areas which have experienced A8 migration, far-Right groups have gained ground. Undoubtedly, migration poses challenges for community cohesion and the possibility of hate crime. Overcrowded and physically insecure shared living conditions mean that migrants can be victims of other crimes such as theft and assault. Some of the individuals involved in the worst exploitation of new workers are also involved in criminal activity, in some cases linked to the sex and drugs trades. Small incidents, such as tension over other residents' parking spaces if HMOs do not have adequate parking, can escalate. Cohesion and community safety cannot be taken for granted and local councils need to be active in promoting positive interaction between communities and effectively monitor and respond quickly to signs of tension.

#### self-assessment questions

##### awareness and alertness

- Are you using information and intelligence from front-line staff such as caretakers, street refuse workers and housing officers to identify potential sources of tension and community safety concerns?
- Are you ensuring that the council and other agencies, in particular the police, are being proactive in making links with migrant workers to understand their needs and to develop their awareness of their rights and responsibilities?
- Have you taken account of possible issues of trust that may stem from different customs and practice in migrants' home countries or the vulnerability that some migrant workers may feel if they are being exploited by their employers?

##### responsiveness

- Are you able to move fast to address small tensions before they become bigger problems?
- Are you responding in appropriate ways that develop trust and understanding between communities?
- Are you working with the police or other relevant agencies to bring to justice criminal elements that may be exploiting migrant workers and supporting the victims of such crime?
- Are you taking a clear and visible stance to prevent or crack down on hate crime?

## community safety and other responses Crewe and Nantwich Borough Council

### background and early concerns

Many accession state workers, mainly from Poland, started coming to Crewe in 2004 to fill low-paid vacancies in packing, distribution and food processing. There are now an estimated 3,000, making them the largest local minority.

When migrant workers first arrived, the Salvation Army, the council and local police identified concerns about exploitation and poverty. Local residents complained about perceived anti-social behaviour from newcomers living in crowded HMOs such as noise, rubbish collection and early-morning shifts that were disruptive for neighbours. More serious complaints had been made about students who had previously occupied the properties, but the council was concerned about the potential for increased community tension. In September 2005, 90 children joined their parents and asked for places in local schools. Myths circulated locally, blaming this for concurrent plans for a reorganisation involving school closures.

### co-ordinating an early response

Senior council officers and councillors responded rapidly, to help workers and prevent tensions from escalating. They called an open meeting with other public agencies to share information, identify needs and separate rumours from fact. Links were established with recruitment agencies, to gather intelligence about future arrivals. Issues were identified around cohesion, translation support and access to services. Community development took lead responsibility, with issues mainstreamed as appropriate.

To establish links with the new community and provide advice and information, the council found a Polish newcomer to help with translation and interpretation on a voluntary basis, whom they later employed part time. This included offering schools short-notice interpretation for pupils and families, and translating advice and information leaflets.

Mediation was used to resolve neighbour tensions. Community wardens spoke to new arrivals about refuse collection if complaints were made. The crime and disorder reduction partnership identified potential flashpoints. For example, when England played Poland at football, CCTV was installed in certain pubs and funding was provided for interpreters in the local A&E department.

Action was taken to tackle rumours and myths as they arose. One rumour about migrants moving straight into council housing was addressed by talking directly to community groups and briefing local staff.

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### longer-term strategy

Council members have provided support through a cross-party working group. The council has now set up a Polish Association with new arrivals, helped by a three-year Invest to Save grant of £316,000.

The association aims to encourage self-help and aid integration. Work includes improving access to services, signposting information and providing a translation service. Tailored English classes are provided. Three weekly drop-in sessions are offered in the association building, deliberately shared with other local groups. Eventually the organisation intends to apply for its own funding and work for individuals of all nationalities.

In schools, Polish volunteers help with interpretation and translation, and introduction packs have been created for new children and parents. The council and the association hold discussion sessions on topics such as employment rights, education and childcare. Up to 50 people attend each one. The messages are then published in newsletters which are given to employers and the CAB to distribute.

The police force has had to build trust within the community. A part-time interpreter has been employed and a hate crime answer machine has been set up, to encourage more crime reporting. Concern over training for commercial heavy goods vehicle drivers prompted police to offer sessions on English driving regulations at local depots. The force has invested in 15 hand-held speech devices to improve immediate communication.

The council and the police now have links with publicans, employers and local employment agencies. These links give advance intelligence of change, and alongside a database of members of the Polish Association and information from school records, the primary care trust and HM Revenue & Customs help inform estimates of numbers and profiles. Employment agency activity is also monitored.

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### 2.3.5 education opportunities

Where migrant workers bring children with them, early-years settings and the classroom are prime opportunities to promote interaction between children of different communities. Irrespective of whether there are significant numbers of children in migrant families, new migration to an area provides an opportunity to promote awareness and understanding of different cultures and provides practical examples of social and economic change relevant to many areas of the curriculum. Citizenship education is a relatively new curriculum subject and migration provides a natural and relevant way of introducing citizenship topics into the classroom.

A recent curriculum review report highlights the value of such learning both for education and the wider community: 'We believe that engaging pupils in sometimes controversial but deeply relevant issues will excite them, involve them, develop their thinking skills and both raise standards and make our country an even better place to live in' (13). In addition to citizenship, Ofsted evaluates the degree to which early-years settings, schools, colleges and children's services are effective in enabling children and young people to make a positive contribution in their community, developing positive relationships and dealing successfully with changes and challenges. The Education and Inspections Act 2006 imposes a duty on schools to promote community cohesion and requires Ofsted to report on a school's progress in this respect.

The Government recently announced (autumn 2006) a New Arrivals Excellence Programme to provide advice, guidance and training for local authorities and schools so they are better equipped to meet the needs of new arrivals and teach English as an additional language (EAL).

This sits alongside Department for Education and Skills (DfES) guidance for those schools which have only recently started to experience the need to support pupils with EAL (18). See appendix 4 for further information.

#### challenges

Concern about the impact of migration on local infrastructure can often centre on schools and health services. Worries about the impact can be greater in rural areas where communities and schools are smaller than in urban areas and may not be used to diversity. The impact of new European migration on schools, in the first few years at least, has been relatively small. Between May 2004 and December 2006 the vast majority of workers arriving from the accession states were young and did not bring dependants with them: 82% were aged between 18 and 34. 94% of workers state that they have no dependants living with them in the UK when they registered, and only 4% have dependants under the age of 17 with them (15).

Nonetheless, it is clear that local authorities, early-years settings and schools need to plan for the possibility of some children from migrant workers' families and that this could be a rising number in cases where migrants, who have left children behind in their countries of origin, decide to invite them to join them in the UK. In such cases one impact is often language. Language barriers and shift hours can also limit face-to-face contact between schools and parents. Particularly in areas unused to different nationalities, schools may lack the necessary experience and expertise and be unaccustomed to change, and local education authorities can find that they lack the experience to provide effective central support for schools. Planning school places can be a challenge – for example, in localities with a number of Polish people arriving, the numbers wanting Catholic faith-based education may become an issue.

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## self-assessment questions

### the curriculum

- How well are you building awareness of the duties of schools in your area to promote community cohesion?
- Are schools in your area linking the experience of migration in the local area with the citizenship curriculum to encourage pupil thinking in positive, relevant and constructive ways?
- Are you using draft OFSTED guidance *Duty to Promote Community Cohesion, the Community Cohesion Education Standards for Schools* and the Ajegbo Report, *Diversity and Citizenship*, to inform the development of local practice?

### language

- Are you ensuring that schools in your area are aware of DfES guidance and support for pupil arrivals without English? Have schools with isolated learners considered collaborative work to ensure best use of resources?
- Are you liaising effectively with the DfES about significant changes in your school population that are not taken into account by the Ethnic Minority Achievement Grant? Are you investigating short-term funding possibilities?

### school place and community planning

- Are you monitoring and planning potential school place and language needs by building on relationships with employers and agencies using migrant labour and linking this intelligence with education planning?
- Are you working with the local community, including faith leaders and especially parents' representatives, listening, and responding to concerns and communicating effectively?
- Are you building a bridge between school and community and developing interaction, mutual respect and understanding at all levels?

## snapshot: Slough – helping schools plan

In Slough, the council pays for an assessment centre which takes all new non-British children for a week and produces a detailed report that helps schools. This has meant that all the local secondary schools are now prepared to offer them places. The additional cost of £90,000 has been drawn from the general council budget.

## tackling educational implications Wrexham County Borough Council

Since the enlargement of the EU in 2004, Wrexham has seen an increase in economic migration. It is difficult to be precise, but estimates put the numbers at several thousand. The majority are of Polish origin. Between 2002 and 2006, 3,050 new NI numbers were issued.

The economy in the local area is buoyant and unemployment figures are well below the national average. Nonetheless, responding to population changes and their social impacts has presented a significant challenge for the town. Unlike other areas of the country, this is the first time that Wrexham has experienced such a significant shift in its demographic composition.

The council has sought to address key issues through a joint action task group on migrant workers. Perhaps the single most pressing area has been education. At the end of 2006, 4% of pupils on the school rolls in Wrexham spoke English as an additional language (EAL) with the majority of new arrivals speaking Polish as their first language.

Additional funding to support EAL students is paid retrospectively by the Welsh Assembly Government. This has created short-term budgetary pressures and a number of challenges. Pupils who are new to English require a considerable amount of support to enable them to access the curriculum. This has put pressure on mainstream teachers. In addition, many of the new migrant families to Wrexham are Roman Catholic, placing additional pressure on the Roman Catholic faith schools. Finally, as is to be expected, new migrant families and pupils may be unaware of the UK's schooling systems and not know how to register, at what ages children need to attend school from and of school-specific details such as uniforms.

Wrexham County Borough Council has helped migrant worker families get their children into education as smoothly as possible by establishing systems to inform recruitment agencies and local employers of the need for families to bring details of the children's educational history with them to the UK. Opportunities have been used to brief business leaders, such as at a seminar during the Wrexham Business Week event. The council has also produced a multi-language leaflet explaining educational procedures which is available in both hard copy and online for migrants before they travel.

Although unused to dealing with the issues around migration, Wrexham and other Welsh regions have a head start in working with pupils who do not speak English as their first language as all schools in Wales already have established bilingual support. While adding support for Polish- and Portuguese-speaking pupils alongside the existing support for English and Welsh-speaking pupils was not easy, the fact that an established network of bilingual support workers and learning support assistants was there for both teachers and pupils was a help. In September 2006, three new bilingual teaching assistants, all of whom are Polish, were recruited and introduced into the schools in the area with the highest concentrations of Polish-speaking pupils.

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Since September 2005, the council has run induction periods for new migrant pupils prior to their admission to assist with their quick and effective assimilation into the educational system. This structured induction process gives an opportunity to assess which would be the most appropriate school for the migrant child, to assess the child and to agree the most appropriate staff deployment for their needs. It also allows time for the education social worker to visit the family and arrange uniforms as well as allowing for a gradual introduction to school on a part-time basis.

Good communication links between migrant worker parents and the schools themselves are important once migrant children are established at school. A key part of this in Wrexham has been the production of a migrant workers' education handbook published in both Polish and Portuguese. The booklet gives basic introductory information about ways in which to access services and support. Bilingual workers have assisted with the production and implementation of the booklet scheme as well as assisting at inductions, parents' evenings and the translation of other leaflets and posters.

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### 2.3.6 adult social care

#### opportunities

New European migrant workers are supporting the provision of public services in communities across the UK. In particular, they are making a major contribution as care workers. In 2006, almost 6,200 nationals from the accession countries registered as care workers (14). Such employment provides unique opportunities for interaction. Both the adults in care and their families want to know and trust the people who are delivering care. Opportunities to learn and know about each other's lives is an important way of building trust as well as for members of the settled community to value the part that migrant workers are playing in British life.

#### challenges

Councils are major employers of migrant workers in social care, either directly or indirectly through commissioning. While surveys and individual interviews show a general satisfaction with the quality of care staff recruited abroad, there are associated risks that need managing. These include checking claims of adequate English. In its reports on registered homes, the Commission for Social Care Inspection has noted the difficulties for some residents in communicating with care staff whose levels of English are poor. References are particularly important as the equivalent of police criminal record checks may not be readily available. Additional induction may be needed and assumptions about attitudes and expectations checked. This may be particularly important for providers that run services for people with learning difficulties.

#### self-assessment questions

##### opportunities for interaction

- Are you looking at the role of migrants as care workers in your community and encouraging opportunities to promote interaction and appreciation of individual lives and history?
- Have you considered publicising the contribution that migrant care workers are making and using this as part of a positive communications strategy about migration into your area?

##### councils as responsible employers and commissioners

- Are you ensuring that all relevant providers are using the good practice charter developed by the IDEA, the Department of Health and the General Social Care Council for recruiting social care staff from abroad?
- Are you planning and co-ordinating between social services and health authorities to encourage the pooling of good practice in recruitment, induction and training to help reduce risks and training costs?

## employing Polish care workers in Bromley AG Care

In response to a national skills shortage in the social care field, AG Care, a rapidly expanding domiciliary care company based in South East London, decided to take advantage of Poland's accession to the EU in 2004 and to import the skilled workers that are in such short domestic supply.

Towards the end of 2004, using an established contact in Poland, an open day was set up in the Polish city of Sopot. This was advertised in the press across the Sopot region as well as at local colleges and hospitals. AG Care aimed to vet potential candidates' English skills and experience personally to ensure that the expected standards of care negotiated in a recent contract for the London Borough of Bromley would be met.

The company also wanted to stand out from the crowd of British firms competing for Polish labour and so offered a package beneficial to both employer and employee. The package consisted of an initial one-year contract working in the London Borough of Bromley with furnished local housing subsidized by the company, free training where needed (including ESOL courses part funded by Lewisham College) and the chance to later study towards an NVQ in Social Care.

An initial tranche of care workers was hired at the open day and arrived in England at the beginning of 2005. A welcome pack consisting of contact details for local Polish groups was provided. Also, in a scheme commended by the Mayor of Lewisham, bicycles were provided for a number of the new employees as a greener and more economical mode of transport.

The initial group of Polish care workers were a big success with both AG Care's service users and the commissioners of the contract that had been awarded in Bromley. This contract was extended on the back of the scheme's success and the initial group of Polish workers were then encouraged to help recruit more care workers through their friends and family back home.

The Polish Worker Recruitment Scheme is still running and has to date led to the employment of over 70 Polish care workers and members of staff. Of these, around 25 still work at AG Care and many others have stayed in Britain working in the field. To date in the scheme, four Polish workers have achieved an NVQ Level 2 qualification in social care and the same number are currently studying towards the qualification. There is also now one Polish national member of the management team within the company.

The scheme, though very successful in achieving its aims, was not without teething problems. The main problem faced in the workplace was the language barrier. Though the Polish workers spoke good English and had no problems in communicating with their service users and other members of staff, there was the occasional misunderstanding of medical and technical terms as well as local sayings and phrases. This initially caused some problems. However, with a few months of acclimatization, the local dialect became more familiar to the Poles and extra training was provided on the different medical terminology. After this, the first group of Polish care workers were encouraged to act as mentors to newer arrivals.

employing Polish care workers  
in Bromley (continued)  
AG Care

Homesickness was the main problem that the scheme faced away from the workplace. Those employed in the scheme were largely young women who had never been away from home and, occasionally, they had problems adapting to the new lifestyle and culture. The initial welcome pack was informally built upon by the sourcing of local shops that stocked Polish food as well as the building of a formal and informal support network. These support networks ranged from encouraging involvement with Polish church and community groups to the established Polish care workers taking new arrivals under their wings.

The scheme has been a success both for AG Care and the care workers that have come from Poland to the UK as a part of it. Employing competitively priced, skilled foreign labour has enabled AG Care to win new contracts and expand rapidly whilst still maintaining its original service values. At the same time the scheme has seen the successful integration and training of a significant number of skilled migrants.

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### 2.3.7 homelessness

#### opportunities

Most waves of migration have their human casualties. Post-war Irish migration to Britain, for example, has left many single men with complex and high dependency needs. The conditions and circumstances that migrants sometimes encounter can make them particularly vulnerable to falling on hard times. The opportunity with the new European migration is that it is still in its relatively early stages; it is taking place in a context of demand for jobs and in an era of relatively low-cost travel, where it is easier for migrant workers who fall on hard times to return to their home country. Prevention should be the watchword. The Government has invested in an extensive information campaign in the A8 and A2 countries to ensure that prospective migrants are aware of their rights and obligations, particularly around rights to seek work and access to social benefits. The message is 'think before you leave'.

Once A8 and A2 migrants are working in the UK, councils and their partners may be in a position to prevent crisis that may lead to homelessness by establishing close working relationships with local employers of migrant labour and voluntary sector networks to anticipate 'trigger' events such as redundancy.

#### challenges

The number of A8 nationals who have been unable to support themselves and have therefore become destitute is small compared to those who are making an active contribution to UK growth. Homelessness amongst this group must be kept in context although there is already evidence that some new European migrants are facing destitution. Research by Homeless Link shows that a small but significant proportion of migrants from the A8 countries are ending up homeless and destitute in London. 15% of people who used London homelessness services in March 2006 were A8 nationals. The organisation's members in other parts of the country report that this not confined to the capital (15). There is evidence that rough-sleeper numbers are increasing and some migrant workers are drifting into squatting, street drinking and substance abuse. Accession state nationals comprise up to half the recognised street drinkers in Hammersmith and Fulham and one in five of the rough sleepers in Westminster. There is now evidence from rough-sleeper counts in Reading and Peterborough of destitution amongst East Europeans outside London. Those that do end up sleeping rough on the streets generally only do so for a short period of time. Support is available from the voluntary and faith sectors. The Government has made available over £600,000 to central London local authorities to support their intervention and work with European Economic Area (EEA) nationals who are rough sleepers.

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#### self-assessment questions

- Is there effective short-term help available for migrant workers to promote self-sufficiency, such as finding employment, accommodation, access to bank facilities, regularise NI and worker registrations and access to health care and education?
- Is appropriate consideration being given to voluntary repatriation where, for instance, destitute A8 or A2 nationals are on the street and unable to support themselves?

#### snapshot: front-line experience of destitution

‘Two distinct groups of A8 nationals emerge from our research. On the one hand are those relatively new to the street who have minimal support needs. This group needs short-term help to find a job and a place to live.

‘A second, smaller group of A8 nationals have more serious support needs or multiple needs often associated with longer-term rough sleeping. This group would benefit from the range of services offered by homelessness agencies, but their lack of recourse to public funds makes accessing this support virtually impossible. Over time and without effective interventions their problems are likely to get worse’ (15).

## a rough sleeping intervention plan targeting EU accession state nationals Westminster City Council

Westminster Council has become one of the country's prime magnets for migrants from the eight EU accession states. This is partly due to its central location in the capital with Victoria Coach Station, final destination for many coach routes from Eastern Europe, located in the borough.

Though four out of 10 of those recently arrived migrants use the services only once or for a short space of time, it has still resulted in increased demand for front-line homelessness services in Westminster with centres in the borough reporting that between 33% and 50% of their services users are recent A8 migrants.

In response to these pressures, Westminster Council won funding under Round 7 of the Invest to Save Programme to provide short-term practical support to homeless services and to research underlying issues. This project was concentrated in key areas and included monitoring the impact of the migrants on homelessness services in the area and offering practical employment-related support jointly delivered with Jobcentre Plus. During the project's duration, 112 migrants were found work in areas such as construction, hospitality and agriculture.

Research into the impact of A8 migrants on homelessness services found that the lack of a specialised centre for recently arrived A8 migrants to seek help and advice was placing significant pressure on organisations and agencies. It also helped to identify a number of at risk A8 migrants sleeping rough in the Westminster area.

All around the country, local councils are engaged in activities of various kinds to manage the impact of migration in their localities. The extent and nature of good practice varies. Some councils have well-established initiatives in place. Others are on more of a learning curve. Everywhere, the most effective responses draw on some or all of the vital prerequisites and building blocks set out in the toolkit section of this guide.

However, from the evidence of the range of case studies gathered for this guide, it appears that some aspects of good practice are more widespread than others. Examples of leadership combined with real vision are few. Local councils may need to place more emphasis than at present on determining a clear vision of the place of migration in their local area. The same is true of work that really engages with settled communities to maximise community cohesion.

Local councils may also feel that they could do more to encourage employers of migrant labour to play their part. Local employers are major beneficiaries of migrant labour. As well as the case studies in the toolkit section, others gathered for this guide show how employers can be asked to take the initiative. **Arun District Council**, for example, teamed up with Butlins Southcoast World, a major employer of migrant workers in the area. The company's support for Arun LSP's Expanding Communities conference meant that the conference was able to be entirely self-financing. All profits raised were then put back into new projects or initiatives identified by the Arun cultural and ethnic diversity forum.

Nearby, **Langmead Farms** in West Sussex is one of the largest and most successful salad growers in Europe and is the largest organic salad supplier in the UK. The farms employ a large number of migrant workers from the new EU

states and place on emphasis on good induction, high-quality training and the building of a sense of community for their staff. Induction sessions for migrant workers provide advice and assistance on matters such as opening a bank account, obtaining NI numbers, accommodation, and transport. The company also emphasises that it plays a responsible part in its local community and expects its workers to do the same. In doing so, it recognises that problems can occur with large groups of often young people working and living away from home and makes clear that noisy and drunken behaviour after hours can result in disciplinary procedures, that the penalty for illegal drug use is immediate dismissal and that the penalty for those who use a vehicle at work who drink-drive is the same.

Some councils may feel there is scope for joint work with employers to go much further than this, with employers being asked to play a part in addressing housing, English language and other key building blocks for the successful integration of migrant workers in the local community. Such integration, of course, has to be two-way. Work with settled communities has to go hand in hand with work with migrant communities. In Cornwall, the **Let's Talk project** is an example of an initiative that aims for exactly this type of interaction. It is an arts-based project, launched in November 2006, with the aim of encouraging faith groups in the Kerrier and Penwith area to open their doors and welcome migrant workers while at the same time learning more about them and where they come from. Run on a shoe-string budget, this scheme is showing early success in fostering cohesion and demonstrating the importance of performing work at a grass-roots level with existing communities.

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The Let's Talk project, and the Responsible Employers Scheme reported on page 23, are just two specific examples of a much wider Cornwall-wide multi-agency approach to A8 migration. The **Cornwall Strategic Partnership Migrant Workers Group** was set up in 2004 and has been growing ever since. This multi-agency approach encompasses several local authorities, businesses, voluntary and community groups, other organisations and agencies and, crucially, the migrant workers in the area themselves. The group's 'Welcome to Cornwall' welcome pack has information in English, Polish, Russian and Portuguese. It seeks to provide migrant workers with all the information that an individual arriving in the area could need. The information offered in the pack ranges from advice on how to access key services such as housing, health, education and the emergency services to road safety and legal advice to more specific aspects of Cornish life and culture. Importantly the guide is available online and so can be useful to migrants in their home countries in advance of arriving in Cornwall.

Councils elsewhere have implemented similar 'welcome' initiatives. In **Cambridgeshire**, for example, local partner agencies have produced a 'New Arrivals' document available in eight languages with a policing information insert from the Cambridgeshire Constabulary. This insert is tailored to be locally relevant to the Cambridgeshire area and covers procedures for victims and witnesses and offences most prevalent in newcomer communities as well as having a useful contacts and 'Know Your Rights' section. Cambridgeshire Constabulary in partnership with the local criminal justice board has secured further Office for Criminal Justice Reform funding to expand it into a stand-alone glossy leaflet that will soon be available in a total of 14 carefully selected languages.

In neighbouring Lincolnshire, **Boston Borough Council**, runs a 'Welcome to Boston' project, designed to assist all people moving into the area, especially people who do not have English as a first language. It aims to help everyone integrate with the indigenous population and join a cohesive community that values diversity. A CD was produced and then the information put online. Boston has a number of internet cafés which are regularly used by new migrants and it was felt that the internet would provide a good communications channel to reach this audience alongside more traditional formats such as a booklet.

The council in Boston has also successfully implemented measures to prevent tension during the 2006 World Cup. Two years earlier, the England v Portugal football match in Euro 2004 coincided with local elections in the town. Violent scenes followed England's defeat with cars being burnt, shops looted and clashes between different groups and nationalities in the town centre. The council planned in advance for the 2006 World Cup, establishing a tension monitoring group with the local police and the neighbouring East Lindsey District Council in January. The group met regularly in the build-up to the tournament to exchange intelligence, information and to proactively plan ahead. Community groups, local businesses including pubs and bars through 'Pub Watch' and the independent advisory group were also involved in a wide-reaching multi-agency approach.

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The establishment of this group was the first time that the police community monitoring framework in Boston had been jointly used by different agencies. The preparations that followed included a hotline for the public to report tension, intensive pre-tournament publicity with the slogan *watch the match in a bar, not behind bars* and, on the day of the England v Portugal re-match, walk-arounds and inspections. The tension monitoring, extensive pre-planning and overt policing was a success and, although following England's elimination from the tournament, there were a few arrests made in the town centre. The scale of the problems was significantly less than it had been two years previously.

The need to ensure migrant communities are able to have ongoing access to advice is illustrated by the experience of the **Kings Lynn Area Resettlement Support (KLARS)**. KLARS was originally established to provide help to refugees, asylum seekers and migrant workers in general but, since the expansion of the EU, its client base now consists almost entirely of migrant workers from A8 countries. At the start of 2007, more than 400 migrant workers per month were using the service. Around half of these are of Lithuanian origin with Latvian, Polish and Portuguese workers making up the rest. KLARS staff and volunteers speak all these languages plus Russian and English.

What is evident from all the case examples covered in this guide as well as those mentioned in this round-up is that effective work around migration is multi-faceted. All the prerequisites identified in the toolkit – vision and leadership, good understanding of local population change, effective co-ordination and partnership working, and a positive communications strategy – need to be in place. The absence or relative weakness of one will undermine the impact of the council's overall approach. The same is true of the four toolkit building blocks – working with employers, promoting community cohesion, removing barriers to interaction and raising standards for the benefit of everybody. Such an emphasis on whole-community work is especially important and is likely to be a key feature of work in localities where A8 and A2 migration is successful and becomes widely recognised as playing its part in a healthy, thriving and cohesive local community.

### local population change and community cohesion

- The Home Office (with the LGA, CRE, ODPM), *Building a picture of community cohesion – a guide for local authorities and their partners*, 2003
- iCoCo, MPA and Communities and Local Government, *Understanding and Monitoring Tension and Conflict in Local Communities, A practical guide for local authorities, the Police Service and Public Agencies*, 2007
- iCoCo *Mapping Population Dynamics (COHDMAP) toolkit*, 2007 [www.cohesioninstitute.org.uk](http://www.cohesioninstitute.org.uk)
- Communities and Local Government, *Connecting with communities in neighbourhoods – what works guide for organisations working with refugees, asylum seekers and migrant workers in neighbourhood renewal areas*
- IDeA, *Connecting with Communities communications toolkit* [www.idea.gov.uk](http://www.idea.gov.uk)
- iCoCo, *Cohesion and communications toolkit, 2007* [www.cohesioninstitute.org.uk](http://www.cohesioninstitute.org.uk)
- The LGA and IDeA, supported by the Audit Commission, Home Office and ODPM (and with advice from the Commission for Racial Equality and Inter Faith Network) has produced a free guide designed specifically for local authority leaders and chief executives, including a casebook of examples [www.lga.gov.uk/Publication.asp?lsection=0&id=-A78371F1](http://www.lga.gov.uk/Publication.asp?lsection=0&id=-A78371F1)

### positive communications

- The Press Complaints Commission's Code of Conduct highlights the importance of accurate reporting and the need to avoid discrimination in reporting [www.pcc.org.uk](http://www.pcc.org.uk)
- The Commission for Racial Equality provides guidance for journalists on reporting issues to do with Gypsy and Traveller communities that is relevant to other groups [www.cre.gov.uk](http://www.cre.gov.uk)
- The Media Wise Trust, which aims to promote better journalism, has a leaflet with information on reporting asylum and refugee issues which again contains information that is relevant and helpful in tackling issues related to migration [www.presswise.org.uk](http://www.presswise.org.uk)

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### raising standards

- The **National Minimum Wage Helpline** is 0845 6000 678. All complaints about underpayment of the National Minimum Wage are treated in the strictest confidence and callers may remain anonymous if they wish to do so.
- The **Gangmasters Licensing Authority (GLA)** was set up to curb the exploitation of workers in the agriculture, horticulture, shellfish-gathering and associated processing and packaging industries. It is now illegal to supply workers to the agriculture and food-processing and packaging sectors without a GLA licence.  
The GLA conducts compliance inspections to check that labour providers are adhering to the GLA licensing standards. The standards require that labour providers operate within the law and the requirements of the formal economy, fulfilling minimum obligations on matters such as wages, health and safety, accommodation, hours of work and tax/NI compliance.  
The GLA can be contacted on 0845 602 50 20. Details of the GLA licensing standards can be seen at [www.gla.gov.uk](http://www.gla.gov.uk)
- The DTI's **Employment Agency Standards (EAS) Inspectorate** enforces the legislation regulating the conduct of employment agencies (the Employment Agencies Act 1973 and its associated regulations). Conduct in breach of legislation includes failing to ensure workers are paid in full and on time, recruiting without proper checks on identity and qualifications, and charging illegal fees to job seekers.
- The EAS Helpline is 0845 955 5105. Every complaint received by the EAS Inspectorate is treated in confidence and the identities of complainants would only be given to the agency if the persons making those complaints gave their written permission.

### education

- Department for Education and Skills, *Community Cohesion Education Standards for Schools*, downloadable from [www.standards.dfes.gov.uk](http://www.standards.dfes.gov.uk)
- Department for Education and Skills, *Diversity and Citizenship*, 2007

### adult social care

- *Social Care Code of Practice for International Recruitment*, downloadable at [www.sccir.org.uk](http://www.sccir.org.uk)

### migrant work procedures

- [www.workingintheuk.gov.uk](http://www.workingintheuk.gov.uk) Home Office – website giving information about the routes, rules and procedures for foreign nationals coming to work in the UK

### homelessness

- Homeless Link's website contains a range of useful resources on entitlements and resources available for A8 nationals. This includes guidance for statutory services on eligibility for housing benefit and homelessness assistance as well as health care and benefit entitlement. [www.homeless.org.uk/inyourarea/london/policy/a8/resources](http://www.homeless.org.uk/inyourarea/london/policy/a8/resources)

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14. *Accession Monitoring Report May 2004 – December 2006*, Home Office, Department for Work and Pensions, HM Revenue & Customs and Communities and Local Government, February 2007.
15. *A8 nationals in London Homelessness Services*, Homeless Link, 2006.
16. *Improving the Speed and Quality of Asylum Decisions*, National Audit Office, 2004.
17. *Migrants, Integration and Local Neighbourhoods: Fresh Evidence from Three New Studies*, Joseph Rowntree Foundation, 2007.
18. *Aiming High: Meeting the Needs of Newly Arrived Learners of EAL*, Department for Education and Skills, 2006.

migration terminology

In essence, **migration** is the movement of persons from one country or locality to stay in another. A **migrant** is a person who relocates in this way. It can be distinguished from the term **immigrant**. The word ‘immigrant’ or **immigration** is typically used to describe a more permanent act of relocation and settlement. Of course, migrants may become permanently settled in a new location but there is no assumption that this is the initial intention.

The United Nations (UN) International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families, although not applicable in the UK, provides some useful terminology in respect of migrant workers:

- **migrant worker** – a person who is to be engaged, is engaged or has been engaged in a remunerated activity in a State of which he or she is not a national.
- **frontier worker** – a migrant worker who retains his or her habitual residence in a neighbouring State to which he or she normally returns every day or at least once a week.
- **seasonal worker** – a migrant worker whose work by its character is dependent on seasonal conditions and is performed only during part of the year.
- **seafarer** – a migrant worker employed on board a vessel registered in a State of which he or she is not a national and includes fishermen.
- **worker on an offshore installation** – a migrant worker employed on an offshore installation that is under the jurisdiction of a State of which he or she is not a national.
- **itinerant worker** – a migrant worker who, having his or her habitual residence in one State, has to travel to another State or States for short periods, owing to the nature of his or her occupation.

- **project-tied worker** – a migrant worker admitted to a State of employment for a defined period to work solely on a specific project being carried out in that State by his or her employer.
- **specified-employment worker** – a migrant worker:
  - (i) Who has been sent by his or her employer for a restricted and defined period of time to a State of employment to undertake a specific assignment or duty; or
  - (ii) Who engages for a restricted and defined period of time in work that requires professional, commercial, technical or other highly specialized skill; or
  - (iii) Who, upon the request of his or her employer in the State of employment, engages for a restricted and defined period of time in work whose nature is transitory or brief; and who is required to depart from the State of employment either at the expiration of his or her authorized period of stay, or earlier if he or she no longer undertakes that specific assignment or duty or engages in that work.
- **self-employed worker** – a migrant worker who is engaged in a remunerated activity otherwise than under a contract of employment and who earns his or her living through this activity normally working alone or together with members of his or her family, and to any other migrant worker recognized as self-employed by applicable legislation of the State of employment or bilateral or multilateral agreements.

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Two further terms, which have particularly suffered from inaccurate and wrong usage in recent years, are **refugee** and **asylum seeker**. Article 1 of the 1951 UN Convention relating to the Status of Refugees defines a refugee as 'a person who is outside his/her country of nationality or habitual residence; has a well-founded fear of persecution because of his/her race, religion, nationality, membership in a particular social group or political opinion; and is unable or unwilling to avail himself/herself of the protection of that country, or to return there, for fear of persecution'.

The term refugee is sometimes also used to describe a wider category of displaced people fleeing from natural disaster such as flood, famine or earthquake. These people are, of course, 'refugees' in the more general sense of the word but, given the special and vital importance of refugee status under the UN Convention, it is more useful to use other terms such as **displaced people** or **environmental refugees** to describe them. The term refugee, in its legal sense, should be reserved for a person recognised as being entitled to refugee status under the UN Convention. Such a person has the right to seek safe asylum. The granting of safe asylum is, of course, subject to a decision on whether a person is a refugee or not and this is not an instant process. An **asylum seeker** is a person who is seeking or waiting for a decision about their refugee status.

### asylum seekers

The focus of this good practice guide is not on asylum seekers but it is worth providing some information about this group because they have been the subject of much recent media and public debate. The term 'asylum seeker' is sometimes wrongly used as code for 'illegal immigrant.' Of the applicants that had completed the process by May 2004, 15,050 (18%) had been granted asylum or had appeals allowed, and 16,500 (20%) had been granted short-term protection at initial decision. Another 9,000 (11%) were awaiting initial decisions or appeal outcomes (16).

Applicants for asylum are not usually allowed to work in the UK while their application is being considered and this, of course, is a crucial difference between them and migrant workers from the new European accession states. They are not entitled to social security rights and, instead, a system of basic support is administered by the National Asylum Support Service (NASS). In cases of destitution, for example, an asylum-seeking couple would receive basic support set at 70% of income support. Asylum seekers who are homeless or without money for food (known as 'destitute') may qualify for accommodation, provided by the Home Office in areas outside the South East of England. Asylum seekers are eligible to receive treatment under the NHS if they need medical services. If they are successful in obtaining refugee status, the rights of refugees are generally the same as those of British citizens. This includes any entitlements to education and educational grants, health care services, employment, housing, and welfare benefits.

## europaean migration: residence and work rules

### EU/EEA

#### EU and European Economic Area countries

Residents of the EU enjoy freedom of movement and work within the UK, except for special arrangements with respect to A2 countries (see below). They are also entitled to equality of treatment and non-discrimination under social security schemes. Iceland, Liechtenstein and Norway are not members of the EU. However, the EEA Agreement gave nationals of these countries the same rights to enter, live in and work in the UK as EU citizens. In addition, Switzerland, while not being a member of the EEA, has signed an agreement which allows its citizens the same free movement rights as EEA nationals.

### A10 countries

#### 1 May 2004 EU accession countries

#### A8 countries

Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Slovakia, Slovenia

### A10 countries

Cyprus, Malta, plus the A8 countries

Residents of the A10 countries can enter the UK and work without restriction. Workers from the A8 countries are required to register with the Home Office under the Worker Registration Scheme. Nationals from Malta and Cyprus have full free movement rights and are not required to obtain a worker's registration certificate.

Registration under the Worker Registration Scheme makes workers eligible for certain in-work benefits and social housing. Other benefits become available when they have the right to reside – after a 12-month registration period has been completed. The requirement to register under the scheme ends when a worker has been legally working in the UK for 12 months without an interruption of over 30 days. There are no worker registration requirements for workers from the A2 countries.

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## A2 countries

### 1 January 2007 EU accession countries

Bulgaria, Romania

As EEA nationals, Bulgarians and Romanians do not require leave to enter or remain to reside legally in the UK. They have a right of residence for their first three months in the country and can remain legally resident as long as they wish if exercising a treaty right as a student; a self-employed person; or if not economically active and self-sufficient. But, unlike people from the A10 countries, their right to work is restricted. They do not have a right to reside as a worker unless they have permission to do so under the Home Office's Worker Authorisation Scheme or are exempt from that scheme.

The Worker Authorisation Scheme **manages the flow of new workers** into the UK from Romania and Bulgaria following their EU entry. The scheme is designed to restrict the flow of new workers from Bulgaria and Romania to existing quota schemes in the agricultural and food processing sectors. Skilled workers are able to work in the UK if they qualify for a work permit or under the Highly Skilled Migrant Programme.

The Worker Authorisation Scheme operates under transitional arrangements for new member states which allow existing EU states to maintain controls on access to the labour market for up to seven years. The scheme is likely to be reviewed on a regular basis during that period.

Except for those exempt from the requirement to seek permission to work, such as students not working more than 20 hours a week or highly skilled workers, Bulgarian and Romanian nationals need to hold an **accession worker card** or a **Seasonal Agricultural Workers Scheme work card** in order to be legally employed in the United Kingdom.

There are also certain categories of employment for which non-EEA nationals are not required to obtain a work permit (for example, sole representatives of overseas businesses, au pairs, employees of overseas governments and ministers of religion). Bulgarian and Romanian nationals are free to apply for an accession worker card for these categories of employment where they meet the existing criteria for approval of such employment.

Employers can be fined up to £5,000 for employing a worker in breach of the authorisation scheme and employees face fixed penalty fines of £1,000.

The Worker Authorisation Scheme only applies to new workers entering the UK from those countries. The requirement to register under the schemes ends when a worker has been legally working in the UK for 12 months. Once a Bulgarian or Romanian national has been legally employed on a continuous basis for 12 months, they obtain EU community rights as a worker. This means they have a full right to reside in the UK as a worker and have an unrestricted right to access the labour market.

During their first 12 months of work in the UK, Romanian and Bulgaria nationals are eligible for certain in-work benefits and social housing. Other benefits become available when they have the right to reside.

## the Housing Act 2004: other powers relating to houses in multiple occupation

### management regulations

Statutory Instrument 372, The Management of Houses in Multiple Occupation (England) 2006, sets out the minimum management standards for HMOs.

The regulations impose duties on the manager of the property to ensure that minimum safety requirements are met, the HMO and facilities within it are maintained and in reasonably good order and that fire precautionary equipment is properly maintained.

All HMOs, regardless of whether they are licensable, will be subject to the management regulations. A breach of the management regulations will result in a fine of £5,000. This will ensure that the day-to-day management and maintenance of the property meet decent standards.

### overcrowding

An HMO that is licensed under Part 2 of the Housing Act (other than a converted block of flats) may only be occupied by such number of persons that, having regard to the suitability of the accommodation and the amenities in the building (such as the quality and number of shared toilets, bathrooms and kitchens), the local housing authority (LHA) considers is appropriate.

If the landlord, or manager, lets to more than the number of persons specified in the licence, he/she commits a criminal offence and may on conviction be subject to a fine of up to £20,000.

If the HMO is not licensed the local authority may serve a notice determining whether, and in particular which, rooms in the building are suitable for occupation and can prescribe the number of persons permitted to occupy each of the rooms suitable for occupation.

If the landlord, or manager, breaches the notice conditions, an offence is committed and he/she may be fined up to £2,500.

### housing health and safety rating system

Part 1 of the Housing Act 2004 introduced the housing health and safety rating system (HHSRS). HHSRS applies across all residential premises and is concerned with avoiding, or at the very least, minimising potential hazards, although it does not set out minimum standards.

Under HHSRS, a landlord may have to carry out work to remedy any identified hazards. The sort of work that needs to be carried out and the severity of the enforcement measures will vary depending on how serious the problem is.

LHAs have to satisfy themselves that there are no hazards in licensable HMOs within five years of receiving a licence application. This may require them to carry out an HHSRS inspection on a property. They may choose to make this inspection when deciding whether to grant a licence or they may decide to inspect at a later date.

### management orders

If an LHA is unable to grant a licence to a licensable property, for example if it considers that the fitness of the management is not satisfactory, then it can take over the management of that property by making an interim management order (IMO). This makes the LHA responsible for the management of the property to ensure the welfare of the occupants is protected.

An IMO transfers the management of a property to the LHA for a period of up to 12 months. If alternative management arrangements cannot be found, then the LHA can make a final management order for up to five years to secure the long-term management of the property.

In respect of non-licensable properties, an IMO may only be made if approved by the Residential Property Tribunal.

### new arrivals excellence programme

On 25 October 2006 the Government announced a New Arrivals Excellence Programme. The DfES has asked the Primary and Secondary National Strategies to develop this programme. The programme will provide advice, guidance and training for local authorities and schools to enable them to build capacity to provide good-quality provision for new arrivals and teaching EAL. It will have a clear focus on helping local authorities and schools who have received a large number of new arrivals and where local authorities have little experience of working with those with little or no English. It will also assist collaborative working amongst clusters of local authorities and schools.

The programme will be launched in July 2007 with a conference and DVD to explore cross-phase strategies which illustrate a whole-school approach of effective practice in teaching and learning filmed at six schools and associated case studies. The DfES will launch a website containing all the guidance and case studies at these events and there will be an online forum after the event. In the autumn 2007 the DfES will produce a training module with comprehensive guidance and offer outreach to local authorities.

The DfES has produced guidance, *Aiming High: Meeting the Needs of Newly Arrived Learners of EAL*, which can be accessed at [www.standards.dfes.gov.uk/primary](http://www.standards.dfes.gov.uk/primary). These materials aim to support schools who may be working with newly arrived isolated learners of EAL in settings which may have little or no access to expert Ethnic Minority Achievement support. The materials aim to provide some practical ideas, examples of supportive practice and a few (but by no means an exhaustive list of) links to useful websites. For further detailed information see the QCA website *Pathways to Learning for New Arrivals* at [www.qca.org.uk](http://www.qca.org.uk).

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### education funding – dedicated schools grants and Ethnic Minority Achievement Grant (EMAG)

The DfES has recently consulted on arrangements for the Dedicated Schools Grant (DSG).

In autumn 2007, DfES will set DSG guaranteed units of funding for the three years 2008-09 to 2010-11: these will not subsequently be changed. Authorities which experience significant influxes of pupils after the pupil count date for DSG will receive funding for them in the following financial year, and at the rate of their DSG guaranteed unit of funding. If the count date is moved for DSG to autumn, any pupils that arrive between the autumn count date and January would then be funded in the following financial year.

The three-year allocation methodology for DSG responds rapidly to pupil number changes – the data lag is the lowest consistent with setting predictable budgets. But because the DSG guaranteed unit of funding does not change for three years, if an authority has a significant influx of pupils with additional needs during the coming three-year budget period (so that their proportion is higher than previously), those extra needs would not be reflected in the authority's DSG allocation. It is also possible that there will be other significant pressures that could not have been foreseen at the start of the three-year period.

In the school funding consultation DfES is seeking views on whether it should create a small grant alongside DSG, which would be paid in exceptional circumstances to an authority which experiences an influx of pupils of a particular type (for example children with English as an additional language), that were not taken into account at the start of the three-year period, and where the increase in pupil numbers was above a given level.

The Ethnic Minority Achievement Grant (EMAG) is a ring-fenced additional funding grant which is allocated from the Department to local authorities using a needs-based formula, dependent on the number of pupils for whom English is an additional language (EAL) and numbers from minority ethnic groups who are underachieving at national level. The purpose of this grant is twofold: to enable strategic managers in schools and local authorities to lead whole-school change to narrow the achievement gap and ensure equality of outcomes; and, to meet the costs of some of the additional support required to meet the specific needs of bilingual learners and under-achieving pupils. Most of this funding will be given to schools where head teachers will make the decisions on how it should be allocated.

Changes to the distribution of the Ethnic Minority Achievement (EMAG) element of the Standards Fund were introduced in 2004-2005 to bring a better targeted, fairer and more sensible distribution to this grant. These changes were widely endorsed by the DfES *Aiming High: Raising the Achievement of Minority Ethnic Pupils* consultation of 2003. The redistribution of funding resulted in a small number of local authorities receiving less funding than they did under the previous system. However, losses in any one year were limited to 0.05% of each authority's overall school funding.

The DfES will decide on the next steps for the EMAG in summer 2007.







**IDeA**

Layden House  
76-86 Turnmill Street  
London EC1M 5LG

telephone 020 7296 6600

facsimile 020 7296 6666

email [info@idea.gov.uk](mailto:info@idea.gov.uk)

[www.idea.gov.uk](http://www.idea.gov.uk)



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