



Managing the Impacts of Migration: A Cross-Government Approach



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Foreword by Hazel Blears, Secretary of State for Communities and Local Government.



Migration to the UK is not new. The history of migration stretches back centuries. Time and again new arrivals from Europe, the Commonwealth and further afield have brought skills, knowledge and expertise to these shores, reinvigorating the economy, strengthening public services, and enriching British culture.

This country's openness to new ideas, its confidence in the face of change, and its ability to look outwards have always been key to its success.

In the last few years, patterns of migration have been changing. Migrants have come from new places – as travel has become cheaper and easier, as the economic links between our country and others around the world have deepened, and as the European Union has expanded.

This migration has the potential to be hugely beneficial to society. Migrants fill skills gaps in sectors ranging from agriculture and hospitality to science, technology and the City. Making the most of the economic opportunities is vital for our continued growth and prosperity in the future.

But we also need to be frank that the scale and pace of recent migration has had an impact in some places where local people, businesses and public services have had to adjust to change. Some places have not experienced migration before: others have not experienced the kinds of change we are seeing today.

It is important to provide support so that those places can face change with confidence, manage its impact successfully, and make the most of the huge potential contribution that new arrivals can make to the local economy, culture and society.

This document sets out how we are working together as a Government to maximise the benefits of migration and minimise the impacts at local level.

First, we are putting in place a fair and effective way of managing the flow of people coming in and out of the country; selective migration which attracts those who can bring economic benefit to the UK; providing asylum to those fleeing persecution overseas; and ensuring that those who do not have a legitimate claim to come here are dealt with fairly and effectively.

Second, we are making a series of changes to set out more clearly the expectations on newcomers: to work, pay taxes and support themselves without recourse to public funds; to learn English, and to obey the law. Citizenship or permanent residence will no longer follow automatically from staying in Britain for a number of years, instead it must be earned.

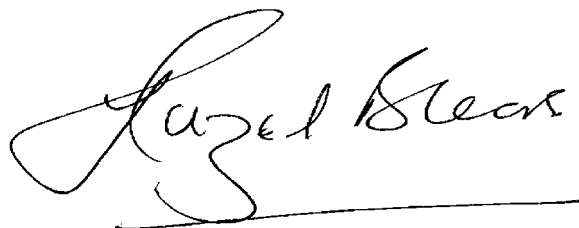
Third, we will support the places and people that are adjusting to changes in their population. Many local authorities and their partners are already rising to the challenge, finding positive and innovative ways to manage the situation. This is inherently a local challenge. Just as no two areas are identical, each place will need to find an approach that fits the local circumstances. But while there is no blanket solution, Government is committed to helping service providers everywhere deliver to the same high standard, meeting the needs and aspirations of their communities.

There is no room for complacency. That is why we have discussed with local authorities and their partners how we can work together to meet the different needs of their communities. We will continue that dialogue over the coming months. Where there is clear evidence for new powers or additional policy measures, we will not hesitate to bring them forward.

This document sets out what we are already doing to manage the local impacts of migration; what we will do in addition, responding to the needs of local communities; and the role that local government and local partners can play in taking this forward.

We will continue to welcome, support and protect legitimate migrants and help them make the best possible contribution to the UK.

Migration remains hugely beneficial to society and is vital for growth. But it is essential that we recognise and properly address the challenges that changing patterns of migration bring in order to ensure all are able to share in the benefits. That is what we are committed to do.

A handwritten signature in black ink, reading "Hazel Blears". The signature is written in a cursive style with a long horizontal line underneath.

Summary of actions

The Government is supporting local authorities and their partners in managing the impacts of migration by:

- Making available, from this year, an Exceptional Circumstances Grant of **£10 million** for schools experiencing a rapid growth in pupil numbers during the period between the annual pupil count in January and the start of the academic year in September; or a significant influx of children who have English as an Additional Language.
- Increasing the Ethnic Minority Achievement Grant for schools working with pupils with English as an Additional Language, from **£162 million** in **2004-05** to **£179 million** in **2007-08** to **£207 million** by **2010-11**.
- Providing **£200,000** to Homeless Link to co-ordinate action to reduce the numbers sleeping rough among recent EU migrants in London. This is one part of our £200 million investment in homelessness over the next three years.
- Providing **£50 million** over the next three years to support community cohesion, including:
 - tackling particular areas of tension;
 - providing positive activities for young people; and
 - supporting local cohesion projects.
- Introducing a new Transitional Impacts of Migration Fund to build capacity in local service providers and support innovative projects from 2009-10. Money for the fund will be raised through increases to certain fees for immigration applications.
- Piloting Specialist Cohesion Teams to support local authorities facing particular challenges including those related to migration. The first of these pilots will take place in the Norfolk District of Breckland.
- Developing a single online portal which will provide a regularly updated bank of good practice on promoting cohesion.
- Working with the Improvement and Development Agency to run the Migration Excellence Programme to identify and share good practice, and promote peer mentoring of local authorities.
- Developing proposals on how local authorities and their partners including the Learning and Skills Council (LSC) can prioritise public funding for English for Speakers of Other Language (ESOL) to promote community cohesion in their areas.
- Upskilling the existing workforce so that employers should not feel they have to seek migrant labour because there are avoidable local skills shortages.
- Developing a range of good practice tools to show how Neighbourhood Policing teams can identify and engage with incoming/emerging communities.

We are also considering new policy initiatives:

- Setting up an independent review of the operation of the Private Rented Sector due to report in **October 2008**. (Communities and Local Government)
- Setting up a Refugee Integration and Employment Service to provide integration services for refugees across the UK. The service should be fully operational by **October 2008**. (UKBA)
- Examining the rights of nationals from the European Economic Area (EEA) to access benefits, due to report by **autumn 2008**. (DWP)
- Examining issues surrounding criminality by EEA migrants due to report in **autumn 2008**. (UKBA)
- Examining the rules governing access to the NHS by foreign nationals. This is **continuing work**. (DH)
- The Vulnerable Worker Enforcement Forum continues to examine the nature and scale of abuse of migrant workers' rights; the adequacy of the enforcement framework and possible improvements. This is **continuing work**. (BERR)
- Publishing a Housing Reform green paper at **the end of 2008** setting out clear proposals for reform of housing services, including the impacts of migration. (Communities and Local Government)

We will ensure that our decisions are based on the best available data and evidence by:

- Using the Migration Statistics Improvement Programme to deliver improved local estimates and projections by **2010**. This **£12m** programme is being led by the Office of National Statistics (ONS), working with key government departments and local government.
- Undertaking new research to identify:
 - what drives migration from different countries;
 - the patterns of where migrants settle; and
 - for how long migrants settle.

We will provide an update early in 2009 on the progress made on the commitments we have outlined in this document.

- We will continue to involve stakeholders closely in taking forward the actions set out above and draw on the evidence and experience of the Migration Impacts Forum.

Introduction

We believe that migration to the United Kingdom brings substantial benefits to our economy and to society as a whole. Our focus is on maximising the benefits of migration while managing the associated challenges, including minimising any transitional pressures experienced by communities and local service providers.

This document sets out the Government's approach to managing the impacts of international migration locally and nationally.

We are carrying out the biggest shake-up of the UK's border security and immigration system for 45 years, including further measures to strengthen our borders with new technology and a new Single Border Agency; and introducing a new points-based system to select those most able to make a positive contribution to the UK.

We will continue to provide refuge for those fleeing persecution, as we have done for centuries. Once people are here, we are making a series of changes to set out more clearly the expectations on newcomers; to work, pay taxes and support themselves without recourse to public funds. We are also taking steps to ensure that they learn English and do not access benefits or services unfairly. We are proposing that citizenship or permanent residence will no longer follow automatically from staying in Britain for a number of years; it must be earned.

Migration brings significant benefits nationally but the precise difference that migration makes to local places and people will vary from town to town, neighbourhood to neighbourhood, and sometimes even street to street. Some local areas are more affected by change than others and some communities feel the effects of change more than others. Public concern about immigration remains, particularly about pressures on public services and impacts on the labour market.

In some places it is the pace and scale of change which have an impact on local communities and services. Other places experiencing significant migration for the first time may not have the institutions and programmes in place to help them manage that change. And for some areas, there may be further challenges to face if net migration reduces.

We want to enable all places to share in the positive benefits of migration. But this will take practical action. Local authorities, working closely with their communities and public, private and third sector partners, are best placed to manage change. And, where it is necessary, the Government is committed to providing support in three ways.

First, it is our responsibility to understand the change that is taking place in our communities. We are committed to getting better at planning for the future, anticipating shifts in migration patterns and helping local authorities prepare for them.

Secondly, we shall help public services respond in those places most affected by demographic changes, including the arrival of new migrants. We have already made specific funding available – such as additional resources for schools experiencing rapid growth in pupil numbers. We are committed to developing a new Transitional Impacts of Migration Fund to help manage the local impacts of migration. Money for the fund will be raised through increases to certain fees for immigration applications.

Third, we will support people and communities to be confident in the face of change. We have already provided significant funding for community cohesion which will help new migrants understand local customs and make a positive contribution to local life, and to break down the misconceptions that can sometimes cause anxiety or tension with the settled community. We are committed to working with local authorities and their partners to identify practical solutions and share the successful approaches that are already making a difference in many places – from local citizen days to migrant information packs.

All the funding commitments in this document apply to England only. 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 intends 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.

Early in 2009, we will provide an update on the changes made and the implementation of the actions set out here.

Chapter One: Migration – the national context

Migration to and from the UK has a long history. Following the Second World War, we experienced large-scale migration, particularly from Commonwealth nations. New migrants to the UK over the past five years make up around three per cent of the total UK population. Almost half of current population growth is driven by migration.

Data from the Office for National Statistics (ONS) in November 2007 shows that between 2004 and 2006 net in-migration¹ came from:

- 180,000 Accession 8 (A8) countries
- 100,000 other European Union countries
- 420,000 Commonwealth countries
- 260,000 other foreign nationals

Over the same period, there was a long-term net emigration of 320,000 British citizens. Poland has taken over from India as the most common non-British country of citizenship for migrants entering the UK. But there is now an increasing number of Polish people leaving the UK².

It is important to understand who migrants are and why they come to the UK. Of migrants from the new European member states (the 'A8') registered with the Workers Registration Scheme between 2004 and 2007, eighty-two per cent were aged 18-34. Being young, these migrants are unlikely to need significant levels of healthcare. Only seven per cent had dependants with them who would potentially require support from schools or other services. Overall, they are likely to be coming to the UK to work and be net contributors to the economy.

At the same time, around 5.5 million UK nationals currently live, work or study abroad and they are accessing the healthcare and other services offered in the countries in which they reside. The latest ONS estimates for 2006 (Total International Migration, November 2007 and May 2008) show that a record 400,000 people emigrated abroad from the UK. Just over half of these emigrants were British citizens (207,000). Those emigrating tended to be older than immigrants. In 2006, thirty-eight per cent of people entering the UK were aged 15-24, while just twenty-two per cent of people leaving the UK were in this age group. Just over six per cent of people leaving the UK were of retirement age, in contrast to one per cent entering the UK being of retirement age. So the overall pattern of migration has a positive effect on the proportion of people in the UK who are in work and paying taxes.

¹ Net-migration refers to the balance of the number of migrants coming into the country to live (for 12 months or more) and those leaving the country for a period of at least 12 months.

² ONS International Migration Annual Report, May 2008 based on 2006 data.

Strong borders and carefully controlled migration

In a globalised and increasingly mobile world, it is important that we have strong borders so that we can control migration and prevent illegal working.

The Government has set out plans to strengthen our borders and to target more effectively anyone who stays in the UK illegally, while maximising the benefits of migration to the UK economy and society³.

We have matched this approach to strong border controls with a new approach to carefully controlling migration from outside Europe.

Points Based System

The Government is introducing a Points Based System for migration to ensure that we select migrants with the right skills and talents to the UK.

The Points Based System will cover individuals from outside Europe wishing to come to the United Kingdom to work or study. On the basis of existing figures, we estimate the new system will cover close to 6 in 10 of non-British migrants currently coming to the UK. Other migrants include those coming to the UK for humanitarian protection, or are loved-ones of UK citizens and are coming to the UK to be reunited with their families. The new system will put greater responsibility for migrants on those who directly benefit from them, such as employers and educational establishments.

The Points Based System is designed to be flexible so that by adjusting the points, the Government will be able to keep out migrants who will not benefit the UK and actively favour those who will. We will be able to ensure that we are letting in those who meet the needs of the labour market and make a positive contribution to the country as a whole. The Government has set up the Migration Advisory Committee (MAC) to provide independent advice on where there are skilled labour shortages that can be sensibly filled by migration.

The Government has also created the Migration Impacts Forum (MIF) to provide evidence on the wider impacts of migration. The MAC will provide advice and the MIF evidence to support the Government in setting migration policy that is in the best interests of the United Kingdom.

³ In March 2007, the then UK Border and Immigration Agency published “Enforcing the Rules – A Strategy to ensure and enforce compliance with our immigration rules.”

We have set up the **Migration Advisory Committee (MAC)** an independent body of leading labour market economists to advise the Government about where in the economy migration can sensibly fill skilled labour shortages. MAC will underpin the new Points Based System (PBS) for migration to the UK by advising which skilled occupations are experiencing shortages that can be sensibly filled by migration.

Under the skilled Tier of the Points Based System (Tier 2), PBS employers will only be able to hire migrants if they have first met the conditions of a resident labour market test. The MAC will advise the Government on drawing up an Occupational Shortage List for skilled workers and Tier 2 of the PBS. Applicants for posts in these occupations will qualify for additional points under the system and employers will not be required to carry out a resident labour market test. The MAC will produce its first list of shortage occupations in summer 2008 for use when Tier 2 of the PBS goes live in the autumn.

We have also created the **Migration Impacts Forum (MIF)** a group of front-line practitioners chaired by Ministers to provide evidence on the impact of migration on public services and communities and how best they can be dealt with. The MIF provides an opportunity for direct dialogue with Ministers and sharing of best practice approaches, as well as indicating areas for Government research. Evidence from the MIF has already helped inform Government thinking on decisions such as whether the UK should review restrictions on Romanian and Bulgarian nationals, and the possible impacts of policy proposals for the new points based system for carefully controlled migration.

Through its thematic considerations, the Forum has considered impacts on community cohesion, housing and skills and will in future consider crime and employment.

Together the MAC and MIF inform how migration policy is set for the greatest benefit of the UK drawing on expert advice and independent evidence to take into account both the needs of the economy and the wider impacts of migration on communities and public services.

Once people have come to the UK they must earn the right to stay. In February 2008, the Government published its green paper, *The Path to Citizenship* setting out the journey towards citizenship. Expectations on those applying to stay in the UK as citizens are clear – they will need to “earn” their citizenship by demonstrating that they can speak a certain level of English, that they can support themselves financially and that they obey the law.

Rights and responsibilities of migrants

Migrants to the UK are expected to work, study or to be self-sufficient.

Once they are working and contributing to the economy, migrants from within the EEA and other countries may earn the right to access some benefits. Through working and paying National Insurance contributions, some benefits such as the contribution-based Jobseekers Allowance are available to migrants. However, the number of migrants accessing benefits is very low. For example, in the last four years, fewer than one per cent of applications for income-related Jobseekers Allowance, Income Support and Pension Credit have come from EEA nationals.

There are clear and fair rules that apply to migrants wishing to access benefits. Migrants must satisfy the same conditions as any other applicant in order to be eligible. In addition, in order to claim income-related benefits after arriving or returning to the UK, they are required to show that they have a right to reside and are habitually resident in the UK, Isle of Man, Channel Islands and the Republic of Ireland. Anyone who does not have a right to reside is not entitled to any income-related benefits. This prevents migrants coming to the UK for only a short period to claim benefits.

The Government is committed to keeping migrants' rights to access benefits under review. The Department for Work and Pensions is currently examining EEA nationals' rights to access benefits including:

- current benefit rules for EEA nationals so that everyone is clear about what they are and are not entitled to receive;
- the impact of those benefit rules on UK nationals and on EEA nationals; and
- future options for managing eligibility for benefits to support the aim that EEA nationals should make a positive contribution to the UK.

The conclusions of this work will be reported in autumn 2008.

Maximising the benefits of migration

Migration brings clear benefits to the UK economy. Migrants add to the working age population, help to meet labour and skills shortages, and have made a positive contribution to the strong recorded growth in GDP per head in the UK over the last ten years. The evidence also suggests that migrants on average make a stronger fiscal contribution than non-migrants. Evidence suggests that migration has had a positive impact on the wages of native workers overall, although gains at the top and middle of the earnings distribution should be set against a slight dampening of wage growth at the bottom. However, the existence of the National Minimum Wage has played an important role in

protecting the wages of low paid workers and, in fact, the lowest paid workers have seen real wage growth rates well in excess of the UK average. Our response to the House of Lords' Economic Affairs Select Committee's inquiry into migration will set out our arguments on the economic benefits of migration, the labour market and employment in detail.

Skills

A growing, dynamic economy requires that we control migration to ensure we select the talent we need, while up-skilling our existing population to ensure that employers can find skilled employees from our native workforce. That is why the Government has established the UK Commission for Employment and Skills to give employers an influential voice in shaping employment and skills provision. The Commission will reinvigorate the network of 25 Sector Skills Councils (SSCs) by ensuring that employers drive skills requirements and associated qualifications.

We are also offering substantial support to upskill our existing population to help people get a job, move on at work and build a better life for themselves and their families. This also helps ensure that no employer feels that they have to seek migrant labour because there are avoidable local skills shortages.

Apprenticeship starts have increased from 65,000 in 1996/97 to 180,000 in 2006/07. In the last 10 years around seventy five per cent of adults in the workforce are now qualified to at least Level 2⁴ with 1.77 million adults up-skilled since the end of 2001. The number of apprenticeships is projected to grow to almost 210,000 by 2010/11. By 2013 we will legislate to ensure that an apprenticeship is available to all qualified young people and, over the next 10 years, our ambition is for one in five of the rising generation to take up an apprenticeship.

Our Train to Gain service is supporting other training directly in the workplace. By 2010/11 some £1 billion per annum will support 800,000 people annually to upskill at all levels and in all sectors, as part of a £5 billion investment in adult skills. These targeted investments in improving the skills base of the existing population are only open to workers from outside of the EU when they have been resident in the UK for three years.

⁴ The Adult Level 2 Public Service Agreement (PSA) Target is a key part of the Skills Strategy. It is about tackling low skills and ensuring all adults have the basic skills for employability and a platform to progress.

Chapter Two: Understanding change and planning for the future

In recent years, the UK has seen significant demographic changes. These are not solely resulting from migration. Mobility has greatly increased with people having many more opportunities to move around to live and work. These changes create new challenges in generating the data available at national and local level. Migration – whether international or internal – is the most difficult component of population change to measure, especially at a local level.

Local population data and why it is important

Although we currently use the best data available – consistent with what we have used in the past, and either similar or better to that used in other countries – we are committed to improving the data we have to monitor patterns and trends in migration. The challenge for central and local government is to ensure we can anticipate demand and plan for change. Our main need is for reliable and timely population estimates and projections at local authority level to improve the targeting of funding for services.

The new electronic border controls we are bringing in, to count people in and out of the country, will over the coming years give us a clearer picture than ever before of who is here. But we also need to supplement this with better information at a local level to ensure that we:

- make better targeted funding allocations to local authorities and other public services;
- ensure flexibility for local government and partners to respond to local needs;
- identify future requirements for local services; and
- plan for future housing needs.

While valuable improvements were introduced to the population statistics in 2007, the Office of National Statistics (ONS) is currently undertaking a major programme of work to further improve population and migration estimates and projections.

Improving data collection on population estimates

A comprehensive cross-government programme of work led by the National Statistician is underway to improve population and migration statistics, including those at the local level. The programme involves:

- improvements to surveys;
- better data sharing;
- the use of a range of administrative data sources; and
- the development of local indicators.

The ONS is allocating considerable additional resources to the programme, and government departments are also contributing significant funding. The additional funding totals **£12 million over three years**.

A clear governance structure is in place to drive the programme forward. The National Statistician chairs a programme board made up of senior officials from across government. Local government is represented through the Local Government Association (LGA).

A ministerial group co-chaired by the Minister for Local Government and the Minister for Borders and Immigration oversees the work, provides support for and monitors the programme to enable progress. The independent UK Statistics Authority will ensure the quality of the statistics produced.

The programme will:

- improve the data available on numbers entering and leaving the UK;
- make effective use of new and existing administrative sources and survey data;
- improve local population estimates and projections;
- establish a range of timely indicators and analysis to inform evidence on the impacts of migration; and
- improve the reporting of population and migration statistics.

The programme will deliver improved local estimates and projections by 2010 in time to calculate the next three-year local government finance settlement from 2011-12. More robust and timely population projections will also assist with projections of household numbers and assessments of housing need.

A series of improvements will be made over the duration of the programme, including:

- coherent reporting of population and migration statistics and aligning publication dates across government, from 2008;
- a continuous integrated household survey replacing the Labour Force Survey during 2008, including a core module on migration;
- continuing improvements to the International Passenger Survey and entry and exit data, including using the new e-borders system – for the first time counting people in and out of the country in real time – to improve migration estimates;
- assessing the use of administrative sources and piloting mechanisms for data sharing during 2008, including the legal gateway provided by the Statistics and Registration Services Act 2007;
- improvements to estimates of short-term migration in 2008; and
- research on the feasibility of producing short-term migration estimates at a local level.

Future planning for migration

We recognise that gaps remain in our knowledge about the likely future patterns of migration. One of the challenges presented by recent migration is that it has affected many areas with little previous experience of large migrant communities. Even in those areas accustomed to migration, the scale and pace of change in recent years has been a challenge. Figures show that international in-migration is still concentrated in London and the South East. But recent migrants from the EU have settled more widely. Other regions with high net migration in 2006 were the East of England, Yorkshire and Humber, the South West and East Midlands.

Migrants have different effects on their communities according to who they are and how long they stay. Local services may be experiencing transitional pressures, for example increased call for translation and interpretation services. Government is committed to helping local public services plan for these changes so that they can continue to deliver public services efficiently and effectively for the whole population.

Communities and Local Government will be leading a research programme to identify the drivers of migration from different countries and the patterns of where migrants settle and for how long. This research, combined with the enhanced structure of UKBA in the regions, will enable Government to share information, where available, with local service providers about migration flows on a timely basis. We will report back on the development of this research and information sharing function in early 2009.

Impacts of migration on the local economy

While the Government has good evidence about the positive impacts of migration on the national economy, we need to know more about the impacts migrants have on local economies.

In the longer term, once the economy adjusts, it is likely that the benefits of migration will be positive for all local communities, for instance by encouraging innovation, entrepreneurship and a demand for new products. In the short term, some local areas will benefit from migration, while some areas may experience transitional costs. We need to do more work to understand fully the local economic impacts of migration and we are committed to taking this forward through our research programme.

However, some areas have already taken a proactive approach to harnessing the economic benefits migration can bring. Anecdotal evidence suggests that the presence of migrant workers has ensured the continued viability of businesses. For instance, a survey of employers in the East of England showed that the overwhelming majority of employers surveyed viewed the impact of migrant workers on their business as positive. Some employers suggested that their business would not function without migrants.

Research into migrant workers in Cornwall found that seventy four per cent of employers surveyed felt that there would be a negative impact on their business if they could not employ migrant staff. Some employers thought that they would probably not continue in business without migrant workers.

Similarly, we know that there are significant numbers of migrants working in some areas, particularly in sectors such as hotels and catering, agriculture, manufacturing (including food processing), transport and distribution. There is anecdotal evidence to suggest that some of these businesses are largely dependent on the contribution of migrant labour.

Newcastle City Council is working with their Regional Development Agency, ONE NorthEast to develop a talent attraction pilot project. Delivering on over two years worth of monitoring, research and analysis on the topic of migration at local, national and international level, the partners are about to tender for a regional talent attraction portal and support project.

This project will seek to match talented individuals, who have the right to live and work in the UK, with hard to fill vacancies in the urban core of Newcastle and Gateshead. As well as directly intervening in the labour market to help remove barriers to growth, this initiative also aims to provide an early response to demographic challenges facing the city, including an ageing population and without international migration, a falling one too.

This work is the result of collaboration and best practice sharing with the Organisation for Economic Co-operation and Development, Wellington in New Zealand, the Australian High Commission in London, the Institute for Public Policy Research and the Centre for Urban and Regional Development Studies at Newcastle University.

As the pilot project develops, it will expand to cover other parts of the North East region.

This work will complement the Newcastle Futures initiative which works to help hard to reach groups get back into the labour market.

Alongside these projects, we are working with the Improvement and Development Agency for Local Government (IDeA) to help specific migrant groups access the appropriate level in the labour market. Working with a consultant engaged by IDeA, Newcastle is targeting specific migrant groups to identify their training needs to help them apply for jobs which match their qualifications and experience. This enables them to move up the job ladder to benefit the individual migrants, employers and the city.

Vulnerable migrant workers

Migrant workers with an entitlement to work in the UK have the same rights and protection as workers from the existing population. It is important that everyone benefits from these rights in practice, to be fair to migrant workers but also to ensure that workers from the existing population are not unfairly disadvantaged through employers taking on migrant workers with the intention of undercutting the legal minimum standards. The vast majority of employers are responsible and care for their workforce. But there remain reports that, in some sectors, employers are undercutting wages and exploiting migrant workers.

The Government is committed to ensuring that all workers – including migrant workers – are aware of and benefit from the framework of basic employment rights that have been put in place. These include the right to a minimum wage, a right not to have to work more than 48 hours a week on average, and the right to a minimum paid leave entitlement. If these rights are not safeguarded, unscrupulous employers can, in effect, undercut the minimum wage, disadvantaging all workers.

In March 2007, the Government developed the first cross-government strategy to enforce workplace standards which might otherwise be jeopardised by the exploitation of vulnerable adults. Through the creation of Immigration Crime Partnerships, which started in October 2007 and now cover over eighty per cent of all police forces in England and Wales, the Government is combating the exploitation and abuse of workers, many of whom are migrants. The UK Border Agency carried out 6,308 operations to tackle illegal immigration in 2007; forty per cent more than in 2006 when there were 4,504. In February 2008, we introduced new measures to tackle illegal working: a two-pronged approach to introduce a civil penalty regime for employers, together with a tough new offence of knowingly employing an illegal migrant worker. For this year we have introduced a new civil penalty system, providing us with a speedy, effective and hard-hitting sanction against employers who ignore the law and employ illegal migrant workers. Where evidence of an offence of knowingly employing illegal workers is found, UKBA prosecution teams will initiate action.

We are further strengthening our approach to protect all vulnerable workers, including migrants. The Department for Business, Enterprise and Regulatory Reform (BERR) is taking action to raise awareness of employment rights and to enforce the National Minimum Wage (NMW) and employment agency standards.

BERR has improved the information available to migrant workers, including a guide to employment rights in Polish, with guides in other languages being developed. This year's NMW campaign also included a specific campaign targeting migrant workers, which had a high take up by migrant communities. A rolling programme of NMW enforcement is in place and is targeting all low-pay sectors in turn.

Gangmasters Licensing Authority

The Gangmasters Licensing Authority (GLA) was set up by the Government to tackle illegal labour providers operating in the agriculture and food processing sectors, who exploit their workers and defraud the Exchequer.

A high proportion of the workers supplied by labour providers are migrants. Since the GLA started operating in 2006, it has investigated many serious cases of worker abuse, including:

- forced labour, threats and verbal abuse;
- illegal deductions from wages;
- non-payment of the minimum wage;
- unfit and overcrowded accommodation; and
- unsafe working conditions.

To date, GLA investigations have led to the revocation of the licences of 57 labour providers, 8 with immediate effect.

Employment Agency Standards Inspectorate

Employment agencies operating in areas other than agriculture and food processing are regulated by BERR's Employment Agency Standards Inspectorate (EAS).

We are strengthening the EAS by doubling the number of inspectors from the end of July 2008. In addition, our current Employment Bill will improve protection for agency workers so that infringements of employment agency regulations can be tried in a Crown Court where tougher penalties are available and where cases can be brought by the enforcement body without the need for a witness. In addition, recent revisions to the Employment Agency Conduct Regulations will give agency workers a right to withdraw from services provided – such as transport – without suffering detriment.

The Vulnerable Worker Enforcement Forum, chaired by the Minister of State for Employment Relations, has been set up to examine the nature and scale of abuse of vulnerable workers rights, the adequacy of the enforcement framework, and to identify possible improvements. A report on the Forum's work and the Government's conclusions will be published shortly.

Chapter Three: Managing the impact on local services

The impacts of migration on public services – from schools, to hospitals, to housing – are complex. In some areas, public services would struggle without the contribution of migrant workers who fill gaps in sectors as varied as engineering and care work.

However, in other places migration, does create additional demands on local services. Some schools have to cope with the arrival of new pupils. Some Accident and Emergency (A&E) departments are seeing migrant patients who could have been treated more effectively and more cheaply had they registered with a General Practitioner (GP). Population increase of any kind has an impact on all parts of the housing market in a local area. People feel very strongly about these issues, which go to the heart of their sense of fairness. It is vital to address them.

Local authorities and service providers are best placed to understand the changes they are experiencing and to manage them effectively. But Government will continue to support them. We already have a clear programme of work in place – from targeted resources, to tailored advice – and we are committed to doing more. This chapter sets out what we are doing now and what we will do in the future to support local services in managing the impacts of migration.

Accessing public services

Everyone who lives in the UK benefits from using our public services. Migrants are able to access some services on the same basis as the existing population. It is right that migrants have access to schools and to emergency NHS treatment, just as those emigrating from the UK have access to schools and hospitals in many of the countries in which they reside. This access must be provided to legal and settled migrants fairly and on an equal basis to the existing population. However, there are some services to which migrants (depending on their route into the UK) may not have access until they have lived and worked in the UK for some time and have earned the right to access those services.

Schools are open to all children residing in the UK. The same rules apply to pupils who have lived in a local area for some time, to pupils who have recently moved to the area from other parts of the UK, and to migrant pupils from outside the UK. Parents of migrant pupils may express a preference for their children to attend a maintained school in the same way as a parent who has been resident in the area for some time.

To ensure that any children arriving new to an area are found a suitable school place quickly with a minimum of disruption, local authorities may include migrant children in their Fair Access Protocol which secures education quickly for those without a school place in-year (i.e. applying outside the normal school admissions round).

Similarly, entitlement to free health services is based on whether a person is considered to be “ordinarily resident” in the UK, i.e. living on a lawful and settled basis in the UK, and not on nationality. Migrants who come to the UK to work or settle here are therefore entitled to register with a GP practice and to receive free hospital treatment. Guidance to the National Health Service (NHS) is also explicit that treatment which a clinician confirms as being immediately necessary or urgent must not be withheld because of doubts over a person’s status or whether they can pay. This treatment will be given and the charges sorted out afterwards. This is clearly right on humane grounds alone.

However, there is a balance to be struck between the long-standing NHS principle of free universal healthcare and considerations of fairness – and there have been some concerns about the possibility of ‘health-tourism’. To that end we are examining the rules that apply to migrants and other foreign nationals accessing healthcare. In March 2007, the Home Office published *Enforcing the rules: A strategy to ensure and enforce compliance with our immigration laws, a cross Government enforcement strategy*. It included a commitment by the Department of Health (DH) and the Home Office to work together to:

- consider the rules governing access to the NHS by foreign nationals; and
- work with the NHS to implement any new rules flowing from the review, including a programme of communication and good practice to organisations and individuals applying those rules.

The Government is committed to keep these rights of access under consideration.

This is a complex area. As well as the concerns mentioned above, in some areas the opposite concern has been raised that migrants are failing to register with GPs and to access primary healthcare. If migrants do not access primary healthcare appropriately it can have an impact both on public health and on demand for Accident and Emergency and other hospital care. Treatment in secondary and emergency care is often more expensive and complex than early treatment in primary healthcare. This imposes greater costs on the NHS, as well as being bad for public health. Migrants should therefore be encouraged to register with a GP.

Some areas are using Personal Medical Services (PMS) to deliver health services to their communities. The flexibilities offered by PMS include a wider range of individuals and organisations who may enter into agreements to provide services to address the needs of particular client groups (e.g. nurses, NHS Trusts, NHS employees etc). Funding for PMS is now included in Primary Care Trust funding allocations to enable them to provide primary care services focused around the distinctive needs of vulnerable populations including migrants where appropriate.

North East Lincolnshire Primary Care Trust

The Open Door health and social care enterprise in Grimsby provides a model of good practice for assisting the registration of new migrants with a GP. A wide range of local agencies refer on to the Open Door service, although this doesn't preclude people from registering with other practices if they wish. The local Accident and Emergency department refer people who have not previously registered with a GP.

A nursing team provide the majority of the healthcare, with three GP sessions a week and access at other times as needed. Social care staff also provide support in-house and by outreach to meet a variety of health and social care needs. People using the project can expect to have their general medical needs met – from immunisations and smears to eye tests – and to be offered housing and benefit advice, counselling and education, internet access, and space for social interaction. English courses are also provided on site in conjunction with the local college. The Citizens Advice Bureau delivers three sessions a week for housing and benefit advice.

It is important to remember that migrants play a key role in the delivery of public services. In healthcare seventeen per cent and in social care eighteen per cent of workers are from overseas. International recruitment has made a key contribution to the delivery of services in the NHS and is a two way process. Welcoming staff from abroad enables the transfer of experience and the sharing of ideas, which can be extremely valuable to patients, the individual and their colleagues, and to both the NHS and the recruit's own country. However, it is essential that this is not done to the detriment of countries experiencing staffing difficulties. The UK has developed an ethical code of practice for the recruitment of healthcare professionals which aims to direct recruitment away from those developing countries with capacity problems. A code of practice has also been developed for the international recruitment of social care workers.

Social housing

There are some services which migrants are not generally eligible to receive but which are open to the existing population. For example, most new migrants are not eligible for social housing.

Migrants as a whole are therefore not putting significant pressure on social housing. We estimate that only about six per cent of mainstream lettings to new social housing tenants in England were made to foreign nationals in 2006/07. Many of these individuals will have been living in the UK for a significant number of years and/or have spouses or children who are UK nationals. Migrants who are eligible for social housing must still have their housing needs considered against the needs of all other eligible applicants.

The Government has already strengthened the rules on access to social housing for foreign nationals. Our Earned Citizenship proposals are a further step to put into practice our belief that the rights new migrants enjoy should reflect the contribution they make. Under these proposals, migrants from outside the EEA, arriving on the 'family' or 'economic' migration routes will not be eligible for social housing until they become British citizens or permanent residents. There are limited exceptions to this policy when we meet our commitments under international agreements.

Our Earned Citizenship proposals also commit us to reviewing access to benefits for EEA migrants including the eligibility of EEA migrants for social housing, to ensure that the rules support free movement and discourage abuse.

There is no evidence to support claims that on arrival in the UK migrants gain access to social housing in preference to UK nationals. This is backed up by recent 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 migrants over UK citizens. Nonetheless, we recognise that there is a perception that migrants sometimes receive preferential treatment. We are bringing forward a Green Paper on housing reform by the end of 2008 in which we will look at how we can improve transparency in the housing allocations process and ensure that it is not only fair but seen to be fair.

Demand for public services

We must keep the increase in demand for public services resulting from migration in perspective. In many areas, few migrants make a significant call on public services. The majority are young, fit, have no dependents and come here to work or study. Even the demand for housing, which is affected by any increase in population, is more influenced by the increase in the number of single person households and the ageing population than by migration.

The latest 2004-based household projections indicate that household formation in England is expected on average to be 223,000 a year to 2026, with net international migration accounting for around a third of that household growth. In response to the gap between demand for additional homes and supply, the Government has set out plans to increase housing supply to 240,000 additional homes per year by 2016, delivering a total of 2 million additional homes by 2016 and 3 million by 2020.

It will be up to local authorities to ensure that provision of housing within their area keeps pace with demand. Household projections, along with other information about the make-up of the local population, are part of the evidence base about future housing need and demand taken into account by planning authorities in drawing up their plans. The Government is also providing £510 million through the new Housing and Planning Delivery Grant to incentivise local authorities to increase housing supply and bring forward local development frameworks.

In some areas migration has increased demand for school places. The Government has a programme of support in place to ensure areas manage their needs without disadvantaging other children. This support consists of both additional funding and practical solutions.

We provide funding to schools for pupils, including newly arrived children to the UK and those for whom English is an Additional Language (EAL), through the Dedicated Schools Grant (DSG). In addition, we make substantial provision for EAL through the ring fenced Ethnic Minority Achievement Grant (EMAG), which has risen from £162m in 2004-05, to £179m in 2007-08 and will continue to rise to £207 million by 2010-11.

For local authorities experiencing rapid growth in pupil numbers between the annual pupil count and the start of the academic year, or a significant influx of children with EAL needs, there will be an Exceptional Circumstances Grant of £10 million available from 2008-2009. Eligibility for the Exceptional Circumstances Grant will be determined in autumn each year.

These additional resources help ensure that schools are equipped to support children coming to the UK with limited English. A number of schools use this resource to employ bilingual teaching assistants or specialist English language support teachers. Some local authorities employ a team of these specialist teachers whose services are bought in by schools. Specialist English language teachers or advisers work in collaboration with classroom teachers to plan lessons and teaching materials. A West Midlands secondary school with a high proportion of pupils with English as an Additional Language has used EMAG to

fund a full-time language support coordinator, a part-time language support teacher and 25 hours of teaching support time divided between two bilingual teaching assistants.

Some local authorities have raised concerns that there is a shortage of suitably trained teachers to work with children with English as an Additional Language. In response, the Department for Children, Schools and Families (DCSF) is in discussion with the Training and Development Agency for Schools (TDA) and others to identify professional development routes to increase the numbers of teaching and non-teaching staff with the skills to support pupils with EAL.

The Government has also introduced the New Arrivals Excellence Programme which provides advice guidance, training and a range of resources to enhance the support schools give to newly arrived pupils. Its aim is to build capacity within schools to welcome pupils and offer the most effective EAL teaching. This ensures that pupils can access the curriculum as quickly as possible. Additional resources for schools mean that all pupils have the opportunity to benefit, not just migrant pupils.

Crime and disorder

In a report published in April 2008, the Association of Chief Police Officers said: *“The evidence does not support theories of a large scale crime wave generated through migration. In fact, crime has been falling across the country over the past year.”* Although there is some evidence in some areas of an increase in crime associated with some EEA nationals, in fact, migrants are often the victims of crime and have been identified as being in need of significant support in our cross-government hate crime strategy. Initial evidence suggests that Polish speakers make up a high proportion of victims of crime in the magistrates courts. Nevertheless, costs of detecting and prosecuting crimes increase if interpretation services are required where non-English speakers are victims, witnesses or perpetrators. That is why some police forces are now employing for example, Polish nationals, as Police Community Support Officers.

We expect migrants to respect and abide by our laws and there are consequences for those who do not. There is a cross-government programme of work led by the UK Borders Agency to examine our response to criminality by EEA nationals. This work will generate practical proposals on dealing with EEA criminality. Where similar issues are being experienced in other EU countries we will prepare proposals to put to EU partners.

Impacts on private sector housing

Outside of public services, new migration has caused change in our cities, towns and neighbourhoods. This is true of migration flows from some parts of the UK to others in particular the South East. But it also applies to migration from abroad. The increase in migrants has in some places provided a boost for the local private rented housing market. Most housing demand from new migrants is being met by the private rented sector. Around ninety per cent of householders who arrived in the UK in the last two or three years and currently living in England are in this form of housing.

The Government recognises that in some areas the rapid increase in migrants has increased demand for particular forms of housing which may have an effect on the wider community. Some towns and rural communities report a particular problem with migrants living in Houses in Multiple Occupation (HMOs). Some local authorities report that neighbours are concerned by problems such as excessive rubbish, lack of parking and noise pollution which have led to tensions between migrant and settled communities. In some areas there have been reports of overcrowding and tenants who work and sleep in shifts so that accommodation is occupied twenty-four hours a day. We also recognise that in some types of accommodation especially where tenancy is linked to employment, migrants may be vulnerable to exploitation by unscrupulous landlords.

Local authorities already have significant powers to tackle these issues. The Housing Act 2004 introduced a range of measures to improve the management of all HMOs and raise the standard of accommodation available in the private rented sector. The mandatory licensing of HMOs (which applies to HMOs of three or more storeys, housing five or more persons, forming two or more households) may be extended to other smaller HMOs through additional HMO licensing schemes.

Local authorities may also introduce selective licensing schemes to cover all privately rented property in a designated area, if the area suffers from low housing demand or high levels of anti-social behaviour. We will work with local authorities to develop discretionary licensing schemes in those local authority areas with a high number of properties housing migrant workers.

Breckland Council

Breckland is one of the fastest growing areas in the UK, with an estimated migrant worker community of 20,000 mostly working in agricultural and manufacturing/processing industries. The majority of this community is believed to be Portuguese, with a growing number of nationals from EU countries such as Lithuania and Poland.

The demand, supply and affordability of housing in Breckland is one of the greatest issues of concern. Many migrant workers live in poor housing conditions, with many reporting high rents and overcrowded living conditions, often in HMOs suffering from disrepair. A Community Liaison Officer works with Breckland's Private Sector and Housing Advice and Homelessness Teams to identify and tackle these problems.

The housing team actively looks for HMOs and is seeking additional licensing powers to help ensure people live in decent housing. There used to be 60 HMOs in Breckland but there are now more than 528 being looked after by the housing team.

There is a strong link between housing and work for migrants. Often a job comes linked with housing which can leave workers with very little in their pay packets once all the deductions have been made. The Gangmasters Licensing Authority has helped improve the system. Breckland's Community Liaison Officer's aim is to overcome communication barriers to ensure workers are not exploited.

The Government is committed to doing more to consider the effects of migration and other issues on the private rented sector. In January this year, we announced an independent review of the private rented sector, headed by the Centre for Urban Policy at York University. This review will examine the operation of and change within the sector, including:

- the characteristics of the sector, regional variations, its providers and users including migrants;
- impact of demographic and social change on supply and demand in the sector;
- whether more regulation or intervention is necessary to ensure a decent supply of quality homes in the private rented sector; and
- whether more needs to be done to improve the experiences of both landlords and tenants in the sector in relation to their rights and responsibilities.

The demand on the sector including those arising from increased migration is a factor the review will address. The review will report its findings in October 2008 and we will bring forward any necessary measures in our housing reform green paper.

Homelessness support

While the vast majority of new migrants find and maintain tenancies in settled accommodation, a small number do become homeless and, in the worst case, end up on the streets. It is important to keep the issue in context. At present it mainly affects London, where evidence from street counts there suggests that up to 20 per cent of rough sleepers in the capital are accession state (A10) nationals.

We have therefore 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. A limited number of people do, nonetheless, come unprepared and find they are unable to get a job or see their arrangements fall through, and 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, the Government has provided funding to support local authorities help accession state nationals travel back to their own countries in cases where they are unable to find work. As of March 2007, the City of Westminster, the borough most affected, had helped over 450 individuals return home.

Homeless Link is now taking forward work on behalf of the voluntary sector to co-ordinate action to reduce rough sleeping among accession state nationals in London. Communities and Local Government is providing £200,000 to support that work and Homeless Link are publishing an action plan to reduce rough sleeping alongside this document. Those proposed actions include expanding and developing return home schemes; ensuring that people are better prepared about what to expect before deciding to travel to the UK; and improving information available to those at risk and support and enforcement agencies.

Learning English

Training in English language is available to those living and working in the UK. Funding changes for English for Speakers of Other Languages (ESOL) provision were introduced in August last year to improve accessibility for the most vulnerable learners, with those who can afford to pay for their classes currently contributing up to 37.5 per cent.

In addition, a range of new qualifications called ESOL for Work was introduced in September 2007 that offers shorter more work-related English programmes of the type sought by employers. The qualifications were designed to increase flexibility and choice for employers, agencies and learners. Initial trials are underway with employers in London on making the qualifications available through Train to Gain.

The ability to speak English minimises the cost of providing services to migrants. Some public services are bearing the costs of translation and interpretation services for non English speakers, including migrant workers who have little or no English language skills. The Department for Innovation, Universities and Skills (DIUS) is currently developing new proposals for how local authorities and their partners including the Learning and Skills Council (LSC) can prioritise public funding for ESOL where it will have the greatest impact on improving community cohesion in their local areas.

Where employers fail to support English language training they are effectively externalising the costs of employing migrant workers onto local services in their area. Businesses clearly benefit from a well-integrated workforce that can speak English. Employers should look to include English language training as a part of creating a successful long-term sustainable business which adds value to the community.

Businesses need to ensure that they pro-actively respond to the training and English language opportunities the Government has made available. DIUS is working with the Learning and Skills Council and other partners to produce clear information for employers, brokers and providers on the benefits of the new ESOL for Work qualifications. A joint publication by DIUS, Trades Union Congress and Confederation of British Industry was launched in December 2007, to showcase the best practice of those employers who are facilitating ESOL for their workforces, and the bottom-line benefits to businesses of investment in English language skills. A range of sector-specific ESOL support resources, tailored to the language needs of workers in sectors such as construction, agriculture, care and catering, is also being developed by The Quality Improvement Agency, and initial trials with employers are underway.

FirstGroup, Bus Division, Manchester

Working with Union Learning Representatives from Unite-T&G Section, specially tailored courses have been written and run for FirstGroup in Manchester. Learning takes place in the on-site learning centre. Based on the requirements of the industry as well as everyday situations staff will come across outside of work, these courses have proved very successful. There is an agreement between FirstGroup in Manchester and Unite-T&G Section where the union provides ESOL to the drivers and other workers, and the company releases employees during working hours to attend. The provision of ESOL has meant that workers are able to function more safely and effectively. Confidence levels have improved, and lifelong learning has improved cohesion in the workplace by creating common goals. Bob Mason, Service Delivery Director at First in Manchester recently said “Lifelong learning has improved staff retention, which in turn, reduces our training costs significantly because we are now training fewer people than we have done previously”.

FirstGroup, Bus Division also helps arrange bank accounts for new employees and supports them in their search for rented accommodation in the first six months after moving to the UK. Such an approach has delivered real bottom line benefits – reducing staff turnover and increasing profitability. Customer service, which is of vital importance to the firm, has also been dramatically improved.

Business and public services

It is important that local authorities and local employers work together to minimise the impacts on communities arising from migration. Local Strategic Partnerships (LSPs) bring local agencies together to consider and steer action on issues that affect their communities. LSPs often include business representatives and they can play a central role in raising awareness and planning for migration. Business will often know about changes in the community relatively early through their customers or employees. Many businesses know when they plan to recruit a significant number of migrant workers and it helps local services plan for the impact on the community if they share this information.

There are some good examples where LSPs have involved businesses in migration issues, and LSPs are encouraged to ensure that LSP membership and structures are driven by and reflect local circumstances.

Cornwall Local Strategic Partnership's Migrant Workers Group

The multi-agency approach initiated by the Cornwall Strategic Partnership has, so far, involved several local authorities, businesses, voluntary and community groups, other organisations and agencies as well as, crucially, the migrant workers in the area themselves.

The Cornwall Strategic Partnership Migrant Workers Group was set up in 2004 and has been growing ever since. The core purpose of the Group is to ensure that migrant workers are welcomed into the County and given all the tools, information and support that they need to participate in the communities within which they live whilst also ensuring that the rights and needs of migrant workers are catered for.

The Group has so far issued a comprehensive Welcome Pack for migrant workers, incorporated wide-ranging action across sectors for migrant workers in the Cornwall Local Area Agreement, instigated multi-agency training for frontline staff, and worked with Devon and Cornwall Police and the Health and Safety Executive in progressing the Responsible Employers Scheme.

The Cornwall Migrant Workers Group works to ensure the following:

- Cornwall employs an ethos of tolerance, understanding and inclusivity around migrant workers;
- migrant workers are welcomed into the County, and receive appropriate, timely, and effective support and information on how to access key services;
- knowledge of migrant worker issues in Cornwall achieves sign-up at the highest level, and across sectors;
- local intelligence on the migrant worker population is extended and updated; and
- good practice is shared across sectors, both statutory and voluntary and community sector.

The overall objectives of the Cornwall Migrant Workers Group are being met by ensuring all partners understand their roles and responsibilities. The group ensures that not one sector or organisation is isolated. Multi-agency approaches have proven to be effective with partners having the confidence to support migrant workers.

Fund to manage the transitional impacts of migration

In addition to the practical support described above, the Home Office green paper *The Path to Citizenship*, published in February 2008, set out a proposal to set up a fund to manage the transitional impacts of migration. Money for the fund will be raised through increases to certain fees for immigration applications. We aim for the fund to be operating from April 2009.

The fund may be spent on building the capacity of local service providers to manage the impacts of migration. For example, it could be spent on improving mapping of communities and local data; on websites that provide information for migrants coming to the UK; or on English language training. However, this list is not exhaustive and we would expect the money to be spent on a wide range of issues according to local need.

We will work closely with the Government Offices and a range of stakeholders including the Police, local authorities and others to develop further this proposal in light of the responses to the consultation on the Earned Citizenship green paper.

Chapter Four: Managing the impact on communities

For those migrants who are here legitimately, we need to ensure they have opportunities to contribute fully and are able to settle into our communities without too much disruption to those communities.

Where people are concerned about the impact of migration on their communities, it is often because of misunderstanding and lack of communication. Of course, it is right to expect migrants to recognise our shared standards and values but we must also appreciate and respect the significant contribution they make. If we are to build inclusive, cohesive and resilient communities, we must work to develop an atmosphere of trust and understanding.

This chapter sets out the support which is already available to help communities respond to migration and what more we will do to ensure that people of all backgrounds can live, work and prosper together. It also acknowledges some of the work done by other agencies to promote cohesion and integration.

Cohesion and migration

The evidence suggests that the UK is a place where the vast majority of people feel they get along with each other, belong, and are comfortable and confident about their differences.

Data from the 2007 Citizenship Survey confirmed that just over eighty per cent of people think that people of different backgrounds get on well in their local area. Eighty-five per cent felt they belonged strongly to Britain and seventy-seven per cent felt they strongly belonged to their neighbourhood. These are extremely positive findings. And in-depth analysis of the 2005 Citizenship Survey found that the level of ethnic diversity in a community made no difference to the level of cohesion. The message is clear – strong and stable communities do not depend on everyone having the same history and background.

But what makes a cohesive community? The answer is different for each area. The characteristics and history of the area and the characteristics and attitudes of residents all have an impact. Promoting cohesion, the extent to which different groups of people get on well together, can often mean addressing multiple complex issues at the same time.

Migration is just one of many factors which determines how cohesive an area is. Some areas are barely affected by it whereas, for others, it is a very big issue – especially where there are existing tensions or high levels of deprivation. The rate of increase in newcomers rather than the overall level seems to be the crucial factor. The problem is compounded in places which lack the policies, institutions or experience to respond to rapid or large-scale migration.

Cohesion and integration

Communities and Local Government set up the Commission on Integration and Cohesion (CiC) to provide advice on the development of local and practical solutions to building cohesion at a local level. The Commission's report *Our Shared Future* was published in June 2007 and set out a number of recommendations, many of which impact on migration.

In particular, the report led to Communities and Local Government developing a new definition of community cohesion, which informs the development of our cohesion and integration strategies.

A new definition of community cohesion

Community cohesion is what must happen in all communities to enable different groups of people to get on well together. A key contributor to community cohesion is integration which is what must happen to enable new residents and existing residents to adjust to one another.

Our vision of an integrated and cohesive community is based on **three foundations**:

- People from different backgrounds having similar life opportunities
- People knowing their rights and responsibilities
- People trusting one another and trusting local institutions to act fairly

And **three key ways of living together**:

- A shared future vision and sense of belonging
- A focus on what new and existing communities have in common, alongside a recognition of diversity
- Strong and positive relationships between people from different backgrounds.

Improving community cohesion

Local people have a unique knowledge and understanding of their area. They and their representatives are best placed to manage the integration of migrants, the process by which new and existing residents adjust to one another. The role of Government is to provide the framework, in terms of funding and guidance, to allow local authorities and other agencies to manage this process.

Some local authorities have developed innovative and creative solutions which have brought people together and helped to promote cohesion – from local citizen days, to information packs for new arrivals. For example, Manchester is planning a 'Manchester Day' to take place in the spring or summer to boost civic pride and bring migrants and long-term Mancunian residents together. Specifically, Communities and Local Government:

- has already allocated £34 million over the next three years for those authorities who are most in need of support to tackle particular areas of tension;
- is spending £4.5 million to help schools and others offer positive activities for young people;
- is spending £3.5 million to support the National Improvement and Efficiency Strategy for local government, to support local authorities in delivering community cohesion; and
- is spending a further £8m to support local inter-faith work, conflict resolution and prevent hate crime. We will announce how this element of the funding will be spent with our interfaith strategy in July.

Communities and Local Government, working with local authority partners, has also provided practical advice and support. We have:

- produced guidance with the IDeA to help local authorities cope with the impact of migration and develop migration information packs;
- issued guidance on the use of translation, stressing that migrants should be encouraged and supported to learn English wherever possible;
- developed fact-cards to help local authorities combat prejudice and bust myths on migration; and
- developed a cohesion impact assessment toolkit to help local authorities identify where policy changes may have an impact on community cohesion.

But we recognise that more needs to be done. Over the coming months, we will:

- develop a cohesion delivery framework to help local areas identify and address the barriers to cohesion in their area, including issues relating to migration;
- continue our work with the Institute for Community Cohesion so that local authorities have easy access to the latest good practice in addressing these issues;
- work with our national strategic partners to help local authorities develop their capacity to respond to migration. The Regional Improvement and Efficiency Partnerships, working closely with the IDeA, will ensure that councils can find the support they need, when they need it; and
- publish a programme of further work to promote cohesion in the summer, including the piloting of Specialist Cohesion Teams to support those local authorities facing particular challenges, including those related to migration. The first of these pilots will take place in the Norfolk district of Breckland.

Working with new communities

Public services have also had to adapt their approach to working with and supporting new migrants as they join existing communities. Through the introduction of Neighbourhood Policing in every area, we are already well-advanced in our commitment to provide a truly locally focused police service to all members of the community.

Neighbourhood Policing teams are already using a variety of engagement methods, to make the connections between all parts of the communities they serve, including those more hard to reach members which, for many forces, will include people in migrant communities.

The National Policing Improvement Agency's (NPIA) Neighbourhood Policing Programme provides a range of support and advice to the police in areas where there are high migrant populations. The NPIA is currently developing an Incoming Communities Guide which will suggest how Neighbourhood Policing teams can identify and engage with incoming or emerging communities. NPIA is also developing a range of good practice tools which will allow different areas to share and learn from their experience of dealing with migrant communities.

Additionally, NPIA is working on the development and refinement of the neighbourhood profiling process which is used by the police to help them map their communities and understand any potential tensions or issues. Local information on incoming communities will be included in these profiles.

We are also supporting specific local authority led work to establish good practice in managing the impacts of migration and working with new communities. The Improvement and Development Agency (IDeA) has set up a programme to identify and share good practice in managing migration from A8 and A2 countries.

The programme:

- captures evidence of good practice and enables sharing of experiences with other relevant places through peer mentoring (mentoring is being delivered through 11 support projects benefiting 22 local authorities);
- disseminates good practice through a toolkit – the toolkit is available on IDeA website; and
- will publish new examples of good practice as they are developed, along with an evaluation of the programme in January 2009.

Support being offered to local authorities on the programme includes improving and using local data on migrants; building links with local employers; managing tensions and working with settled communities; helping to realise the economic potential of migrants; and increasing councillors' awareness of issues around new migrant communities.

The Government is providing £160,000 of capacity-building funding for those local authorities directly supported by this programme and a further £360,000 for IDeA to run the programme. The programme is due to complete in October, with interim and final evaluation reports due in August and January respectively.

In December 2007, central and local government agreed and published the National Improvement and Efficiency Strategy. To strengthen local government leadership of improvement, and make it easier for councils to access the right support at the right time, the strategy placed Regional Improvement and Efficiency Partnerships (RIEPs) at the heart of delivery support arrangements. For the period covered by the comprehensive spending review (2008/09 to 2010/11) we are providing up to £185 million to the RIEPs for support in the implementation of regional strategies. We look to the RIEPs to take account of the pressures facing local authorities on migration issues and to work with them to help manage those pressures.

Schools and community cohesion

As UK society becomes increasingly diverse, today's young people are more likely to encounter people from many other backgrounds at some point in their lives. If they are to fulfil their potential and succeed in life within a diverse society, young people will need the skills and attitudes to be able to understand, appreciate and relate to people from different backgrounds.

Schools have always promoted understanding and respect for others, and since September 2007 they have a duty to promote community cohesion, in recognition of the work they have done and the important contribution they can play. The Children's Plan sets out our aim to support and encourage children and young people to:

- understand others, value diversity, apply and defend human rights and to be skilled in participation and responsible action;
- fulfil their potential and succeed at the highest level possible, with no barriers to access and participation in learning and to wider activities, and no variation between outcomes for different groups; and
- have real and positive relationships with people from different backgrounds, and feel part of a community, at a local, national and international level.

From September 2008, Ofsted will inspect schools, as part of the normal school inspection process, to assess their contribution to promoting community cohesion. 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 teachernet (<http://www.teachernet.gov.uk/wholeschool/Communitycohesion/communitycohesionresourcepack/>)

Integration

There will be many migrants who come here to work for a short time and then return home. While they are here we expect them to pay taxes and obey the law. But we also want them to be able to make a positive contribution to our society. Those staying longer will want to become a fully integrated, active part of the community around them. This will only happen successfully if that community welcomes them and there are shared values across all groups. So promoting integration must involve both new migrants and established communities.

To fully integrate into a community, people from all parts of that community need to be able to communicate and interact. Part of this is the ability to speak English. Under the Points Based System, to qualify, certain migrants will be required to speak English. We are also consulting on whether it is appropriate to introduce an English language requirement as part of marriage visas. We are also re-focusing ESOL provision to ensure that it is more targeted towards fostering cohesion and integration within our communities. There are still too many long-term residents committed to making a contribution to Britain who cannot engage with other people in their neighbourhoods – let alone play an active role in their communities – simply because their lack of English prevents it. This can have a negative impact

on their life chances and limit their ability to integrate. So we have consulted on how ESOL can be more specifically targeted to foster community cohesion and integration in our communities. Evidence suggests that in practice, those who have made a long-term commitment to the UK, and suffer social exclusion and poverty, or are raising a family, will be given greater priority.

Local authorities need to take a pro-active role in promoting integration. ICoCo have developed a Cohesion Communications Toolkit, providing guidance on the role of councils in managing integration, communications and the importance of tackling myths. This emphasises the importance of communicating with existing communities. ICoCo also host a bank of good practice examples of local authorities who have tackled cohesion issues through an effective communications approach.

Open and honest communication through the media plays an important role in cohesion and integration of new communities. 'Reporting Diversity', developed by the Society of Editors and Media Trust, provides further guidance to journalists on how to present communities to one another and to seek greater understanding through reporting issues fairly. It highlights the vital role that the media plays in driving forward the making of communities which are inclusive, successful and tolerant.

Taking integration forward

The CiC recommended that Communities and Local Government should lead the development of policy on the integration of new migrant communities and establish a national body to manage the integration of new migrants.

In response, Communities and Local Government is leading a programme with the support of other government departments to:

- work co-operatively across Whitehall on migration impacts issues;
- work with ONS on improving the migration statistics as outlined in chapter 2;
- conduct research into new and emerging trends in migration patterns; and
- work in collaboration with local authority partners to develop and spread best practice.

In the light of this new role, we have considered carefully the case for a separate, national body to manage the integration of new migrants.

We conducted a feasibility study which reviewed existing provision, looked at the various approaches that might be taken to meet on-going needs and considered the views of stakeholders. We will publish this study shortly.

On balance we have concluded that the principles of the CiC's recommendations can best be implemented through the new work we are undertaking within Government. Local authorities have told us – and we agree – that the integration of migrants is best managed locally according to local circumstances. It is right that Government should work with local partners on integration issues and we will do so through the actions outlined in this plan and by continuing the dialogue against the background of changing migration patterns.

The Government is currently reviewing its Refugee Integration Strategy, and the UK Borders Agency is developing a Refugee Integration and Employment Service. This will provide integration services for new refugees across the UK and should be fully operational by October 2008. It will include access to services, one-to-one advice via a mentor or case worker, and support in finding employment. In addition, UKBA has developed a handbook on 'living and working in the UK' which will be made available via their website and via British embassies elsewhere. It has been printed in 17 languages in addition to English targeted at ESOL level.

Conclusion

This document sets out the work that is already underway in helping local services and communities manage the local impacts of migration. We are matching our approach to strong and secure UK borders with a programme of work to ensure that we maximise the benefits of migration to our communities. Key to this is offering support to local authorities and their partners to help them manage the issues that affect them locally.

Our response needs to keep pace with change. The future programme of work we have set out will enable us to continue to discuss this issue and consider the issues and opportunities migration presents with all those directly affected. We are strengthening our understanding of change and putting in place new mechanisms to help local services plan for the future. Our research programme combined with improved information sharing should help local authorities and their partners to plan effectively for future change.

We have a comprehensive programme of support in place for local services where they have had to change and adapt as a result of migration. This programme must continue to evolve to meet local needs and we have set up a forward programme of work to examine issues affecting migrants and local services. In addition, we have provided a new fund, paid for by migrants, to be spent locally on developing innovative approaches to managing the impacts of migration. We are also providing funding and practical assistance to local authorities and schools to promote community cohesion and integration.

We are committed to continuing a balanced dialogue on migration issues. A dialogue and debate that recognises the challenges and the enormous benefits that migration brings.

To that end, we will provide an update on all the action underway in this document early in 2009 to demonstrate the progress we have made in managing the impacts of migration and to show the practical steps that have been put in place to ensure that the benefits of migration to the UK are maximised.

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