

Managing the impacts of migration: Improvements and innovations



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Foreword

All too often the debate about migration becomes polarised. On one hand, you have those who argue for an immediate halt to new migrants coming to this country. On the other, you have those who feel that even to suggest that migration can cause challenges at a local level is tantamount to racism.

While the people at the fringes of opinion shout the loudest the risk is that those in the middle – who, we believe, represent the majority – do not get heard, and the facts get lost in the hubbub.

In June 2008, the Government published *Managing the impacts of migration: a cross-government approach*. It was based on rigorous analysis of the facts of migration. The fact is that migration brings benefits – social, cultural and economic – at national and local levels. But it is also a fact that population change, especially at the rapid rate we have seen in recent years, can cause transitional pressures in local communities.

As a Government, we committed to taking to an unprecedented level joint work across a range of different departments to make the most of the benefits while managing the pressures successfully. Our plan set out a series of practical proposals.

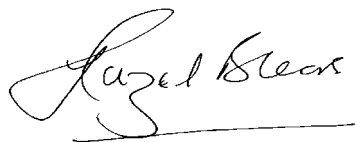
Since June, there has been swift progress putting them into action: from campaigns to protect vulnerable workers, to a new fund to support those places facing the most significant challenges, to the Office for National Statistics' work on improving its data about migration patterns. This update summarises that progress and outlines the next steps for delivery.

However, we all know that since last June the context has changed dramatically. The global economic slowdown affects migration as it does virtually every other area of life. In these tough times, migration will continue to bring benefits to the UK: and it will be vital to ensuring our economic recovery. But now more than ever it is crucial that we control migration and migrant numbers for the benefit of the country and refine our understanding of how the downturn will affect different areas; to ensure that everyone plays by the rules; and to equip local communities with the skills, the resources and the support to face change with confidence.

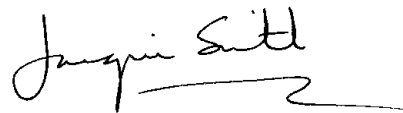
Equally, where migrants choose not to play by the rules, we will work with the police to come down hard on those who commit crime and remove those who cause most harm in our communities; take action against rogue employers who knowingly hire illegal workers; and stop the automatic right to stay by making newcomers to earn their citizenship by speaking English, paying taxes and obeying the law.

We will make the most out of migration by being robust in our explanation of its benefits, active in our management of its impacts, and dynamic in our response to its changing patterns and strong where we identify evidence of abuse. Centre stage in our response will be our fund of £35 million per annum provided to local service providers such as schools to help communities manage the transitional impacts of migration.

This document sets out how our departments and others across Whitehall will work together with public bodies – and with local authorities, community groups, businesses and more besides – to do just that.

A handwritten signature in black ink, reading "Hazel Blears".

**Hazel Blears,
Secretary of State for
Communities and Local
Government**

A handwritten signature in black ink, reading "Jacqui Smith".

**Jacqui Smith,
Home Secretary**

Summary of actions

In June we said we were supporting local authorities and their partners in managing the impacts of migration by:

- Providing a fund to help local areas manage the transitional impacts of migration. **We are now announcing £35 million** of support for local areas through this Fund in the first year.
- Making available an Exceptional Circumstances Grant for schools experiencing a rapid growth in pupil numbers. **We have** awarded 4 schools this grant in 2009-10.
- Providing funding to Homeless Link to co-ordinate action to reduce rough sleeping among recent EU migrants. **Since June we have** given local authorities an **additional £300 000** to support their work with the voluntary sector to reconnect A10 rough sleepers.
- Providing £50 million over the next 3 years to support community cohesion. **We have now** combined funding with DCSF to provide **£12.7 million** to fund residential camps for young people at which they discuss community cohesion issues.
- Piloting Specialist Cohesion Teams. The pilots in Breckland and Barnsley **are now complete** and evaluation reports will be published shortly.
- Working with the Improvement and Development Agency to run a Migration Excellence Programme. This programme **has now concluded** and the evaluation documents and peer mentors remain a resource on which authorities can draw.
- Developing policy on English for Speakers of Other Languages. **A new approach is being rolled out in September 2009** with the details of the approach to be confirmed shortly.
- Encouraging local partnership working on immigration issues. **New local immigration teams will be rolled out across the country by December 2011.**

In June we said we were also considering new policy on:

- Private Rented Sector housing to ensure local authorities have the tools they need to tackle abuse. The independent review of the sector has now concluded and the **Government's response will include a consultation on changes to selective licensing schemes.**
- Refugee Integration and Employment. The Refugee Integration and Employment service **is now up and running** and our new Refugee Integration Strategy will be published shortly.
- Issues surrounding criminality of EEA nationals. Our review has concluded and **we will step-up action to remove EEA criminals.**
- Vulnerable workers. The Vulnerable Workers Forum has now concluded and put in place **a programme of work to increase protection for all vulnerable workers**, including migrants.

In June we said we were improving data and evidence on migration by:

- Supporting the Office for National Statistics' Migration Statistics Improvement programme. **ONS have now announced the package of improvements they expect to see delivered by May 2010.**
- Undertaking research to identify the drivers of migration. CLG **has now received the preliminary findings from research into the impact of the economic downturn on migration flows** to be published shortly and is undertaking longer term work on the drivers of migration.
- In addition **we will shortly be consulting on reforming the Migration Impacts Forum** to increase our analytical capability on migration impacts issues.

Introduction

In June 2008, Communities and Local Government (CLG) published *Managing the impacts of migration: a cross-government approach* which set out our commitment to helping communities maximise the benefits migration brings to the UK while mitigating the local impacts.

This document provides an update on the progress we have made since June on delivering against the commitments we made then and reflects on what we intend to do as patterns of migration change.

The current economic downturn brings fresh challenges to our communities and public services. Migration has brought and continues to bring significant benefits to the UK and the contribution migrants make to our economy will be key to ensuring the UK's economic recovery. At the same time, we need to ensure that UK workers have the skills needed to fill vacancies and the opportunity to apply for them where they arise. In the current climate it is right that migrants who come to the UK are either highly skilled or have a specific job to come to which no resident worker can fill.

We recognise that migration has had impacts on local communities. Just as these impacts of migration have varied from place to place, so will the impacts of the downturn. Some areas and some sectors will be relatively resilient. Others may be more vulnerable to job losses and rising crime or antisocial behaviour, which can lead to increases in community tensions. Our aim is to ensure that our communities are as resilient as possible. A key part of this is ensuring that the system is fair and that people only access the services and benefits they are entitled to receive.

Since June 2008, we have seen how local areas are responding to the benefits and in some cases the challenges that migration has brought to their communities. This document contains some examples of good practice we have seen across the country and demonstrates that the Government is continuing to bring forward financial support and practical measures to help local service providers manage change.

In particular, we are announcing a new fund to help local areas manage the transitional impacts of migration on their communities. The Migration Impacts Fund will be paid for by an additional charge on migrants' visa fees as they enter the UK. The fund will be made available to all local areas and will be spent on innovative projects for managing migration pressures, to the benefit of the settled community. Through the fund, migrants will be making an additional financial contribution to benefit UK society.

This document also sets out our continued commitment to controlling migration at a national level and shows how we have started to improve our evidence base to understand and anticipate changing patterns of migration. It commits us to doing more to understand migration impacts in the future, including our plans to consult on a new, strengthened Migration Impacts Committee including independent advisers to build on the work started by the Migration Impacts Forum.

Second, it sets out the progress we have made in putting in place support for public services as they continue to manage the local impacts of migration, including forthcoming proposals to consider changes to private rented sector housing to make it easier to crackdown on rogue landlords; and new local immigration teams to increase partnership working on immigration issues at local level.

Finally, it sets out how we continue to build cohesive communities that are resilient and can manage change. This includes working with local authorities to tailor our support to the communities that need it most and mapping those areas which may be the most vulnerable during the economic downturn. We are also committed to supporting migrants to integrate fully into the community and to learn English where they have made a long-term commitment to the UK.

During the economic downturn it is important that communities pull together and become stronger. Fair rules for everyone, and clear consequences for those who do not play by them, are key to creating an environment in which everyone has an opportunity to succeed. It is important that migrants contribute to UK society and have a shared understanding of our values.

All of the funding commitments in this document, with the exception of the Migration Impacts Fund, apply to England only. Police funding applies to England and Wales and the Migration Impacts Fund applies across the UK. The powers to act in relation to many local services such as schools, health and social services and housing, have been either partially or wholly devolved in Wales, Scotland and Northern Ireland. The Government plans to work closely with the devolved administrations as they develop plans relating to migration impacts in the areas for which they are responsible. Benefits and UK border control issues remain reserved to the UK Parliament.

Chapter One

Migration – the national picture

Since June 2008 we have seen significant changes in the patterns of migration to the UK. As *Managing the impacts of migration: a cross-government approach* set out, from 2004 to 2007, the UK saw a sharp rise in immigration from Eastern Europe, largely from countries that joined the EU in 2004. At the same time, the UK continued to have steady inflows of migrants from outside the EEA and high levels of emigration from the UK to Europe and the rest of the world. Evidence suggests that migration to the UK has slowed through 2008 and is likely to fall further during the economic downturn.

Communities and Local Government (CLG) has commissioned the National Institute for Economic and Social Research (NIESR) to examine the impact of the economic downturn on migration. We expect this research to be published in April but their preliminary findings suggest that net migration flows to the UK will fall as a result of the economic downturn. While the extent of the fall depends in part on how other economies perform in relation to the UK, the research suggests that net migration is likely to fall towards the 2006-based low variant projection made by the Office for National Statistics (ONS).

Of those coming to the UK, the analysis we have commissioned suggests that the number of migrants from the Accession 8 countries (A8) is the most likely to decline further owing to decreasing wage differentials and a less attractive exchange rate. Evidence from the Workers Registration Scheme (WRS) already shows a decrease in the number of A8 migrants coming to the UK; the number of applications peaked in quarter 4 of 2006 at 63,000 and fell to 27,000 in quarter 4 of 2008.

It is hard to be conclusive about the extent to which migration will decline during the downturn and then whether it will pick up again as the economy recovers. Many factors influence migrants' decisions to come to the UK. While we are already seeing some signs of a decline in inflows of migrants from Eastern Europe, it is unlikely that there will be a complete cessation of migration to the UK during the downturn. Migrants will continue to come for family reunion and humanitarian protection as well as to study, learn English and experience life in the UK.

We must also remember that while inflows to the UK are likely to decrease during the downturn, this does not mean that migrants already living and working in the UK are likely to leave. The research we have commissioned suggests that stocks of migrants coming from the A8 countries living in the UK may increase over time but potentially at a slower rate than previously anticipated. This slowing is in part in response to the current slowdown in the UK, and to other EU countries relaxing their restrictions on the A8. Moreover, some A8 migrants only intended to stay a short time in the UK and have not made as many bonds in society as other migrant groups. However, many A8 migrants will choose to stay in the UK, particularly if they work in sectors that are relatively resilient to the downturn (such as agriculture and food processing), if they have dependants at school in the UK, or have established family ties. Migrants from the wider world are unlikely to leave the UK in large numbers during the downturn.

Controlling migration

While numbers of migrants, particularly from Europe, are likely to decline during the economic downturn, the Government remains committed to ensuring that our immigration system is run for the benefit of the UK. This is why we have introduced a fairer and more flexible points-based system (PBS). A flexible points-based system allows us to ensure that only those with the skills that the UK economy needs are able to work in the UK, in order to maximise the benefits of migration. All employment tiers of the new system are now in place:

- Tier 1 – 29 February 2008 – highly skilled individuals to contribute to growth and productivity.
- Tier 2 – 27 November 2008 – skilled workers with a job offer to fill gaps in UK labour force.
- Tier 3 – admits low skilled workers from outside the EEA to the UK and remains closed.
- Tier 4 – the student Tier will be coming on stream at the end of March 2009 – to make the student route simpler and more robust against abuse.
- Tier 5 – 27 November 2008 – allows people to work in the UK for a limited period of time (a maximum of 1 to 2 years) to satisfy primarily non-economic objectives e.g. entertainers, athletes or ministers of religion.

The Migration Advisory Committee (MAC) provides independent advice on whether there are skilled labour shortages that can sensibly be filled by migration. Under Tier 2 of the PBS, employers must ensure that the resident labour market test has been met before they can fill a vacancy with a migrant worker, unless the Government considers that the sector has a shortage of suitably qualified resident workers or the employer is transferring staff within the same organisation to a different location.

On 11 November 2008, the Government published its first Shortage Occupation List. It gives details of those occupations where employers are not obliged to conduct a resident labour market test before they employ a migrant worker following advice from the MAC. The list allows the Government to keep track of where the skilled vacancies in the economy are and to ensure they are being filled efficiently. The MAC will provide further advice to the Government on those occupations which should be included in an updated Shortage List in April 2009.

Having considered advice from the MAC, on 18 December 2008 the Government announced that it would continue to apply restrictions on employment rights for nationals from Romania and Bulgaria. The Government is committed to gradually reducing restrictions on Romanian and Bulgarian nationals and is required to lift these restrictions by 2014 but can delay doing so before this date if there is evidence that lifting the restrictions will cause serious labour market disturbance. In the light of the economic downturn it was considered appropriate to retain some restrictions subject to further review at the end of 2009.

In the current economic climate it is right that we enhance our selectivity still further, so that migrants who come to the UK are either highly skilled or have a specific job to come to which no resident worker can fill. From 1 April 2009, the Government will be making some temporary changes to support workers in the UK and to be more selective about the skills levels of those coming from outside the EEA.

For Tier 1 of the PBS which is the only route that offers open access to the labour market for highly skilled migrants, the Government is raising the qualifications and minimum salary levels to ensure the bar is set in the right place. Under Tier 1 migrants will now need a Masters degree and a minimum salary of £20,000.

For Tier 2, the Government will use each Shortage Occupation List to trigger skills reviews that focus on upskilling resident workers for those occupations. Jobcentre Plus will also play a stronger role in applying the Resident Labour Market Test (RLMT) for Tier 2 vacancies in occupations not on the Shortage Occupation List to ensure that the jobs have first been advertised to jobseekers in the UK.

We have also asked the MAC to report on:

- whether there is an economic case for restricting Tier 2 (skilled workers) to shortage occupations only;
- its assessment of the economic contribution made by the dependants of PBS migrants and their role in the labour market; and
- what further changes there should be to the criteria for Tier 1 in 2010/11 given the changing economic circumstances.

We have introduced a flexible points-based system to ensure that we attract only the migrants with the skills we need. These changes together with increased enforcement activity against illegal immigration and illegal working should lead to a fall in migrant numbers.

We will need to review these restrictions as we come out of the downturn and migration will have an important role in making the UK stronger post-recession. Protectionism is not the answer and a flexible migration system is better for business and for the economy.

Earned citizenship

Many migrants come to the UK for a short time and then return home. For those who choose to stay in the UK in the long term it is important that they integrate and contribute to British society. In *Managing the impacts of migration: a cross-government approach* we explained that the Government was consulting on making changes to the process by which migrants can stay in the UK permanently. We have now begun the formal process of changing the path to citizenship and permanent residence in the UK. On 14 January 2009 the Government introduced the *Borders, Citizenship and Immigration Bill* to Parliament. The Bill sets out a clearer journey towards becoming a British citizen by putting in place a three-stage path that will include a new 'probationary citizenship' stage. Our citizenship provisions will ensure the rights and benefits of British citizenship are matched by responsibilities and contributions made to Britain, ensuring that newcomers earn the right to stay by learning English, paying taxes and obeying the law¹. Further information on our approach to integration can be found in Chapter 3 of this document.

Employment, skills and benefits

UK nationals account for nine out of every 10 people in employment, with only 8 per cent of the UK workforce made up of foreign nationals. Around half the growth in employment levels since 1997 is attributable to UK nationals.

However, in the economic downturn the Government remains committed to supporting people to find work and provide the skills and training they need to help them get into work. Despite the rising claimant count, people are still finding work. Large numbers of people are still moving off benefit and into jobs with 244,000 people moving off Job Seekers Allowance in January 2009. We also offer more advice and training to individuals to help them move back into work through Jobcentre Plus and the New Deal.

¹ More information on the *Borders, Immigration and Citizenship Bill* can be found at www.commonleader.gov.uk/OutPut/Page2653.asp

Our aim is to increase the skills of the existing population to ensure that employers can find the talent they need in the UK workforce and decrease their reliance on migrant labour. We are providing a range of support to up-skill and re-skill UK workers. Apprenticeship starts have increased from 65,000 in 1996/97 to a record high of 225,000 in 2007/08. Our Train to Gain service is supporting direct training in the workplace. In 2009/10 Train to Gain will support around 950,000 employees to improve their skills in the workplace. We will spend almost £1 billion in 2009-10. We are also working with regional and national bodies to identify areas of strategic long-term importance to the UK economy, and ensure that government skills provision is targeted accordingly so that UK workers have the skills to compete for the jobs that become available. We have established the UK Commission for Employment and Skills to give employers an influential voice in shaping employment and skills provision. We will work with new and fast-growing industry sectors which have identified skills shortages, such as in the ethnic chefs and care homes sectors, to ensure there are relevant, high-quality training opportunities for UK workers to access available jobs.

We recognise the contribution migration makes to the UK economy and that there is a need for controlled migration to ensure businesses are ready to compete. Our primary concern must be to ensure that the right training and active employment measures are in place so that UK workers can meet local skills shortages. No employer should feel they have to seek migrant labour because there are avoidable local skills shortages.

Migrants to the UK also have the responsibility to ensure they are informed about employment law and practice before they come. We have taken steps to raise migrant worker awareness of workplace rights, both prior to their arrival and once they are in the UK. It is particularly important to reach workers in their host country before they leave as it is often much harder to help workers, who may not speak English and have no accommodation arranged, once they arrive. We have offered to work with the governments of all the new EU Member States, to prepare bi-lingual 'know before you go' leaflets aimed at ensuring potential migrants are aware of their rights and responsibilities both before they leave their own country and on arrival in the UK. To date we have produced leaflets in partnership with the Polish, Portuguese, Lithuanian and Romanian governments and benefited from input from the TUC, the CBI and other stakeholders. They have been distributed widely in the workers' home countries and the UK. For example, in Poland they have been publicised on television and our Embassy and the Polish authorities have worked hard to distribute them via job centres, recruitment fairs and other channels.

The Government is committed to ensuring that the PBS enables only those migrants with the skills and talents to be of benefit to Britain to be admitted, and that only those entitled to access benefits and services do so. The Government remains committed to keeping migrants' rights to access benefits under review to ensure that enough is expected from EEA nationals by way of a connection and contribution to the UK, in return for entitlement to benefits.

Illegal working

The UK Border Agency (UKBA) continues to take action to crack down on the illegal jobs which lure illegal immigrants to come to the UK. Civil penalties for businesses that fail to carry out the proper checks when employing migrant workers from outside Europe were introduced by the Government on 29 February 2008, allowing fines of up to £10,000 per illegal employee. Since its inception, UKBA has issued approximately 1,350 fines to employers who hire illegal workers, totalling approximately £14 million. Employers who have been fined under the new rules are now also named on the Agency's website.

The UKBA lead for the London Borough of Wandsworth was invited to a meeting with the authority to discuss possibilities of joint working. An agreement was reached on the sharing of intelligence between LB Wandsworth and UKBA field intelligence officers with a view to tackling illegal working.

This has led to joint working on tackling problematic employers in the Wandsworth area. LB Wandsworth has shared intelligence of an employer of concern and UKBA investigated this employer to establish potential immigration solutions.

Although this relationship is in its early stages, positive results against employers have already been seen. A direct result of intelligence sharing saw the first operation result in the service of five Notices of Potential Liability (NOPL) against a single employer in the construction industry who was using illegal workers.

In another local authority, UKBA staff were invited to be part of a recruitment day for parking enforcement officers. The borough had previously been concerned that immigration offenders were seeking to gain employment through the use of fraudulent documentation. By conducting supplementary interviews with applicants, UKBA was able to identify seven applicants using counterfeit documents. UKBA intends to be present on future recruitment days both to aid the local authority's recruitment processes and to help provide local intelligence on attempts at illegal working at a borough level.

Vulnerable workers

In June, we set out the Government's commitment to ensuring that migrant workers who are here to work and contribute do not become vulnerable to exploitation. We are committed to ensuring that all employees have the same protection and that all employers play by the rules and do not seek to undermine UK employment law. This is crucial to ensuring that the labour market is not distorted by those employers who seek to benefit by exploiting vulnerable people, which harms UK workers as well as migrants.

The Government has therefore created a fair framework of employment rights including the right to a minimum wage, a right to 24 days paid leave – being increased to 28 days from April 2009 – and the right not to be forced to work more than 48 hours a week, which applies to all workers in the UK.

In addition, we established the Vulnerable Worker Enforcement Forum in June 2007, chaired by the Minister for Employment Relations, to look into the nature and extent of abuse of worker rights, assess the adequacy of the enforcement framework and identify possible improvements. The forum concluded its work in August 2008.

Following the work of the forum, we are undertaking a programme of work to ensure that all workers, including migrant workers, have access to their rights and that they are properly enforced. Key measures include:

- a sustained, three-year government-led campaign to raise vulnerable worker awareness of basic employment rights and encourage the reporting of workplace abuses. The campaign will include promotion of a single enforcement helpline; significantly more publicity for the Employment Agency Standards Inspectorate; more awareness-raising work for migrant workers; an enhanced basic rights section on www.direct.gov; publicity for the new national minimum wage (NMW) penalties and fair arrears provisions. Phase 1 started in early February 2009 with a £1 million campaign to raise agency workers' awareness of their rights;
- establishment of a single enforcement and compliance helpline (replacing six separate lines currently operating) through which vulnerable workers will be able to report abuses and access information and advice about the rights enforced by government. The new service will be operational this year;
- action to tackle the legal barriers to information-sharing that, for some of the enforcement bodies, prevent inspectors passing information to each other. This will enable better targeting of the worst employers;

- significantly more face-to-face contact with advice bodies, community groups and local authorities to raise awareness of the national minimum wage, employment agency standards and other basic rights, and build local contacts for intelligence about non-compliant employers;
- a Fair Employment Enforcement Board chaired by the employment relations minister bringing together the enforcement bodies and external stakeholders to drive forward these improvements; and
- a third round of the Union Modernisation Fund with a new focus on protecting vulnerable workers.

The Government has also strengthened enforcement of basic employment rights through the Employment Act 2008. The Act introduces stronger penalties for non-compliance with the national minimum wage and improves protections for agency workers by making infringements of employment agency regulations indictable. This means that they can be tried in a Crown Court where tougher penalties are available and cases can be brought by the enforcement body without a witness. Recent revisions to the Employment Agency Conduct Regulations also give agency workers a right to withdraw from services provided – such as transport – without suffering detriment.

The Government has also heavily publicised the national minimum wage. We have specifically put together information to ensure that migrant workers are aware of their entitlement to the national minimum wage and know where to go for advice. A specific awareness-raising campaign targeting Polish, Lithuanian and Slovakian workers through outreach work, posters and online activity took place in 2008. This included pages on www.direct.gov in Polish, Lithuanian and Slovakian. There are also guidance leaflets available in a range of languages. In addition A8 and A2 workers required to register under the Home Office's Worker Registration Scheme receive a simple *Know Your Rights* leaflet.

Gangmasters Licensing Authority

The Gangmasters Licensing Authority (GLA) continues to take action against employers exploiting workers in agriculture, horticulture, shellfish gathering and associated processing and packaging industries. The majority of workers involved in these industries come from Romania, Poland, Slovakia, Hungary, Bulgaria, Lithuania, Latvia, India, Pakistan and Portugal.

More than 1,200 gangmasters are now licensed to operate legally in the UK. So far, the GLA has uncovered worker exploitation and illegal activity that led to the revocation of 85 licences. More information about the sort of work conducted by the GLA is set out below.

A GLA investigation last year led to the immediate revocation of the licence of a Cambridgeshire gangmaster who supplied workers to a farming company in the area. The investigation was undertaken with close cooperation from Sainsbury's and local firm, Produce World, who were supplied by the farming company.

The investigation uncovered:

- regular threats and verbal abuse by staff at the recruitment company, as well as an alleged assault;
- deduction from workers' pay on a regular basis, with no explanation provided. Workers were told if they complained they would be fired;
- workers' fears when the vans they travelled to work in were often overcrowded, leaving some sitting on the floor while travelling at high speeds;
- enforced use of company transport, with workers forced to pay at least £4.50 each a day for the privilege. Anybody who did not use this transport was threatened with dismissal. One worker stated he had to pay for transport even if he was not working;
- workers were told they would not be paid if they took holiday and there was no evidence that Statutory Sick Pay had ever been paid;
- some workers were not given copies of their contracts and contracts of other workers were clearly falsified, including forged signatures. At least one worker was fired for questioning these details, and
- no evidence of health and safety training. Some of the workers who questioned these practices or complained were fired.

As well as assisting with the GLA's investigation, Sainsbury's and Produce World also found the workers new jobs and pledged to help any worker who was evicted from their tied accommodation to find a new home, so that the closure of the recruitment company did not add to their stress. The gangmaster involved can no longer supply workers to the GLA-regulated industries, and would face prosecution punishable by up to 10 years imprisonment if he did.

As a result of such investigations, discussions are underway between the GLA and retailers to resolve exploitation issues in the food supply chain. All major supermarkets are involved, and an agreement aimed at helping the workers affected by exploitation and setting out best practice will be formally signed shortly.

Chapter Two

Migration – understanding and managing local impacts

We know that migration has different impacts in different areas. In *Managing the impacts of migration: a cross-government approach* we set out our commitment to understanding more about the changes that have happened in our communities and future patterns of change. We also committed to providing support to local public services experiencing challenges as a result of migration – from schools to hospitals to housing.

Specifically we said that we would:

- improve local population data to ensure that funding to local authorities and police services fully reflects the changes to their populations
- undertake a programme of research to help us better understand the sub-national economic impacts of migration and to provide us with information about what drives different migrant groups to settle in different parts of the UK
- continue dialogue with local service providers through the Migration Impacts Forum
- provide tailored support to local public services to help them better manage the impacts of migration.

This chapter sets out our progress on delivering these objectives.

Local population data

The Office for National Statistics' (ONS) programme of improvement to the population and migration estimates and projections is progressing. On 24 February 2009, ONS announced a package of improvements to be implemented in time to feed into the key population statistics published in 2010 and to inform the next three-year Local Government Finance Settlement. The package will include technical improvements to the migration statistics to produce a more robust local distribution of international migration, and better internal migration estimates using student data. Improvements to the International Passenger Survey implemented over the past two years will also be fed into the underlying data. More details of the package are set below.

Migration statistics improvement programme

ONS package of improvements²

As well as improvements to national (and intermediate) level estimates of international migrants, there is a need for better methods of allocation, distributing these to the local level. Key components are improving methods for distributing international in-migration and out-migration totals to the local levels. At the local level, internal migration is also an important element of population change. International migration is measured as those staying for 12 months or more. Separately, methods are being developed to estimate the number of international migrants arriving in local areas staying less than 12 months.

The main improvements to current migration estimates that will feed through to the population statistics are:

- improved local area distribution of in-migrants, using a model-based distribution, making better use of administrative data sources available at local level
- improved estimation of internal migration, more accurately measuring student migration between authorities, using administrative data
- refinements to models used for international emigration distribution
- reassessing the spatial levels used for immigration estimation
- improvements to the International Passenger Survey (IPS). A number of recent improvements in the IPS will feed into the international migration estimates.

Additional migration indicators are also being developed by ONS which will not input into the official population estimates and projections:

- provisional short-term in-migration estimates distributed to local area level, relating to visits of between a month and a year
- more timely national indicators of migration flows using provisional IPS data
- more information on the characteristics of migrants at the local level, collated from existing surveys and administrative sources.

Implementation of the package of improvements is planned to allow sufficient time for finalising the methods being developed, leading to a more complete package, as well as consultation and full engagement with stakeholders, including local authorities. Implementation is therefore likely to be in May 2010.

² www.statistics.gov.uk/about/data/methodology/specific/population/future/imps/updates/downloads/msiwpfeb.pdf

Impact of migration on local economies

In June 2008, we committed to undertaking research to try to better understand the contribution migrants make to the economy at a sub-national level. The research we have commissioned to date has focused on the impact of the economic downturn on migration flows and employment at a regional level. We intend to publish the results of this research later in 2009.

Moving forward, we intend to focus our analysis on the specific needs of the rural economies in terms of migrant labour, both during the downturn and over the longer-term, and on the impacts of migration on rural communities. We will also build our evidence base on the contribution of migration to regional growth and development.

The preliminary findings from the research suggest that the impact of the economic downturn is likely to be felt unevenly across the UK. The regions that have had the highest migrant inflows of late are likely to see the greatest proportionate economic decline during the downturn. This could result in some migrant workers returning home, particularly when coupled with the adverse effect on earnings caused by a less favourable exchange rate.

However, there is little evidence to suggest that the potential fall in net migration, especially from the Accession 8 (A8) countries, presents a risk to sub-national economic development either during the downturn or thereafter. The research indicates that at the sub-regional level, the anticipated reduction in the size of the migrant labour force over the next few years is expected to match the contraction in demand for goods and services produced by those industries in which migrant labour has been most intensively used.

In some areas, employers have previously stated that their business is heavily dependent on migrant labour – for example in agriculture. The research suggests that agriculture is likely to be fairly resilient to the economic downturn and that employers will therefore continue to seek both native and migrant workers to fill vacancies. Migrants are more likely to stay in the UK if the sector in which they work is relatively resilient to the recession. The extension of the Seasonal Agricultural Workers Scheme (SAWs) which allows Romanian and Bulgarian nationals to enter the UK to work in agriculture should help ensure an adequate supply of labour.

We will be commissioning analysis to examine trends in and out of local areas for EEA migrants with dependants to improve our understanding of how migrant families from the EEA are responding to the downturn. Communities and Local Government (CLG) is co-funding a feasibility study for a UKBA Migrant Survey. Subject to the results of this feasibility study and sufficient co-funding across government, the main stage Migrant Survey is expected to be carried out in 2010-11. The proposed Migrant Survey will ask migrants about the drivers for coming to, and staying in the UK, as well as their experiences and activities in the UK.

Drivers of migration

We also committed to undertaking a programme of research to help us understand better what drives patterns of migration to the UK from different countries; where migrants settle geographically and for how long. The aim of the work is to help local areas understand the changes that have taken place in their communities and to help them plan for future change.

CLG has commissioned NIESR to undertake a programme of work to examine these issues. Key strands of that work and the timetable for delivery are:

- **Drivers of international migration to the UK (reports spring 2009)**
This explores the determinants of migration flows to the UK, examining why different groups of people come from different countries and why they come to the UK rather than elsewhere. It aims to assess whether these determinants are changing and to what extent political and economic developments have an impact.
- **Drivers of international migration from the UK (reports autumn 2009)**
This looks at why different groups of people leave the UK and will help build our understanding about how long migrants to the UK stay and how this differs between migrant groups.
- **Local geography of international migration to the UK (reports early in 2010)** This examines the determinants of the geographical patterns of settlement of international migration to the UK. It will consider why these patterns are changing – in particular why new migrant groups are settling in areas without experience of migrant communities. It will also assess the potential for forecasting migration at a regional level.

This is a considerable programme of work which demonstrates our commitment to better understanding the changing patterns of migration in our communities and providing better information to local service providers to help them respond to change.

Regional strategic migration partnerships

UKBA has invested £1.5 million to manage and support a network of regional strategic migration partnerships (RSMPs) with a remit to provide a forum for discussion with local communities. RSMPs coordinate issues affecting migrants within each region by bringing together representatives of public services and other agencies to discuss migration issues. The RSMPs have a clear role in ensuring that migration issues are part of wider local plans and strategies.

Representatives from each of the RSMPs sit on the National Migration Group (NMG). The NMG brings together experience from each of the regions and representatives from central government for discussions on a range of migration issues. These discussions inform the work of the Migration Impacts Forum (MIF).

Migration Impacts Forum

As we said in June, the Government is committed to strengthening its understanding of the local impacts of migration. The Migration Impacts Forum (MIF) was established in June 2007 to bring together frontline practitioners to provide ministers with evidence on the impact of migration on public services and communities and to offer examples of how they are being managed in different areas of the UK. The rest of this document considers the impact of migration on public services in the light of the evidence presented at the MIF.

Since June, the MIF has received presentations and discussed the impacts of migration on crime and disorder, employment, education and children's services. Presentations at these meetings have featured many constructive partnerships forged to meet specific local challenges, for instance websites to share information and good practice which are accessible to a range of local practitioners and local employers working with trade union branches to develop tailored in-house English for Speakers of Other Languages (ESOL) courses for employees.

Many of the other examples of good practice and collaboration between local partners in managing and understanding the impacts of migration in this document have come to our attention through the work of the MIF. The MIF will complete the round of themes which it was first convened to consider in June 2009, when it will discuss health and social care.

Migration Impacts Committee

As the Migration Impacts Forum approaches the end of the two-year cycle of themes it was set up to consider, the Government believes it is time to reconsider its role. We want to build on the work the MIF has already done and further strengthen the Government's analytical capacity on migration issues.

Therefore, we will be proposing a consultation on bringing the MIF to an end and replacing it with a new Migration Impacts Committee (MIC) to provide independent advice and evidence to the Government on the impacts of migration.

The aim of the new structure would be to combine the professional credibility and academic robustness of the Migration Advisory Committee with lessons learnt from the day to day experience of frontline migration practitioners. We believe this will provide the Government with accurate, relevant and timely advice on migration impacts, which has been undertaken by independent experts with advice from practitioners. It should significantly enhance our evidence base and analytical capability on the local impacts of migration while continuing to provide the Government with advice from experienced practitioners.

The consultation will seek to establish with stakeholders – including current MIF members – how this might best be achieved.

It is important to ensure that there remains a direct dialogue between frontline practitioners and national policy-makers. One approach might be to reconstitute the National Migration Group – which currently brings together frontline practitioners from all the UK regions, and draws on the expertise of local services represented on the regional strategic migration partnerships – to include direct discussions with ministers as appropriate.

Housing

Migration does have an impact on demand for housing and household growth in the UK. The actual contribution of net international migration to the growth in households over the next few years could turn out to be lower than the latest 2006-based household projections suggest³. Net migration is estimated to account for around two-fifths of household growth. However, we believe the effect of migration on household growth has now peaked and the set of 2006-based figures does not take account of more recent trends which indicate a slowdown in migration in-flows. This will not be apparent until the next set of projections (2008-based). The ONS produces variant population projections which demonstrate the sensitivity of the projections to key assumptions, including migration. Applying the low migration population variant to the household projections shows a lower average annual growth in households.

³ <http://www.communities.gov.uk/housing/housingresearch/housingstatistics/housingstatisticsby/householdestimates/>

Moreover, recent research commissioned by CLG, explores whether housing is behind the persistence of economic outcomes across the UK regions, and contains some analysis on the relationship between international migration and growth in house prices – it concludes that the direct effects of immigration on house prices are relatively small⁴. CLG will be conducting further research into the relationship between household growth and house prices to increase our understanding of these findings.

The research also shows that the effects of migration on house prices are diffused over the regions. Since a high percentage of migrants are likely to settle in London at least initially, the largest effects on house prices are likely to be in this region. However, house prices also rise to a smaller extent in other regions. This is because migrants settle outside London and as prices go up in the capital, some move out to the surrounding regions.

The public debate about migration and housing continues to be focused on access to social housing. There is no evidence to suggest that migrants gain priority over other residents for social housing – in fact they make up only a small percentage of those being allocated social housing in England. This is supported by the findings of the independent Equality and Human Rights Commission and Local Government Association review into social housing which shows no evidence that social housing allocation favours foreign nationals over UK citizens. In 2006/7 we estimate that about 6 per cent of new general needs lets of social housing in England were made to foreign nationals.

The private rented sector (PRS) continues to be the sector where the vast majority of new migrants are housed. In June, we explained the concerns that had been raised with CLG by local authorities and others about migrants living in houses in multiple occupation (HMOs) or in poor condition in the PRS and announced our intention to examine these issues in more detail.

In October 2008, the Centre for Housing Policy at the University of York concluded their review of the PRS – *The Private Rented Sector: its contribution and potential*. The wide-ranging review examined the effect that migration has had on the sector. It concluded that the effects of migration on the PRS vary from place to place according to the 'tradition' of the area in absorbing migrant households. In some areas, migrants have filled housing in low demand, in others properties may have been used more intensively for example as HMOs.

The review concluded that local authorities already have significant regulatory powers under the Housing Act 2004. It also stressed that it is too early to draw conclusions about the efficiency of the regulatory regimes set out in the Housing

⁴ Geoffrey Meen and C. Nygaard's paper *Housing, Migration and Regional Disparities* (due for publication shortly)

Act 2004, as these are still being implemented. It was clear that authorities must do more to complete the mandatory licensing of the larger, higher-risk HMOs in their area and to identify and prioritise those they consider to be ‘problem’ properties.

However, the review highlighted some areas where government could consider doing more to ensure that problem private renting is identified and dealt with. These included introducing a licensing scheme for all private landlords, accompanied by an effective system of redress in the form of a national register of landlords. It also suggested that government should re-examine the criteria for the selective licensing of all privately rented property in designated areas. CLG will be bringing forward a consultation paper in response to the review. The consultation will seek views on reviewing the criteria for selective licensing outlined above to ensure that there is greater flexibility for local areas to deal with problem privately rented properties in their area.

We have also commissioned the Building Research Establishment to carry out a review of the HMO licensing provisions, which is currently looking at the practical implications, effectiveness and the impact of the licensing regime since its implementation. It is expected to conclude in April 2009 and we will consider any further recommendations this makes about the better regulation of HMOs.

In addition to the licensing of HMOs, the Government is aware that particularly high concentrations of dwellings in group occupation can lead to problems in some areas and communities. That is why we commissioned research to identify good practice in areas that manage to cope well with high concentrations of HMOs. The research tested whether these ideas could have a wider application in those areas which have difficulty with such issues. It also considered whether planning policy is a suitable lever to tackle these problems.

Following the publication of the research⁵, the Government is to consult on possible changes to the Use Classes Order in relation to HMOs. This consultation is likely to be published alongside our response to the review of the private rented sector, and together with the BRE review of the HMO licensing provisions, represent a full consideration of all the powers available to local authorities to regulate existing HMOs and the creation of new HMOs in their local area.

⁵ *Evidence Gathering – Housing in Multiple Occupation and possible planning responses* (ECOTEC September 2008)

The Canopy Housing Project in Leeds provides accommodation, training and support services for vulnerable and disadvantaged adults, including migrants and refugees. The project provides opportunities to learn building, electrical and plumbing skills, as well as contributing to the regeneration of some of the most deprived areas of the city.

The project obtains derelict properties from Leeds City Council, local housing associations and arms length management organisations on long-term lease arrangements and refurbishes them to create, decent, affordable social housing. Staff and service users work together to refurbish the properties, which are then let to one of the service users involved in the project.

The principle of self-help, personal empowerment and team work is integral to the work of Canopy, with service users being heavily involved in the design, planning and implementation of renovation work. The project reflects the objective of building the capacity of vulnerable people to live independently and to exercise choice and control over their lives. Service users are able to acquire a wide range of construction skills, which boosts their confidence and self-esteem, but also enhances their opportunity to secure employment.

Canopy is acquiring and renovating properties for refugee families in Beeston, a neighbourhood in Leeds with a lot of vacant properties and a growing refugee population. Young volunteers from disadvantaged backgrounds are working alongside refugees to refurbish derelict properties. Refugee volunteers who take-up the tenancies offered by the project are linked with a trading arm that Canopy is developing, so the skills they have gained can be used to secure permanent employment in the housing construction industry.

The project also promotes refugee community development activities through supporting Refugee Community Organisations in the area. Through these partnerships, they are developing a toolkit of good practice and making a film to share their experiences and promote positive images on how new and long term resident communities can work together in reviving deprived neighbourhoods.

Other areas have taken different but successful approaches to managing refugee housing. The London Borough of Enfield has had a long relationship with UKBA, which has grown as a result of the housing of asylum seekers in the borough.

As part of reviewing asylum cases in 2008, over 150 households in Enfield were granted leave to remain. The subsequent joint approach to tackling the housing issues faced by the new refugees, resulted greater co-operation between UKBA and the council including the embedding of a UKBA field intelligence officer as part of the council's housing service. This new approach has greatly improved the exchange of information and the mutual understanding of issues. This in turn has resulted in improved service and financial planning and an increasingly accurate approach to enforcement activity.

Homelessness support

While the vast majority of migrants find accommodation and a job, a small number of migrants become homeless and, in the worst case, end up on the streets. The Government has renewed its commitment to end rough sleeping by 2012. Tackling rough sleeping particularly by A10 nationals, will be critical to our success.

A survey by Homeless Link⁶, published on 9 February 2009, suggests that rough sleeping by A10 nationals is increasing with this group making up 25 per cent of London's rough sleepers compared to 18 per cent a year ago. At present this mainly affects London but there are emerging problem areas outside the capital.

We have invested in an extensive information campaign in accession state countries to discourage those who are unlikely to be able to find work from coming to the UK in the first place. Nonetheless, a limited number of people do come unprepared and find they are unable to get a job or they see their arrangements fall through. As a result they may end up sleeping rough on the streets.

As part of our £200 million investment to tackle homelessness over the next three years, CLG has provided an additional £300,000 this year to support four London local authorities to help tackle rough sleeping by A10 nationals. These authorities, working with their voluntary sector partners, have helped destitute A10 nationals to travel back to their own countries in cases where they are unable to find work. The City of Westminster, the borough most affected, has helped around 600 individuals return home.

The Government published its new rough sleeping strategy in November 2008⁷. This signals the Government's intent to work with its partners to end rough sleeping by 2012. A significant action in the strategy is to step up efforts across government and with local partners to tackle rough sleeping among new migrant populations, in particular through the rollout of UKBA's new local immigration teams.

⁶ www.homeless.org.uk/policyandinfo/issues/EU10s/repeatsurvey/

⁷ *No One Left Out – Communities ending rough sleeping*.
www.communities.gov.uk/publications/housing/roughsleepingstrategy

CLG and UKBA are committed to close joint working to minimise the risk that migrants end up sleeping on the streets. This work will focus on:

- strengthening joint working at national and local level
- improving communications and disseminating information on potential sources of help, such as the provisions of Schedule 3 of the 2002 Immigration Act which enable local authorities to reconnect migrants with their home country and UKBA resettlement schemes for non-EAA migrants
- action to tackle anti-social behaviour among migrants, and further work with the East European embassies
- mitigating the risk that the case resolution process will increase homelessness
- closer working with stakeholders such as the national network that supports local authorities in addressing the challenges they face in managing the support needs of migrants with no recourse to public funds
- sharing information, guidance and best practice to help coordinate responses, and
- liaison on roll-out of UKBA's local immigration teams, which will be operational in every part of the country from early 2009 with complete coverage by 2011.

Schools

The impact of migration on schools varies significantly in different places. In primary schools, pupil numbers have been falling for several years and there is a high number of surplus places – around half a million nationally, which is 12 per cent of total capacity. In secondary schools there are currently 299,000 surplus places which represent 9 per cent of the total capacity. These spare places should mitigate against any additional demand resulting from immigration in the short to mid-term and ensure migration does not put pressure on access to school places.

In some places, schools have seen a significant rise in the number of pupils with English as an Additional Language (EAL). Overall – in both primary and secondary schools – EAL pupils represent 12 per cent of the school population. A very small number of primary schools – 3.4 per cent – have 70 per cent or more pupils with EAL but not all of these pupils are migrants. The Government recognises that there are not enough specialist EAL teachers in our schools to respond to this need, so we have commissioned the Training and Development Agency for Schools to devise an implementation strategy to provide continuous professional development and qualification routes for senior school leaders, teachers and support staff which will be launched in autumn 2009.

We also continue to provide support for schools through the New Arrivals Excellence Programme and our Exceptional Circumstances Grant. Four authorities have qualified for the grant in 2008–09: City of London, Barking and Dagenham, Peterborough, and Blackburn with Darwen. Nationally, pupil numbers fell between January 2008 and September 2008, with only five local authorities seeing an increase, each of less than 1 per cent. The proportion of pupils with EAL increased nationally by only 0.6 percentage points, with most authorities having increases of less than one percentage point. The four authorities that qualified for the grant had increases of more than 2.5 percentage points.

Health

Migrants who come to the UK to work or settle here are entitled to register with a GP practice and to receive free hospital treatment. However, if migrants do not access primary healthcare appropriately it can have an impact both on public health generally and on demand for accident and emergency and other hospital care such as maternity services. There are many different categories of foreign nationals for immigration purposes and the Department of Health in England and UKBA are currently considering the rules governing access to the NHS by this larger group.

The Department of Health is supporting the public health teams in government offices with seed funding to assist them in engaging with and representing migrant health issues at regional strategic partnerships. Research has been undertaken or is underway; and cross-regional groups bringing together primary care trusts have now been set up in most government office regions. The Department of Health has also commissioned a primary care service framework for vulnerable migrant populations. This will be issued later in the year. The framework can be used to assist primary care trusts to design new primary care services where none exist or to adopt or add to existing ones to make them more accessible in areas with new arrivals.

Most migrant workers in the UK are fit and healthy and do not represent a substantial burden on the NHS. However, tuberculosis (TB) continues to pose a public health threat to the UK population and the Government is taking steps at home and abroad to address it. The majority of cases of active TB in the UK are most likely as a result of infection overseas.

In order to continue to manage this threat, the Government will extend, for a further 12 months, its pilot programme of pre-entry TB screening for migrants from those named targeted countries where high prevalence levels of the disease exists. This will continue to complement existing on-arrival TB screening arrangements at major ports. As a direct result of such pre-entry screening, 124 cases had been detected by October 2008.

Crime and policing

At the national level, UKBA's *Enforcing the Deal* outlined the Government's commitment to establishing immigration crime partnerships across England and Wales. Under a strategic partnership agreement between UKBA and the Association of Chief Police Officers immigration crime partnerships are continuing and increasing in strength. Specific Immigration Crime Teams (ICTs) have been tested as a new way of working in three areas: London, the East Midlands and, more recently, the north-east. They combine police and immigration officers and focus on dismantling organised crime networks; tackling organised immigration-related criminality; and providing an immigration solution to those who are committing crimes while in the UK illegally.

During 2008/9 ICTs will have instigated in excess of 2,300 prosecutions including:

- four Chinese males convicted of facilitation, having cheated the 'knowledge of life' test as part of the citizenship process. They were sentenced to eight months imprisonment
- an Ivorian national was convicted of possession of seven forged French identity documents with intent to supply. He was sentenced to 18 months imprisonment and recommended for deportation
- the identification and arrest of a sex offender with a previous conviction for rape who was due to be released from psychiatric treatment. He was detained for removal as a visa overstayer
- an Albanian national due for release after serving six years for controlling a child for prostitution had planned to live back in his local borough. He was removed back to Albania, and
- a man was arrested for possession of counterfeit documents and sentenced to 16 months imprisonment. He will be removed from the UK once sentence complete.

At the local community level, the National Policing Improvement Agency (NPIA) Citizen Focus and Neighbourhood Policing Programme have produced a number of guides that support neighbourhood policing teams to respond to the needs and challenges of migrant and emerging communities. These include:

- Neighbourhood policing in rural communities
- Neighbourhood profiles guide
- Business communities guide
- Emerging and incoming communities guide.

Additionally, the NPIA has provided support to the Migrating Communities Group – a multi-disciplinary group established initially by police forces in London and the south-east but now including representatives from the Serious and Organised Crime Agency and the UK Human Trafficking Centre. Meeting quarterly, this group allows the sharing of effective practice around community engagement, problem solving and local force or organisation initiatives among colleagues and other interested agencies such as the Gangmasters Licensing Authority.

The Government has also completed its review of EEA criminality and, as a consequence, will:

- reduce the deportation referral threshold for EEA criminals from 24 months imprisonment to 12 months where they have committed drugs, violent or sexual offences putting them in line with non-EEA nationals, and
- target and deport low-level persistent foreign offenders who cause harm in the community but have not been given a prison sentence, for example those on community service but over a period have continued to reoffend.

In December 2008, the Government also published its response to the Magee Review of Criminality Information (accepting in principle many of the recommendations) and it continues to improve the exchange of criminal records across Europe, aiming to prioritise the exchange of criminality information for employment vetting and barring and immigration purposes in any new agreements.

Local immigration teams

Over the next three years, UKBA is establishing new local immigration teams (LITs) to serve every community in the UK. These teams will work in partnership with the police, other agencies and local authorities to enforce immigration law and to help make the agency more accountable to the public. They will manage relationships between UKBA and its local partners to ensure a local approach to the impacts of migration.

Nine have already been rolled out and more are set to be rolled out over the coming months, with total coverage by December 2011. Each LIT will gather and manage intelligence effectively to combat immigration crime, track down immigration offenders and undertake workplace enforcement to tackle illegal working. They will work closely with partners, including the police, to deal appropriately with offenders, identifying and recognising the level of harm they cause in a community.

The role of LITs will also be to support the effective integration of those granted refugee status, citizenship or right of stay in the UK into their new communities.

LIT managers will have a key role to play to ensure liaison with local services is working effectively. This approach to increasing local accountability has been strongly informed by the successful approach to neighbourhood policing and the work of crime and disorder reduction partnerships (CDRPs).

Cambridgeshire police's Community Cohesion Unit (CCU) was established in January 2007, consolidating previous work to build a rapport with migrant and other community groups. In recent years, migrants from Eastern Europe have come to the area to work in local food processing, farming and service industries. There are also a significant number of Kurdish and Iraqi refugees.

The unit comprises officers and police community support officers (PCSOs) from a variety of ethnic backgrounds with particular cultural and language skills, including Urdu, French, Czech, Russian, Slovakian, Polish, Lithuanian, and Portuguese. Cambridgeshire Constabulary has actively sought to recruit PCSOs and police officers from the ethnic groups who are part of the local city community.

The unit provides regular support to neighbourhood policing teams and the CID, including reassuring victims and acting as a link with investigating officers. This has helped to improve understanding of, and cooperation on, investigations and has helped to speed up procedures. Officers have also been able to encourage reporting of hate crime and exploitative employment practices, and have assisted with enforcement action by the Gangmasters Licensing Authority.

The CCU also supports the Safer Schools Partnerships in two local schools. For example, at the Thomas Clarkson Community College in Wisbech, the unit holds regular surgeries with students from many different faith and ethnic backgrounds. As well as the benefits of tackling crime and antisocial behaviour, this initiative has been recognised for improving community cohesion, building a stronger sense of citizenship among students, and increasing quality of life and opportunities for young people, their families and the wider community around the schools. A recent project has involved students working on the restoration of the building and grounds of Leverington Cemetery.

The unit's regular surgeries at New Link, Peterborough Council's help centre for migrants, have added value to mediation procedures and helped to overcome negative impressions of the police, as those who have been helped by their work at New Link tell their friends and families of the positive experience they have had, thus encouraging others to make contact.

The CCU works closely with Peterborough Council's hate crime coordinator. Roadshows at accessible and visible locations in the community, for example the local supermarket, mosque social centre, the main shopping mall in Peterborough and busy public spaces such as the Cathedral Square, have raised awareness of what is being done to tackle hate crime and encouraged reporting. A 'Stop Hate UK' reporting line also operates round-the-clock.

Neighbourhood policing has been fully introduced in Peterborough, with neighbourhood panels meeting on a quarterly basis. These panels comprise members of the local community and take a key role in identifying local priorities and concerns. Within this framework, there are targeted days or weeks of action, where multi-agency teams work together on a small area – sometimes just one street. Resident surveys are regularly carried out and CCU staff play an important part in helping foreign nationals to participate, thereby increasing understanding and reducing tension between neighbours.

Local partnership working and the Migration Excellence Programme

Over the past year, the Migration Excellence Programme has been managed by the Improvement and Development Agency (IDeA) and funded by CLG. Its objectives have been to develop migration best practice and learning, and to support capacity-building in selected councils which had faced particular migration pressures in their local communities. A range of resources has been developed for these councils, who have also benefited from the support of member, officer, voluntary and community sector peers.

The programme concluded in October 2008 with a national conference. The purpose of the conference was to disseminate lessons learnt from the programme and its 11 support projects with councils and to promote the resources it has created for others to take the work forward.

The legacy of the programme includes a pool of accredited peers, who can be called upon for advice and support by other local authorities looking to tackle specific migration challenges which they face.

Outputs of the programme include:

- good practice report and guidance for those producing migrant information packs
- development of a pool of 25 accredited peers
- a range of published material, including an learning document which draws out a range of lessons from the programme, and 12 case studies from the individual migration support projects

- various online resources have been developed during the course of the programme, including Ealing's guidance on the provision of English as a second language; online training support for frontline staff produced by King's Lynn and West Norfolk; East Lindsey's awareness raising presentation for councillors; Suffolk's work on tenants housing advice and employment advice to migrant workers; and various other tools and resources, all of which can be accessed and adapted to the specific needs of individual local authorities wishing to take forward similar work, and
- development of a Migration Community of Practice. This online facility provides migration practitioners with a discussion board and document access.

The programme has demonstrated the importance of using local knowledge while drawing upon best practice and on the expertise of local authorities to benefit the community. There is no one size fits all approach, migration issues and needs vary considerably from area to area. A clear vision and strong local leadership play a vital role in securing buy-in, support and awareness in driving forward work to address the local impacts of migration.

An evaluation of the programme has been undertaken and findings suggest that peer support has increased knowledge and understanding of migration-related issues in all the councils, particularly where it has challenged councillors' views about migrants and secured agreement to making strategic changes. The programme also increased leadership capacity and capability in responding to migration impacts. This has been through increasing awareness of the issues and political support and understanding of problems and their solutions.

Outputs and outcomes produced by the programme can be largely attributed to the programme's peer support and consultancy. This has influenced changes in practice, for example, starting enforcement activities on HMOs to improve migrant living conditions (West Wiltshire). It has also helped to shape new or reinvigorated partner arrangements such as, bringing council staff together to share information (Southampton); and bringing councils and local service providers, and community groups together (Ealing, East Lindsey, and Humber Improvement Partnership). Some areas have reported that partnership members feel that participation has been revived. The programme has led to new or reinvigorated action plans including, an area cohesion action plan for West Norfolk that the LSP will be supporting; forum action plans on employment and housing in Suffolk; and plans for tension monitoring in the Humber partnership councils.

Allerdale Borough Council: Delivering renewed momentum behind a partnership response

Allerdale Borough Council in Cumbria has experienced a modest but noticeable increase in migrant workers, accompanied by concerns about housing and anti-social behaviour. Some mapping of migrant workers had been undertaken by the council and the West Cumbria equality and diversity partnership, but the initiative had ended there.

With support from the Migration Excellence Programme, migration-related issues are now being informed much more by dialogue with migrants themselves. A local community group, the multicultural service in Maryport, which had links with migrant workers, ran focus groups to identify their concerns. The main issues were about housing, access to information and limited opportunities to learn English. Following these focus groups the IDeA facilitated workshop sessions with the equality and diversity partnership to review their role and agree priorities.

The West Cumbria equality and diversity partnership is drawing up an action plan for the area's response to new migrants. In addition the council is clearer about the work of groups in the area addressing issues for migrant workers and the partners have made links with migrant workers through the community group. By listening to migrants, partner members were able to find out directly about needs.

Details of the 12 case studies and all of the resources produced by the Migration Excellence Programme, including the evaluation report, can be accessed from the IDeA Knowledge website www.idea.gov.uk/migration. CLG will be discussing with IDeA some follow-up work to see how the councils who participated in the original best practice work have been able to use the lessons learnt. Support for local authority capacity building is also available through the regional improvement and efficiency partnerships funded by CLG.

Fund to manage the transitional impacts of migration

The Government continues to provide a fair funding settlement to local services. Local authorities will receive an average 4.2 per cent cash increase per year over the current settlement period. However, we accept that migration can bring short term funding pressures. In February 2008, we announced our intention to collect funds from key groups of migrants to contribute towards the transitional impact of migration on public services in local areas.

We are creating the migration impacts fund which will be made available to public services to promote innovative ways of managing these pressures and support their local communities. Local authorities and schools, colleges, police and the NHS will all be eligible to receive funding.

The fund will be paid for by increases to migrant fees and will operate for the next two years. It will provide £35 million for 2009/10 and – subject to a review in the autumn of the economic position and the migrant fees being received – a similar amount in 2010/11. The fund will be targeted at migration-related pressures identified by local areas through their local strategic partnership (LSP) and by their regional government office.

All regions of England will receive a proportion of the fund, with the amount each receives weighted towards regions where international migration has had the greatest impact. These weightings are based on ONS population projections showing levels of inward migration to each region as a proxy for the impact of international migration, with consideration also given to the experience a region has in dealing with migration. The table below illustrates how much funding this gives to each government office region for one year.

Total fund size for UK	£35,000,000
Fund for England	£29,322,000
North-east	£1,389,863
North-west	£3,606,606
Yorkshire and The Humber	£2,929,268
East Midlands	£3,034,827
West Midlands	£2,873,556
East	£3,568,487
London	£5,653,282
South-east	£3,269,403
South-west	£2,996,708

Scotland, Wales and Northern Ireland will receive £2.973 million, £1.727 million and £0.978 million respectively from the Migration Impacts Fund. This allocation has been determined according to Barnett principles and the devolved administrations will determine how these amounts are allocated.

We are not ruling out any activities from receiving funding so that local areas have the highest degree of flexibility possible to respond to their local circumstances. However, proposals for funding must be able to demonstrate that they are directly targeted at managing pressures on public services, to the benefit of the settled community where those pressures relate to the transitional impacts of migration. Examples of the type of project this fund could support include:

- Most migrants live in privately rented housing. A minority of landlords offer poor quality housing to vulnerable and transient populations, including migrants. Local authorities have adequate powers to deal with this issue, but some authorities report a lack of initial capacity to commence enforcement. Once selective licensing and enforcement activity around HMOs has started to operate they should become self-financing, as fees will be charged. Therefore the fund could assist in starting selective licensing of the private rented sector, and subsidising inspections for enforcement of HMO provisions
- The ability to speak English is critical for migrants integrating into their local communities, maximising their contribution to local economies and ensuring they do not place undue burdens on local services. Therefore the fund could be used for ESOL provision targeted at migrants and complementary to existing ESOL provision. We consider this a more effective long-term solution than using the fund for the translation of leaflets
- The fund could be used for campaigns/projects designed to increase GP registration among migrants, and to reduce numbers of migrants inappropriately attending accident and emergency services
- Migrants are more likely to be the victims of crime than the perpetrators. However, some offences such as absence of driving documentation, and non-use of seat-belts are more prevalent among migrants. The fund could be used for community safety campaigns, targeting migrant groups on these issues, and
- Where there is a significant turnover of pupils in schools, local children's services can find it difficult to support transient families. The problem can be particularly acute in rural areas, where support staff for migrant children are more geographically sparse. The fund could be used for peripatetic support teachers and children's services.

These examples are for illustration only. We encourage local services to bring forward innovative proposals for how this fund could be spent to manage the migration pressures in their local area, working through their local strategic partnership and in collaboration with their regional government office. We would encourage proposals that benefit a number of public services.

Government offices will be writing to LSP chairs shortly to alert them to the fund and to provide details on how to access it. Government offices will commission LSPs to come forward with proposals on how the fund could be spent. All LSPs have the option to submit a proposal for allocation of an amount of the regional fund should they feel they have an innovative scheme supported by locally drawn evidence of pressure on services from migration and can show how the scheme will benefit the settled community. Schemes may also involve voluntary and community sector partners.

There are many common themes around migration impacts across the country. Therefore it is important for local service providers to work with government to exploit opportunities for collaboration, and to share experiences and best practice.

Chapter Three

Managing the impacts on communities

Cohesion

The national picture on cohesion is positive. Evidence suggests that cohesion in the UK continues to improve. Latest data from the national Citizenship Survey⁸ covering April to September 2008, found that:

- 82 per cent of people perceived their community as cohesive, agreeing that their local area is a place where people from different backgrounds get on well together, an increase from 80 per cent in 2003 and 2005
- 76 per cent of people felt they belonged strongly to their neighbourhood, an increase from 70 per cent in 2003
- Overall, 81 per cent of people mixed socially at least once a month with people from different ethnic or religious backgrounds, either at work, at a place of education, through a leisure activity, at a place of worship, at the shops or through volunteering.

We cannot be complacent about these trends continuing during an economic downturn. It is not the downturn itself that impacts upon cohesion. However, where consequences of the downturn combine, for example, unemployment rising at the same time as rising crime and anti-social behaviour, this might make communities more vulnerable to cohesion problems.

That is why we are:

- working with the government offices and local areas to ensure our tension monitoring is effective
- mapping those areas where significant job losses, crime and antisocial behaviour may combine to produce cohesion challenges, and
- engaging faith communities early in thinking about the impact on them and how they can help. We discussed the economic downturn at the November 2008 meeting of the Faith Communities Consultative Council, and it will be among the issues raised by ministers when engaging with faith communities.

⁸ www.communities.gov.uk/communities/racecohesionfaith/research/citizenshipsurvey/quarterlystatisticalreleases/

Cohesion varies from area to area depending on how specific local factors combine. Research indicates migration on its own does not have a negative impact on cohesion but it can do so in places where it combines with deprivation and/or a lack of experience of migration.

This local variation is why we are continuing to focus support on those areas where cohesion issues have already been identified. We have already:

- allocated £34 million as part of the area based grant over the next three years to 92 local authorities most in need of support to tackle particular areas of tension
- invested £7.5m to support the development of interfaith activity, and
- contributed £4.5 million to help schools and others offer positive activities for young people.

More than 90 local authorities have made a commitment to cohesion as part of their local area agreement (LAA). In addition, we are supporting local areas to improve community cohesion in a number of ways.

Supporting local authorities

The Cohesion Delivery Framework brings together guidance for local areas under a single banner. This provides local practitioners with flexible, up to date, organised guidance to enable them to deliver tailored responses to cohesion locally. The framework has three elements: the overview document; specific guidance for local authority practitioners; and the single portal for good practice examples.

The overview provides advice to local authorities, such as those working in areas which have selected cohesion priorities in their local area agreements, on how to analyse the issues for cohesion in their area and develop a plan of action. It was published on 21 July 2008 and has received positive feedback from practitioners⁹. Guidance for local authority practitioners is also available¹⁰.

Our two most recent pieces of guidance, published on 6 January 2009 were on how local areas can encourage meaningful interaction between people from different backgrounds¹¹ and encourage a greater sense of local belonging¹². The former suggests ways in which local authorities can encourage mixing between different groups, including existing residents and migrants. By meaningful we mean that contact would go beyond that of casual greeting, that people would have the opportunity to learn more about each other.

⁹ www.communities.gov.uk/publications/communities/cohesiondeliveryframework

¹⁰ www.communities.gov.uk/communities/racecohesionfaith/communitycohesion/cohesionpublications/

¹¹ www.communities.gov.uk/publications/communities/meaningfulinteraction

¹² www.communities.gov.uk/publications/communities/senseofbelonging

We have a wider programme to encourage more meaningful interaction because we know that areas that display high levels of meaningful interaction have high levels of cohesion (as measured by the Citizenship Survey). We also know that meaningful interaction helps to breakdown stereotypes and prejudice. In addition positive feelings that are engendered about one person are transferred to the group that person represents.

We will also be working over the coming months with housing associations and the voluntary and private sectors to promote meaningful interaction. The key message is that the best way to build bridges between people is for them to work together on genuinely shared interests or issues. For example, planning and contributing to a street party can do as much to build cohesion as the actual party itself. But the interaction should arise naturally out of the activities people undertake, rather than being a pre-determined goal.

The single website available from the Institute for Community Cohesion website and went live on 16 October 2008¹³.

Specialist cohesion teams

In June, we announced that specialist cohesion teams (SCTs) would provide support to local authorities who are experiencing cohesion challenges following rapid change. Pilots have been undertaken in two local authorities, Breckland and Barnsley.

Breckland and Barnsley are very different places, each with their own unique cohesion challenges. In Breckland, the pilot is focused on addressing challenges which stem from recent migration from Portugal and Eastern European countries, and the impact that this is having on community cohesion. In Barnsley the focus is on improving the capacity of agencies to promote community cohesion, and developing the council's role in communicating positive cohesion messages in all that they do. Breckland and Barnsley also have different administrative reporting structures.

The pilots commenced in July 2008 and ran until January 2009. The evaluation reports on both areas will be published in spring 2009.

¹³ www.cohesioninstitute.org.uk/search/Pages/GoodPractice.aspx.

Breckland specialist cohesion team

The Breckland SCT focused on the impact that migration is having on community cohesion in the district of Norfolk. The Breckland SCT comprised three local improvement advisors, government office East of England officials, officers from Breckland District Council, and Norfolk County Council. The team also worked collaboratively with colleagues from local government (IDeA).

Breckland is one of the largest rural districts in England, covering over 1,305 square kilometres, and is one of the most sparsely populated (0.9 people per hectare). There is a dispersed settlement pattern across the district with 50 per cent of the population living in the five market towns – Attleborough, Dereham, Thetford, Swaffham and Watton. The other 50 per cent are spread across 107 rural parishes that vary in size from a population of 20 in Stanford to 2,932 in Scarning – over half having a population of fewer than 500.

Breckland is also one of the fastest growing areas in England; the population is 128,300 (according to the latest population figures) and is estimated to have grown by more than 12 per cent since 1991, compared with a national average of 2.5 per cent. Growth is predicted to increase by a further 4.9 per cent by 2012. There are a growing number of residents moving to the district mainly, from Europe (specifically Portugal and more recently the A8 countries) which is not reflected in census data.

Retail, distribution, catering, farming and manufacturing are key economic activities in the district. Although unemployment is relatively low, below 2 per cent for much of the last decade, some of these employment sectors are in decline. Some of its wards are among the most deprived in the region, and there are a relatively large proportion of young people particularly in Thetford entering the job market. To respond to these trends the council's regeneration and economic development activity focuses on attracting high value technology and skilled employment opportunities.

The objective of the SCT was to develop a clear set of actions to enhance community cohesion in Breckland, and which are collectively owned by all sections of the community. The intention is that the agreed actions will lead both to an improvement in service delivery which can be appreciated by all sections of the community and will help to build a stronger community where all people feel that they are respected and that they belong.

Outcomes

The team established a clear line of communication with key stakeholders in the area, including the VCS and Breckland LSP, and agreed with them the terms of reference for the programme of work, which has achieved the following:

- SCT members reviewed all of Breckland and Norfolk's existing documents which relate to cohesion and migration and produced a report which outlines where improvements could be made
- the team has also interviewed over 30 community and voluntary sector workers for their views on how community cohesion and service delivery could be improved locally
- workshops were run for representatives from a variety of migrant community groups and service providers, and
- input from strategic leads was collated and will add to the perspectives of leaders and service managers about how they translate policy into practice.

This review utilised the IDeA's cohesion benchmarking tool to review cohesion and migration policy and practice in Breckland.

A final report is currently being prepared on the basis of work undertaken to date and will be published in spring 2009. All stakeholders will be asked to advise on how they will contribute to delivering against the recommendations made in this report.

An independent review of this pilot began in February 2009. The evaluation has three main aims:

- to assess whether the SCTs in Breckland and Barnsley are meeting their core objectives
- to evaluate the usefulness of the Process of Engagement document, specifically the extent to which it is transferable and useable in a wide range of different local authorities, and
- to provide transferable learning to inform the development of SCTs in other localities by identifying good practice along the lines of what does and does not work.

The legacy of this pilot

Although the formal evaluation of this programme has not yet been published, there are a number of benefits which are already arising from the process to date. The legacy of the SCT pilot includes:

- strengthened capacity of councils to support peer to peer mentoring in dealing with cohesion issues. This will have on-going benefit to those neighbouring districts sharing similar profiles to Breckland, as the learning will be able to be rolled out over a wider area
- the leadership within Breckland has developed a clearer understanding of the issues faced both by local communities and service providers as a result of the increasing migration to the area, and have received a wide range of perspectives on how these issues can be addressed
- closer involvement and clearer communication with relevant stakeholders has provided added transparency to decision making, and
- this has supported the development of policies which should engage and benefit all sections of the community.

Subject to the evaluation, the intention is that SCT will form a 'cohesion resource' that fits into a package of local area support, and that regions can call upon via their RIEPs to help them improve cohesion.

Preventing violent extremism

Our work to support local and community partners to tackle violent extremism at the local level is also significant in this context. Apologists for violent extremism both exploit and create grievances to justify terrorism. Some of these grievances reflect the experiences of some individuals living in this country: racism, discrimination, inequalities, lack of social mobility, under employment, the experience of criminality or the experience of migration, for example. Our efforts to address these broader issues can support work to tackle violent extremism.

Strong and empowered communities are better equipped to effectively reject the ideology of violent extremism, isolate apologists for terrorism and provide support to vulnerable institutions and individuals. CLG and the Home Office have a central role in putting communities at the centre of our response to violent extremism, ensuring that individuals and groups of all faiths and all diaspora communities understand the government Prevent strategy and providing them with the support to take a stand against violent extremism.

These principles were highlighted in the Government's *Preventing Violent Extremism: a guide for local partners*, which was launched in June 2008, and

will be part of the Government's revised counter-terrorism strategy which will be published shortly. In line with these principles, CLG and the Home Office cooperate on a range of initiatives to embed the principles of the Prevent agenda into areas such as supporting refugee integration, asylum housing and earned citizenship. This work not only recognises the potential vulnerability of migrants but seeks to provide support where it is most needed, seeking to mitigate the possible risks of alienation and radicalisation.

Young people and cohesion

Since September 2008, Ofsted has inspected schools on their contribution to their duty to promote community cohesion as part of the normal school inspection process. In order to support schools in meeting the duty, the Department for Children, Schools and Families (DCSF) published guidance on the duty to promote community cohesion in July 2007 and has worked with the Institute for Community Cohesion (ICoCO) to develop a resource pack which is available from teachernet¹⁴.

School linking is one way that schools can contribute to their duty to promote community cohesion, by providing opportunities for their pupils to interact with people from different backgrounds and build positive relations. DCSF is providing £2 million of funding over the Comprehensive Spending Review period to support the roll out of the Schools Linking Network programme to schools and local authorities.

In addition, we have also combined CLG funding and DCSF funding of £12.7 million in 2009-11 for residential camps for economically disadvantaged young people. The Youth Hostel Association (YHA) will deliver these camps at which young people can discuss issues linked to community cohesion. Camps began in October 2008 and will run to March 2009. Just over 200 young people have attended so far and various groups have been involved, including children of recent immigrants and asylum seekers. Some of the topics that have already been covered to help address community tensions are: bullying; discrimination; conflict resolution; and effective communication.

Future topics being considered include: gang activity and its impact on the community; managing rivalry and conflict between two areas; celebrating diversity; reducing isolation; and improving self-worth. We will use the blueprint and learning from these test camps to determine the strategy for future camps in 2009-11. The YHA and local authorities will explore how these residential courses can capture young people's views of their communities (particularly cohesion issues) and feed these back into the heads of children's services so that these views can inform the children and young people's planning process.

¹⁴ www.teachernet.gov.uk/wholeschool/Communitycohesion/communitycohesionresourcepack/

We are also supporting the work of Media Box, which offers grants to young people to make creative media projects for film, television, radio, online, print and multi-media platforms. The Mix Mediabox strand specifically aims to support community cohesion objectives. Eight projects were awarded grants of up to £30,000 in September 2008 including:

- FastForward/Young Bristol media club which is developing an interactive computer game drawing on the experience of older members of the community
- Ulfah Arts which is working with Muslim girls in Birmingham to produce film and radio, and
- 198 Contemporary Arts and Learning, working with young people from across South London to produce a campaign around community cohesion and challenging negative stereotypes of young people.

All projects are due to be completed by spring 2009. The Mix Mediabox strand is currently being evaluated to examine the impact on community cohesion.

Integration

In June, we explained that we would take integration forward by working across Whitehall – and in collaboration with local authority partners – to develop and spread best practice. We would also consider the feasibility of a separate national agency to manage the integration of new migrants. The conclusion of our feasibility review was that there is no clear rationale for developing an integration agency. The functions it would be expected to discharge can be provided within existing structures, and the development of a new agency would not justify the cost that its establishment would entail. Instead, CLG is taking forward its lead on coordinating work across government around the impacts of migrants on local communities.

The Government is stepping up practical support for organisations helping migrants to integrate into British society. It is helping fund the creation of a new national information portal for migrant workers, which is being led by the East of England Development Agency (EEDA). The project will build on the successful EEDA pilot and will provide information about living and working in the UK, such as housing, employment rights, health provision, and schooling. It is also receiving funding from the European Social Fund with potential offers of support from other regional development agencies, regional strategic migration partnerships and local authorities.

We are also looking at how it might be practicable to bring together the wide range of support material developed by public service providers, including local authorities, the police, fire and rescue services and healthcare trusts, to provide a single, efficient source of expertise and advice for practitioners helping migrants to integrate. The emphasis will continue to be on responsibilities as much as rights.

Refugee integration

The Government has rolled out a new service to deal specifically with the integration of refugees. The Refugee Integration and Employment Service (RIES) was launched in October 2008 to provide practical help to anyone over 18 who has been granted refugee status or humanitarian protection.

The RIES offers a 12 month advice and support service helping refugees address initial critical needs such as housing, education and financial support enter long-term employment at the earliest opportunity (with at least 30 per cent helped into work within this initial 12 months); and be mentored by a volunteer from the community in which they settle.

RIES operates in each of the English regions with delivery partnerships led by the British Refugee Council (London, east of England and West Midlands), Refugee Action (south-east, south-west and north-west), the Metropolitan Support Trust (East Midlands), the North of England Refugee Service (north-east) and Leeds City Council (Yorkshire and Humberside).

In partnership with the British Refugee Council, UKBA will shortly publish a refreshed refugee integration and resettlement strategy – *Moving on together: Government's recommitment to supporting refugees*.

Moving on together is a cross-sector commitment to strengthen engagement at national, regional and local level to ensure that wherever possible, the specific needs of refugees are reflected in wider policy and delivery considerations – empowering refugees to contribute to British life.

Local leadership

The Government is not persuaded, however, that at this stage it should be consulting on a wider “high level” national integration strategy covering every type of migrant group over and above *Moving on together*.

In November 2008 the Government response to the CLG Select Committee's report on community cohesion and migration argued that in the short and medium term "guidance and capacity building support" for local government and other partners was the priority. Experience has been that the impact of new migration in particular has been overwhelmingly place-based and concentrated. A prescriptive strategy would run counter to the Government's view that "integration is a long term, non-linear process ... which should primarily take place at a local level".

Although there are limits to the applicability of other countries' experience, the Government continues to look at international comparisons to help assess what works best in helping migrants integrate. The evidence we have suggests that learning the host language and participating in the labour market remain the most important factors.

Integration case study – Shpresa Programme

Shpresa, "hope" in Albanian, is a user-led organisation in East London which works with local partners – including youth centres, refugee support groups, health and women's projects, the Women's Therapy Centre, Newham Primary Care Trust, the Refugee Council, and the School for Social Entrepreneurs – to help the Albanian community to integrate into the wider community.

Shpresa's objectives are to help Albanian nationals to:

- find work, skills and training opportunities, and get advice on accessing local services
- understand their rights and responsibilities in the UK, feel socially included and avoid isolation
- feel safe and to not suffer prejudice or discrimination, either within or outside the Albanian speaking community
- participate in community life, vote and take care of the environment
- improve their health and well-being, and
- value their heritage and the contribution it brings to the wider community.

One of Shpresa's main programmes is to support younger people and build productive relations between younger and older community members. It has developed close links to nine local schools in the area which have numbers of Albanian students. The programme aims to improve: children's English and literacy skills; attainment in their mainstream schooling; parent/child communication within the family; parent/teacher communication; and raise awareness of Albanian culture in the school and wider community.

Under this partnership, the schools offer the use of their premises and facilities free while Shpresa provides language learning, sporting and cultural activities for children, young people and women. These sessions are held after-school, during school holidays and at weekends. Over 300 children attend.

In a number of schools, Shpresa has supported parents from the Albanian community to become school governors or volunteers to help in the classroom.

Shpresa also runs weekly support groups for women. These offer practical and emotional support and provide creche facilities on-site. Women are encouraged to take ownership of the meetings and run the activities themselves, as well as getting involved in community work outside the confines of the group. This raises confidence and self-esteem. The support groups help them to find language classes and training courses, and develop tailored courses where they have established a particular demand. For instance, they offer women training in beauty and complementary therapies, enabling them to practice their skills at the groups, gain a qualification and find work.

With local partners, the support groups provide classes in English and IT skills, both with creche provision, and the opportunity to gain formal qualifications in childcare and childminding. The groups also advise them on the educational opportunities available to their children and on how to access other public services.

In partnership with Newham PCT, Shpresa has run a number of health promotion workshops for Albanian women, as well as taking the lead on some community-wide initiatives, on a range of issues such as healthy eating, healthy living, MOT health checks, cancer and TB screening, and accessing therapy. It has also promoted vaccination programmes.

Shpresa has developed specific initiatives to promote community cohesion. It plays a lead role in Refugee Week in the East London boroughs. It has taken an active part in the Newham Mayor's Show and One World Week Events, and has provided volunteers to assist other community organisations in their work. Jointly with Refugee Youth, Shpresa has run several "Mix-it Together" events, such as camping trips, where young people from the Albanian community work alongside their peers from different communities.

Shpresa has organised and taken part in many other local events in and around East London in recent years. This has brought large numbers of local residents from different faiths and backgrounds together, participating and socialising around activities such as international food stalls, music and dance performance, children's play activities and information sharing stalls. Long-standing and newer residents have thus learnt about each other's culture and background, as diverse local groups have been able to showcase their particular cultural activities and history at these events.

Speaking English

The ability of migrants to speak English is critical to their ability to interact with others, to work and to access public services. This is why the Borders, Citizenship and Immigration Bill, will lay down a radical new approach to British citizenship that will require all migrants to speak English and obey the law if they want to gain citizenship and stay permanently in Britain – while speeding up the path to citizenship for those who contribute to the community by being active citizens.

In addition, following their consultation in 2008, the Department for Innovation, Universities and Skills (DIUS) has been developing English for Speakers of Other Languages (ESOL) policy to re-prioritise provision and strengthen its role in supporting community cohesion and social inclusion.

By providing more targeted, flexible and effective services, isolated and excluded people in settled communities who have English language needs can be encouraged to access ESOL and progress their learning, as well as achieving their goals for employability, supporting their families, and being part of their local communities.

Key to the success of this policy is that priority groups are identified at the local level, where the local authority, Learning and Skills Council (LSC) and providers work together with other local partners to identify and meet the needs of the most vulnerable people in their area who need to improve their English skills.

With roll-out starting in September 2009, partners will use their knowledge of local demographics, migration and employment patterns to identify groups of people who are not accessing provision and what the barriers are, including lack of places or inappropriate provision for their needs. ESOL provision can then be tailored to meet these needs better. The new Migration Impacts Fund can also be used to support language provision in line with this approach. In response to the consultation, DIUS will set out next steps in implementing this new approach shortly, together with the details of the pathfinder areas which will be the first to take it forward.

Employment is an important factor in contributing towards community cohesion and integration. Tackling English needs in the workplace remains a priority. Poor English language skills are one of the biggest barriers to access to work, progress in employment and fulfilment of potential. For those who are out of work whose poor English language skills are seen as a barrier to employment, free provision is available to address their needs. For those in work, there is a shared responsibility for support and the cost of provision between government and employers.

Provision of ESOL to employers has real economic benefits for the employer. These benefits include reduced turnover, improved communications and productivity, more effective team-building, more effective addressing of health and safety issues and improved levels of customer service. The ESOL offer within Train to Gain has been improved so that people can be supported to achieve either a standalone ESOL qualification or to access ESOL provision as part of a learning programme leading to a vocational qualification. Further work is underway to improve the ESOL offer to employers and their employees, to raise awareness, increase take up and ensure more individuals are able to access the support they need.

Conclusion

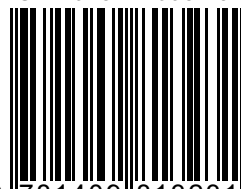
This document sets out progress against the commitments we made in *Managing the impacts of migration: a cross-government approach*. It also reflects on the changes that have taken place in the cycle of migration owing to the economic downturn and how we are going to increase our immigration controls and upskill the UK workforce to ensure that we can compete in a global economy.

As we said in June, the Government's response to migration needs to keep pace with change. We can expect further change over coming months and that is why we are strengthening our research and analytical capability so we better understand patterns of migration. The reform of the Migration Impacts Forum and the consultation on a new Migration Impacts Committee will strengthen independent advice to government on these issues.

We continue to provide a programme of support to areas managing the impacts of migration. We have introduced the Migration Impacts Fund to provide local areas with significant additional funding to build their capacity to manage migration. Longer-term we are making changes to the population statistics used to determine local funding to make them even more responsive to population change. And we continue with tailored packages of support for schools, primary care trusts and the police to help them manage change in their communities.

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