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# New Migrants in England and their Needs

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This report was commissioned by the Research and Consultancy Unit- Refugee Support (the refugee services arm of Metropolitan Support Trust)

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## 1. EXECUTIVE SUMMARY

Middlesex University Social Policy Research Centre was commissioned by Refugee Support/Metropolitan Support Trust to map new migrant communities in the UK and identify possible consequent development opportunities. The research covered twelve localities in England and looked at all new migrants since 2000. Apart from reviewing and analysing other research and nationally available data, the team interviewed statutory and co-ordinating bodies, local policy-makers, voluntary organisations about migrant, asylum and refugee needs, and then analysed the needs to develop the proposals.

The official data sources (about work and family migration, asylum seekers, new workers and others) available all provide incomplete pictures of who is arriving into each area and why. No data sets connect residence and work, and many have no details of family or households. Most do not record movement after arrival, or those not in an area for long. Some area studies have supplemented this data with local intelligence.

The team produced locality reports for each area which summarise and explain all available sets of data and add the information provided by the interviews, to provide a useful planning tool for each area. The report includes a sample as well as a clear explanation of what is currently known and not known. It highlights the significant increases in work related migration, but points out that it is by no means confined to those from eastern European “accession” countries. The number of asylum seekers, however, is declining, and some analysts project a levelling off of eastern European migration to the UK.

The areas selected for the study included four London boroughs:

**Newham** has the largest number of asylum seekers supported by family and community and the highest non-white population in the country. It is at the forefront of developing new ways of updating and maintaining information about their super-diverse borough. Destitution and access to legal advice were important issues there, along with advice and health: the PCT has published a report on charging and access to health and offers a transitional health care service for new arrivals.

**Redbridge** has much lower numbers of new arrivals and a less mixed population and makes little effort to collect data or use it in planning. It was one area where racial harassment was raised as a problem.

**Lambeth** has large and highly diverse populations of asylum seekers, refugees, traditional and recent immigration in particular from Africa, Portugal and Latin America; those working with them were concerned about housing, ESOL and employment especially.

**Lewisham** has fewer asylum seekers but non-UK nationals there are mainly EU nationals. There, the focus was also on employment, training and ESOL. The Refugee Health Team helps access ESOL and advice among its functions.

In the East of England and East Midlands:

**Peterborough** has a substantial migrant worker population and is home to the New Link centre that groups all services to new arrivals. Housing, employment, advice

and ESOL were raised as the main concerns and the council (with adjoining authorities) was about to produce a report on the effect of migrants on its housing market strategy.

**Leicester** has a settled refugee community which has also attracted Somalis with European nationalities and has developed a lot of pioneering work including a city New Arrivals Strategy. As in Nottingham and Sheffield, Refugee Support staff there are aware of the general changes but have no access to specific information. It has been the focus of some studies on destitution recently which has been raised as an issue, along with housing, ESOL and access to advice.

**Nottingham** has more asylum seekers. In the East Midlands the regional refugee and development agencies have funded studies on new communities. Concerns here were around ESOL, integration, advice and health

**Boston** has received a very large number of migrant workers in the agricultural and food processing industries and has the highest number of worker registrations in relation to the average labour force. There, the voluntary sector has pushed for research, which resulted in a much cited report on the dynamics of new migrant workers, and other work that has become a national model applauded by the Audit Commission.

In Yorkshire:

**Leeds** has a high number of asylum seekers accommodated in the city relying on Home Office and was another area where the destitution of asylum seekers had recently been highlighted and was a major concern.

**Sheffield** participates in the Gateway programme for direct resettlement of refugees and has done some profiling of new communities. Wide ranging concerns there included training and health.

**Doncaster**, while also receiving asylum seekers, has seen the numbers of non British workers getting new national insurance numbers triple since 2002/3 but there is no service provision for them or any recognition of their needs in planning. It was the other area that highlighted racism as a focus for work.

Two Hact projects have partners in some of the areas covered: Accommodate and Opening Doors.

Generally, the needs identified are:

1. Housing advice
  - especially advice that understands the links between housing options and rights, immigration status and employment;
2. Specialist housing
  - To develop housing that offers appropriate support and guidance for new arrivals and deals with transience positively;
  - To develop housing resources for sections of the new populations with special needs such as the elderly;
3. Accommodation for the destitute
  - To be developed in cooperation with local authorities and the BIA; *or*
  - working with local agencies and founders supporting the destitute
4. English language teaching

- That is offered in order to enable migrants to upskill with clear progression
  - That takes account of irregular hours and other factors specific to new migrants;
5. Interpreting services and translated key materials in relevant languages
  6. Advice and assistance with health access
  7. Legal and rights advice and support
    - That includes immigration and employment issues as central to most users' concerns
  8. Work on community cohesion and integration
    - That aims to improve the participation of new arrivals in local life and so promote more positive images of them
    -
- Looking at Refugee Support's identified strengths, the report proposes
- The development of a model for housing transient and new migrants (using the skills developed in running the FOYER and asylum support housing)
  - The development of an advice and support hub for new migrants (especially in the Yorkshire areas)
  - The development of work on community cohesion and new migrants (using work done around the asylum housing contract in the East Midlands as a model)
  - Expansion of volunteer ESOL provision within the context of work on cohesion
  - The development of provision for destitute people with no recourse to public funds (approaching local authorities to offer help with this increasing number of people currently constituting a £10 – 20m market in London alone)
  - The development of work within the new refugee integration model, specifically SUNRISE
  - The development of specialist housing for migrant elders (as a medium term priority needing exploratory discussion now)

## 2. INTRODUCTION

### 2.1 Background to Refugee Housing Association and Refugee Support

Since the research was conducted, the RHA became part of a new organisation called Metropolitan Support Trust (MST) on 1 April. Refugee Support is the refugee services arm of Metropolitan Support Trust, Refugee Housing Association (RHA) was established in 1957 and is now one of the country's leading providers of housing and support for refugees and asylum seekers. It is currently a Registered Social Landlord and an Industrial and Provident Society governed by a Management Committee. Since 1997 Refugee Support has been a subsidiary of Metropolitan Housing Partnership (MHP).

Refugee Support operates across London, the East Midlands and South Yorkshire with offices in each region, providing support to approximately 1200 asylum-seeking and refugee households. Services include:

- Supported Housing
- Floating Support Services
- Accommodation provision to asylum seekers on behalf of the Home Office
- Community initiatives such as education, training & employment activities
- Volunteering opportunities

### 2.2 Background to the Research

Refugee Support commissioned the Social Policy Research Centre, Middlesex University to undertake research as part of a wider programme of research and consultancy to develop a future vision for Refugee Support..

Michael Bell Associates are undertaking the service review and evaluation development consultancy *Facing the Future* .

The research covers two main objectives relating to:

- A. Mapping 'new migrant communities in the UK**
- B. Development Opportunities arising from the consultancy and research components.**

<b>Objective A</b>	<b>To map 'new migrant' communities in the UK</b>
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This includes three elements:

**Objective A1: Trends in community formation**

Including mapping of current and future trends of 'new migration' to the UK; summarising the location and demographics of 'new migrant' communities within the UK; mapping anticipated future developments in these areas.

**Objective A2: Defining/profiling 'new migrants'**

Incorporating a needs analysis of 'new migrant' communities within Refugee Support's areas of operation; comparative analysis of the needs of 'new migrants' in relation to those of refugees and asylum seekers; proposals for a definition of 'new migrants' as a client group.

**Objective A3: Current service provision**

Incorporating an examination of current service delivery and policy initiatives for 'new migrants' in the UK; and the relationship with existing and asylum seeking communities; to map service provision for 'new migrant' communities within the areas in which Refugee Support operates; to address the ippr's assertion that the effectiveness of service delivery for refugees and asylum seekers is, in some cases, lessened due to their distribution amongst 'new migrant' community members who are not entitled to such support.

**Objective B To suggest development opportunities and recommendations for Refugee Support in the provision of services for 'new migrants'**

**Objective B1: Scope of Work**

**Relationship to work carried out under Objective A**, incorporating clear processes for identifying specific development opportunities within the environment suggested by Objective A; a methodology for appraising funding options on which development opportunities could be furthered.

**Relationship to work carried out in the earlier consultancy component of the project**, to include clear processes for integrating Refugee Support's strengths in service delivery, identified by the consultancy, into recommendations for future organisational development.

**Integration of development proposals with Refugee Support's current service provision**, ensuring development recommendations build on locally existing Refugee Support service infrastructure.

**Objective B2: Focusing Development Proposals**

Refugee Support propose focusing these on:

- Housing and housing-related support
- Education and Employment
- Health
- Advice services
- External partnerships

## **2.3 Methodology and Activities**

In relation to the above objectives, the following activities were undertaken:

### **A1: Community Formation and Future Trends**

- Comparison of available statistical data on migrants, asylum seekers and refugees at national, regional and local levels
- Review of literature on advantages and disadvantages of different data
- Mapping of key data for England
- Analysis of statistical data in selected localities
- Discussions with informants in localities and sectoral experts on current and likely future trends
- Analysis of immigration policies and likely future developments which would influence the size and composition of flows

### **A2: Needs Analysis of New Migrants and Comparison with Refugees and Asylum Seekers**

- Literature review on migrants and needs in general and in particular regions and localities
- Interviews with statutory and co-ordinating bodies, local policy-makers, voluntary organisations about migrant, asylum and refugee needs and the relationship between them

### **A3: Current Service Delivery and Policy Initiatives**

- Review of general literature on service delivery and policy initiatives
- Interviews with services providers (statutory, voluntary), community both asylum seekers and new migrants in selected localities

### **B1: Relationship to Work Carried out under Objective A**

- Relationship to Work carried out in the consultancy component
- Integration of development proposals with Refugee Support current service provision

### **B2: Development Proposals**

- Housing
- Education and Employment
- Health
- Advice Services
- External partnership



### 3. CONTEXT

Almost 10% of the population in the UK in 2001 was not born in the UK. The largest groups were from countries of post-war colonial migration (Caribbean and South Asia) as well as Germany where the UK had a military presence for many years.

**Table 1 - Non UK born (England) (2001)**

<b>Total:</b> 4,544,014 (9.25%)	
<b>Top ten countries:</b>	
India	450,493
Pakistan	304,706
Germany	233,418
South and Eastern Africa (1)	190,346
Bangladesh	150,057
Jamaica	145,234
United States of America	141,198
South Africa	129,302
Kenya	126,119
Far East (2)	111,925

*Notes: (1) Other than Kenya, Somalia, South Africa, Zimbabwe; (2) Other than China, Hong Kong, Japan, Malaysia and Singapore; Source: Census 2001*

In the past decade immigration into the UK has grown substantially, often from new countries that had not been very significant in the post-war immigrations, as the National Insurance statistics of new registrations show (see Table 2).

**Table 2 - Registration for NINOs (national insurance numbers) non-British residents**

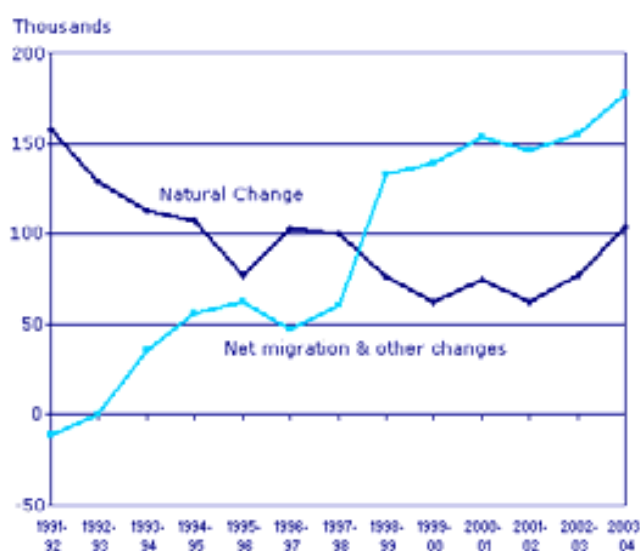
<b>2005/06</b>	<b>#</b>
<b>Total (England):</b>	578,800
<b>Top ten countries:</b>	
Poland	144,560
India	41,350
Republic of Lithuania	25,980
Slovak Republic	22,150
South Africa	22,000
Pakistan	20,990
Australia	20,880
France	15,020
Republic of Latvia	11,890
Nigeria	11,370

*Source: Census 2001*

**Non 'white British' population (England):** 2001 (Census): 6,391,695 (13.00%)

The main sources of this increase have come from labour migrants (skilled and less skilled); family members; students; refugees and those with other forms of leave after an asylum application; asylum seekers and rejected applicants and unaccompanied ( for a fuller description of these categories see pp. 18-19). Net gains (balance of immigration over emigration) too are at a historically high level. The last complete year for which we have data, 2004, represented the highest ever recorded level of immigration (Home Office 2006; Salt and Millar 2006). Immigration currently contributes more to demographic growth than natural increase and is predicted to continue doing so, though at a lower level –down from 224,000 net increase per annum in 2004-6 to 150,000 for the period 2006-2011 (National Statistics 2005).

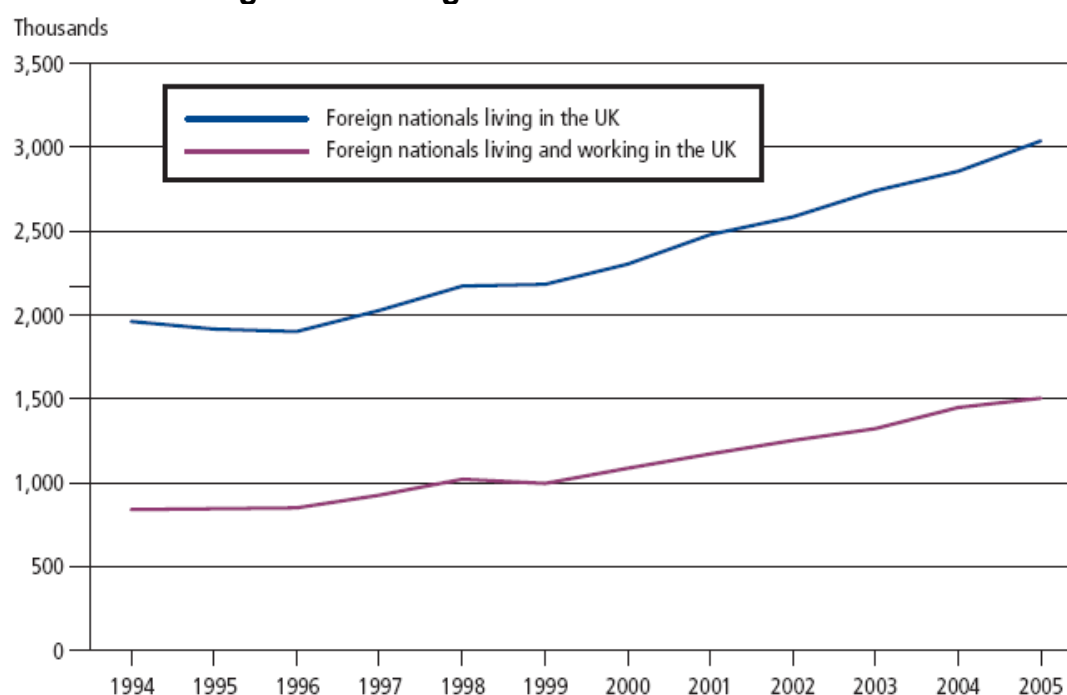
**Figure 1 - Demographic Change**



Source: Rees and Boden 2006

However this number only includes those who are defined as international migrants, that is intending to spend at least one year in another country. It thus leaves out those wishing to work for shorter periods which is likely to be common with migrant workers from Eastern Europe, who can now circulate easily, and for those on short-term work schemes (corporate transfers, agricultural workers, hospitality). It is estimated that the proportion of those intending to stay for between a year or two has also reached its highest level for a decade – 50% in 2004 compared to 36% in 1995 (Home Office 2006). This suggests a much higher circulation and turnover of migrants than in the past decade and the need to consider more closely the different forms of mobility and the relationship between temporary and long-term residence and work, both nationally and in particular localities.

In all, over 400,915 migrants entered through the different **labour routes** in 2005 (see table 1). Foreign workers now make up 6% of the workforce compared to 3.5% a decade ago, as indicated in Figure 2.

**Figure 2 - Foreign Labour in the UK 1994-2005**

Source: Labour Force Survey  
 (from Salt, J. and Millar, J. (2006), *Foreign labour in the United Kingdom: current patterns and trends*, ONS Labour Market Trends)

Labour migration from a variety of schemes is thus the major source of the recent increase. A significant change has been the entry of migrants from Eastern Europe doing lesser skilled work though many of them are well educated and have skills obtained in their countries of origin. In the period between 1 May 2004 and 30 December 2006, there were 579, 340 cumulative registrations which does not include the self-employed (Home Office et al. 2007: 4). This includes European Roma from countries such as Poland, Czech Republic, and Slovakia. From January 2005 to December 2006 142,000 re-registrations were recorded. There is also evidence that many who should have registered have not done so (Anderson et al. 2006). Migrants from the old EU of 15 countries do not require work permits. The new A2 countries (Bulgaria and Romania) have had very restrictive conditions placed on them following their accession on 1 January 2007 such that migrant workers can only apply as seasonal agricultural workers (6 months) or for work permits intended for the skilled. They may however come as students and self-employed. For these reasons, and because there is lower unemployment in the A2 compared to Poland and closer links with the Mediterranean countries (Drewe and Sriskandarajah 2006), it appears that the level of immigration has not been substantial.

Beyond the EU, some workers require work permits but others, such as working holiday makers (17 to 30 year olds from Commonwealth countries), UK ancestry and family members of work permit holders, do not. Overall these groups add substantially to those entering through official labour market channels but we know very little about what work they do or where they live or decide to settle.

**Table 3 - Foreign labour inflows by route of entry (2005)**

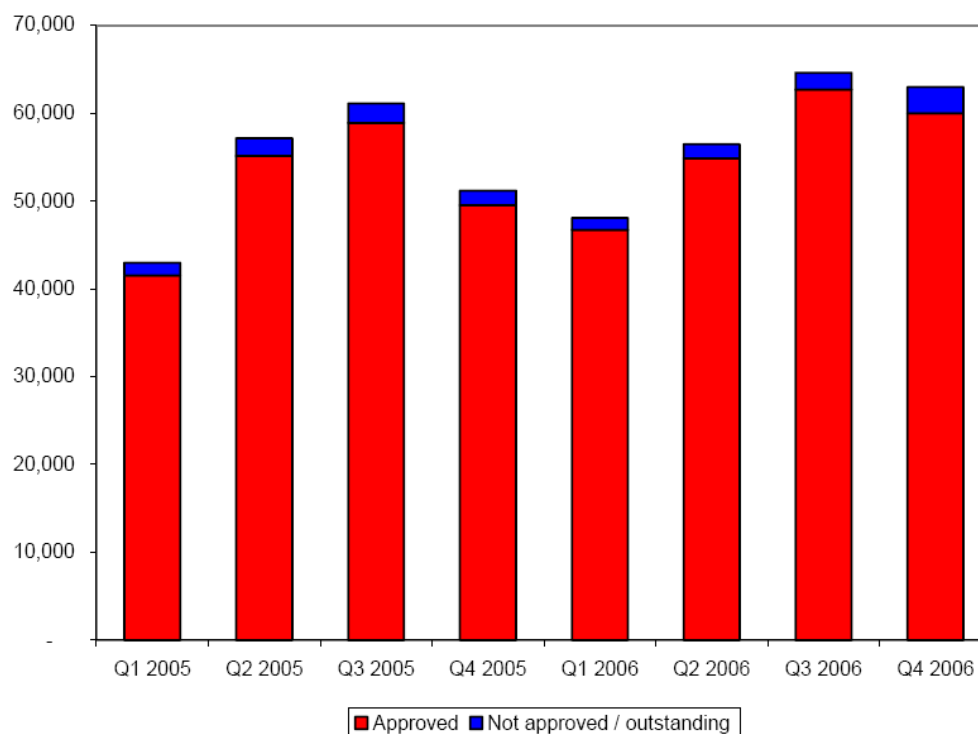
	Number	Per cent
Worker Registration Scheme <sup>a</sup>	194,953	48.6
Work Permit <sup>b</sup>	86,191	21.5
EU and EFTA <sup>c</sup>	35,200	8.8
Working Holiday Makers <sup>d</sup>	20,135	5.0
Highly Skilled Migrant Programme <sup>b</sup>	17,631	4.4
Seasonal Agricultural Workers Scheme <sup>b</sup>	15,455	3.9
Domestic Servants <sup>e</sup>	10,100	2.5
UK Ancestry <sup>e</sup>	8,260	2.1
Sectors Based Schemes <sup>b</sup>	7,401	1.8
Au Pairs <sup>e</sup>	2,360	0.6
Science and Engineering Graduate Scheme	2,699	0.7
Ministers of Religion <sup>e530</sup>	530	0.1
Total	400,915	100.0

Sources: a) Home Office; b) Work Permits (UK);  
c) IPS (latest data are for 2004); d) UK Visas; e) IRSS admissions

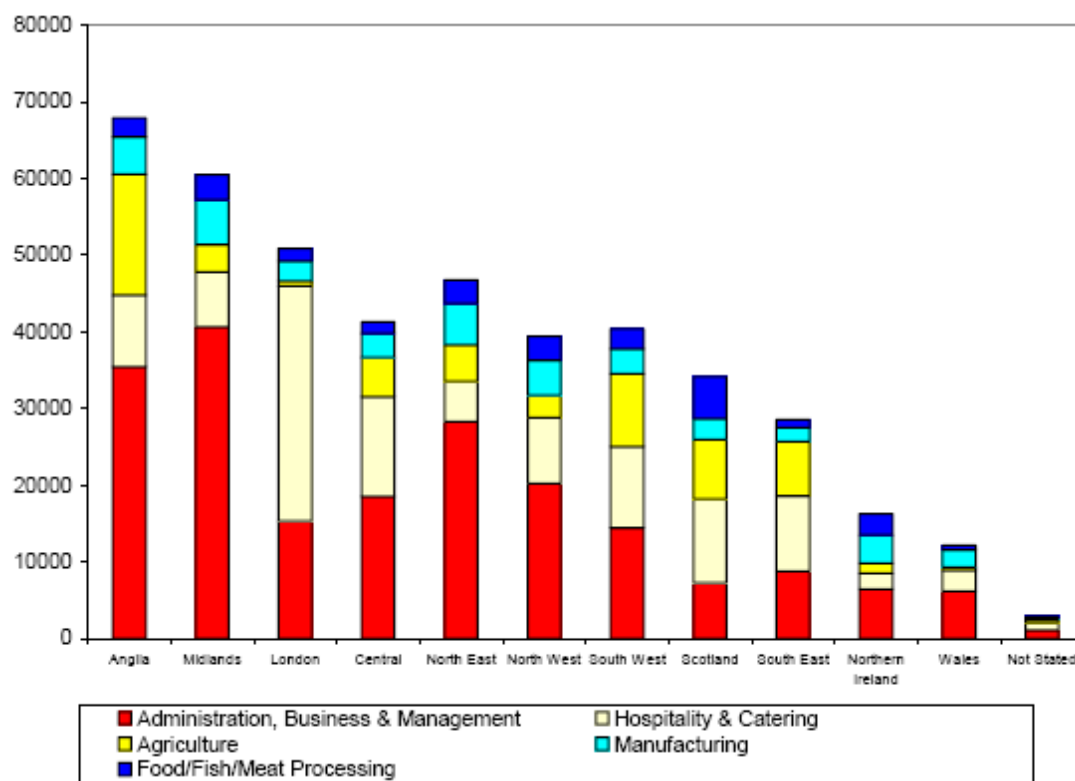
The above discussion pertains to national trends but in the past few years, especially with the influx of East Europeans, migrants are becoming more visible in localities outside of London and the South East which on the whole had not previously experienced inward immigration or ethnic diversity except for the post colonial migrants from South Asia, East Africa and the Caribbean. In general 45% of foreign migrants were located in London and almost 64% in London and the South East. However for those on the Worker Registration Scheme for the period from 1 May 2004 until December 2006, the most popular first destination was East Anglia with 15% followed by London and Midlands at 13% each. Over time London has declined in its attractiveness, falling from 17% in quarter 4 in 2004 to only 10% in the same quarter of 2006. The occupations also differ markedly between regions – 44% of those in London being in hotel and catering whilst 19% of those in Anglia are in agriculture, and 57% in the Midlands in Administration, Business and Management (Home Office et al. 2007).

It is important to note that different types of labour migration entail different housing rights in relation to local authority services, although not for housing associations who are subject to no restrictions whatsoever in relation to the immigration status of those they house. However, since housing need is usually measured in terms of how many people have applied to local authorities for housing or for help when homeless, many migrants do not appear in these figures, because they are not eligible. Many “old EU” migrants, especially those who have worked and their families, are eligible, as are A8 and A2 workers while actually working. Accession workers acquire EU rights after a year in any case. Work permit holders and their family members, au pairs and working holiday makers are not eligible.

**Figure 3 -Applicants applied by quarter January 2005 –December 2006**



**Figure 4 - Top Five Occupation Groups – geographical distribution of registered workers. Cumulative total May 2004-December 2006**



Source: Home Office et al. (2007)

To the increasing number of labour migrants we should add various other significant categories which make up the totality of **new arrivals**. **Family members** (113,230 in 2005) tend to be marginalised in the focus on migrant workers, but their numbers may rise with higher levels of workers. Furthermore, spouses and children (46,270 out of the total of family members) contribute to the increasing numbers settling and using services. Whilst most **students** (284,000 in 2005) only remain for a few years, many work whilst they are studying and a certain percentage stay after the completion of their degrees. The numbers **granted settlement**, previously after 4 years and now after 5 years of continuous residence, have also risen sharply from 125,945 in 2000 to 179,120 in 2005 up by 29% from 2004. **Asylum seekers**, though declining in numbers from 84,130 in 2002 to 25,710 in 2005, are for those with refugee and ELR status also becoming eligible to bring in family members and be granted settlement. In 2005, 67,810 were granted settlement as a result of earlier high levels of entry and the Family Amnesty Exercise.

Those arriving in the UK as family members of those already settled or with other migrants are generally not entitled to apply for council housing or homelessness services, and their family members are expected to accommodate and support them. Overseas students are similarly ineligible, and asylum seekers are generally expected to seek housing through the Home Office administered asylum support system.

The report by MBA outlines in greater detail **asylum flows and dispersal, changing policies and the new asylum model**. We draw attention here to some key points of relevance.

Within the UK the number of people seeking asylum increased rapidly during the 1990s and peaked in the early years of this decade at more than 100,000. Since that time the numbers have fallen substantially to 23,520 in 2006. (Home Office Asylum Statistics). Historical trends in the proportion securing refugees status have broadly remained constant with about 20% of initial decisions granted a positive outcome (10% granted full refugee status and 11% humanitarian or discretionary leave to remain in the last quarter of 2006). A further 23% of applications are allowed at appeal stage. The proportion of those granted the various types of status varies considerably between nationalities which reflects Home Office perceptions of safety. Assuming the proportion of those granted some form of leave to remain, this would result in about 10,000 individuals being allowed to stay each year.

In addition a small number of refugees (500 per year) are accepted under the Gateway Protection Programme and other smaller evacuation programmes which are delivered under separate contracts by a range of providers. These refugees have been from Burma, Democratic Republic of Congo, Liberia, the horn of Africa and Sudan, and so far councils in Bolton, Burnley, Wigan, Sheffield, Brighton and Hove, Norwich and North Lanarkshire are participating.

Around 80% of asylum applicants apply for "Asylum Support" assistance funded by the Home Office. There are three types of support:

- About a quarter receive subsistence only support" with accommodation provided by family or friends. Apart from Greater Manchester, the ten areas with the highest number in this group are London boroughs;
- Just over two-thirds are 'supported in dispersal accommodation' outside London with by far the highest number being accommodated in Glasgow (4730 at the end of June 2006).

- The rest (about 9%) are in 'supported initial accommodation' including those in induction centres.

The Home Office has also identified up to 450,000 people who are now being dealt with by the Case Resolution Directorate (CRD), and were previously known popularly as "legacy cases". They include all those who have applied for asylum before April 2006 and for whom there has been no definite outcome recorded, and outcome being return via deportation, removal or voluntary schemes, death, or a positive asylum decision. Even these last, however, will go back into the Directorate when they need to renew their leave. The CRD cases thus include people with current asylum cases, people who have been given leave, people who have been refused asylum and made fresh claims and people whose asylum claims were finally refused but have not yet left the UK. Some are still receiving asylum support (or benefits if they applied for asylum before 2000), some are in BIA accommodation, some are staying with families or friends, some are supported by charities or faith groups. Some receive "Section 4/hard cases support" with food vouchers or meals. Some are certainly working illegally and some effectively destitute. Social services have to support many of those who have community care needs because of age, illness, disability or other reasons.

We draw attention here to how the dispersal of asylum seekers since 2000 has also helped to change the landscape of many regional cities, especially in the Midlands and Yorkshire and Humberside, as the map of the dispersal of asylum seekers shows. So whilst London remains the place for the largest percentage of asylum seekers granted refugee status in 2005 with 46% of the total, it is followed by the West Midlands at 12%, and Northwest England and Yorkshire and Humberside with 11%. Nevertheless, though fewer in number, refugees have settled in significant numbers in East Midlands and East of England. The latter two are also regions where there has also been a very substantial inflow of **migrant workers**, particularly from Eastern Europe, the former Soviet Union and Portugal.

It is important to note that we are dealing with some very different types of migration here, although there is substantial overlap between some of the formal categories, and many communities will include migrants of all or several "types". Typically labour migrants (with the exception of those trafficked or enslaved) are migrants by choice, who usually have some time and resources to prepare their move. Refugees and those who enter by the asylum route are usually forced to leave and may be experiencing the effects of trauma and loss. Family migrants may join either group, and may share or not share their characteristics. There is, however, considerable blurring of these formal categories, as a result of personal decisions, entry policies and a lack of other options. Some who enter to claim asylum may, in fact, be looking to work in the UK as a primary reason for migration, and conversely, some who need a safe haven but can qualify to do so may choose, for example, to arrive as highly skilled migrants. As noted below, some people may arrive to join UK refugee communities but have the formal status of EU migrants. Legal entitlements to welfare benefits and council housing will also be different for different types of immigration status.

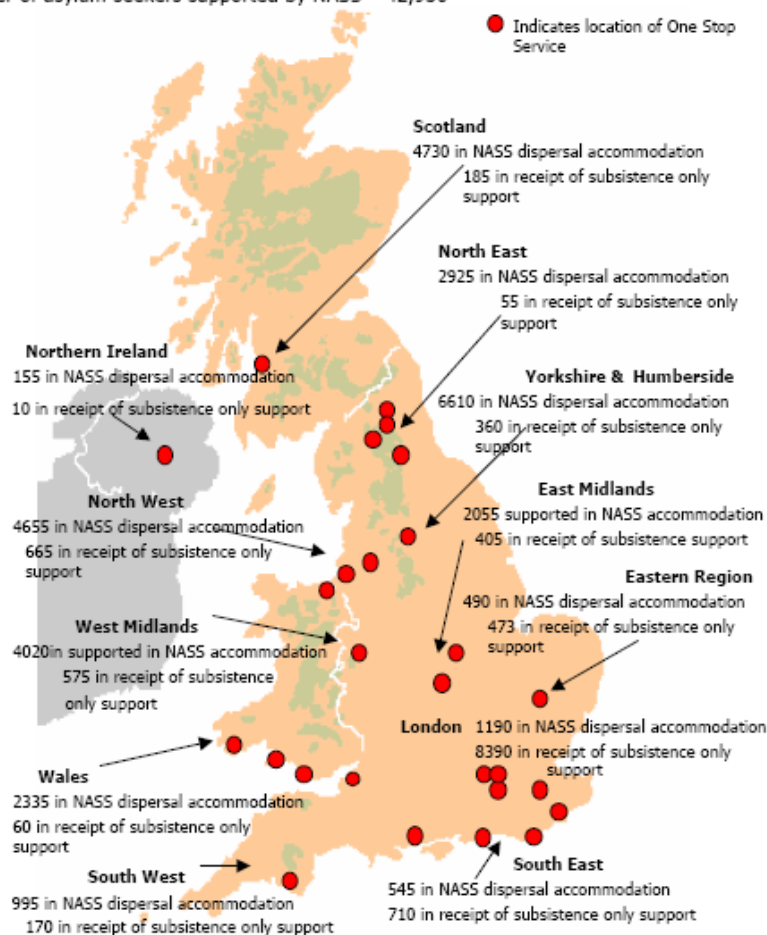
So too is **irregular migration** complex. It has been defined as "people who are liable to be deported for issues related to immigration status" (IPPR 2006). Migrants may be irregular for a number of reasons such as: avoiding inspection often through being smuggled; using false documents; having a rejected asylum claim or overstaying a visa which is thought to be the common cause. Estimate of irregular migrants for a Home Office study in 2005 varied considerably from a low of 310,000 to a high of 570,000 or a median of 430,000 (IPPR 2006).

## Map 1 - Dispersal and SO support as of June 2006

### NASS SUPPORT FIGURES

**Number of asylum seekers in NASS dispersal accommodation**  
**Number of asylum seekers in receipt of subsistence only support**  
**as at the end of June 2006**

Total number of asylum seekers in NASS dispersal accommodation – 30,710  
 Total number of asylum seekers in receipt of subsistence only support – 12,020  
 Total number of asylum seekers supported by NASS – 42,930



10 areas with most asylum seekers receiving accommodation & subsistence		10 areas with most asylum seekers receiving subsistence only		10 areas with most asylum seekers receiving subsistence only (excl. London)	
Glasgow	4730	Newham	785	Gtr Manchester	435
Gtr Manchester	2490	Haringey	675	Birmingham	320
Leeds	1720	Ealing	640	Leicester	215
Birmingham	1370	Enfield	545	Luton	135
Newcastle	1125	Waltham Forest	460	Slough	130
Cardiff	1110	Brent	455	Leeds	130
Nottingham	975	Gtr Manchester	435	Bristol	90
Sheffield	970	Hackney	385	Coventry	90
Liverpool	870	Redbridge	360	Liverpool	75
Swansea	795	Southwark	330	Edinburgh	70



Thus the substantial immigration from a number of sources has reinforced the existing diversity of many London local authorities (see appendix on locality summaries) as well as transforming the populations of provincial cities, such as Leicester, Manchester and Southampton, certain industrial towns and rural areas, in particular in Cambridgeshire, Herefordshire, Lincolnshire and Yorkshire (Audit Commission 2007; CRC 2007).

**Table 4 - Living and Working in the UK by Region of Residence 2005**

	Region A <sup>1</sup>	Region B <sup>2</sup>	Region C <sup>3</sup>	Rest UK	All UK
<b>All</b>	3,424	5,652	7,965	10,865	27,906
<b>UK/GB</b>	2,743	5,373	7,707	10,577	26,399
<b>Foreign</b>	682	279	258	287	1,505
<i>of which</i>					
<b>EU 15</b>	208	96	84	91	478
<b>Africa</b>	110	46	43	34	232
<b>Middle East</b>	-	-	-	-	25
<b>Indian sub continent</b>	69	27	33	42	171
<b>South and Eastern Asia</b>	35	17	23	30	105
<b>North America</b>	36	23	12	17	89
<b>Caribbean</b>	16	-	-	-	33
<b>Other Americas</b>	34	-	-	-	48
<b>Australia and New Zealand</b>	48	15	12	15	90

Source: Labour Force Survey

Notes: 1) Greater London (inner and outer); 2) Rest of South East; 3) East Anglia, East Midlands, West Midlands, South West;

The recent interest in national and local trends in immigration has drawn attention to deficiencies of data and the difficulty of estimating the population of an area and the number of new arrivals and their permanence. Many of the new arrivals may be transient (asylum seekers, refugees, migrants from the accession countries) or from the European Union, and therefore without the need to register for work or residence. As we shall discuss in more detail in the section on methodology, many data sources only sample a proportion of the population, others, such as administrative records fail to record geographical distributions and track movements. The most comprehensive source is the population census which dates, however from 2001, and is therefore unable to capture the outcome of the dispersal of asylum seekers and settlement of refugees as well as the vastly increased labour migration from work permit holders and worker registrations and self-employed from Eastern Europe during the past few years.

There are many reasons for the increase in mobility. Firstly, certain immigration policies restrict the duration of work to between 6 months and one year in less skilled sectors, such as agriculture, food processing and hospitality; Secondly, certain sectors such as the construction industry require mobility as sites of work shift spatially. Thirdly, the strategies of migrants themselves, especially those from Eastern Europe who may be seeking to work for short periods in order to improve

their situation in the country of origin and for whom, given the freedom of movement, the 'myth of return' may be real. Fourthly for asylum seekers, movement arising from dispersal and subsequent decisions (refugee or humanitarian status or rejection) results in eviction from NASS accommodation.

At the same time there is also a great deal more settlement of families taking place than is acknowledged. The image of recent Eastern European migrants is of young, single people. The recent accession monitoring report (Home Office et al. 2007) notes the increase in the number of dependants as a proportion of registered workers from 4.4% in 2004 to 8.7% in 2006. These figures refer to initial registration and do not reflect members of the family who may initially be left behind in the country of origin and who will join the worker once they have found a job and begun to settle in. A recent project on transience and settlement amongst Poles highlighted the complexity of familial networks and strategies. In some cases it may be parents who join their children in the UK, in other instances parents bring over some or all of their children or their own parents to act as carers (Ryan et al. 2007). In another study of migrant workers in South Lincolnshire (Zaronaite and Tirzite 2006), which included old EU migrants such as the Portuguese, 56.6% stated they would like to stay and 23.4% were planning to stay. Many Portuguese, who formed the previous influx of immigration, have settled. For Eastern Europeans it is too early to say the degree to which this migration will be characterised by short-term movements or lead to settlement. Many do not stay in the locality but move to larger centres.

The extent to which migration is transient or longer-term is important for service provision in education, health, housing, language provision and advice services. In many localities of new immigration, service providers are struggling to understand their requirements and to make services accessible for both those staying temporarily and those settling. In relation to the latter, secondary migration of former refugees who have acquired citizenship in another European country such as Somalis from Denmark and the Netherlands is also significant, as can be seen in several of our localities (Leicester, Sheffield). Tamils from France and Germany and Congolese and Ivorians from France have also moved to the UK. One group that has had little contact with service providers have been the European Roma, who often live in cities away from other groups such as the Romany (Vivitas Resourcing 2007).

The Audit Commission (2007) has stated that "local agencies need to develop and maintain a picture of changes in their local population of migrant workers and in relevant issues, by analysing national data alongside all the different local intelligence they have". The Commission for Rural Communities (2007: 17) too concludes that "there is a strong need for local strategic partnerships to review the potential impacts of migrant workers on local services, on local economies and community cohesion, with a view to strengthening the responses of public, private and third sector bodies to the challenges and opportunities arising". Neighbourhood renewal provides another site of partnerships for information and resources (Department for Local Government and Communities 2007).

The Audit Commission notes that "local authorities cannot control migration, but they have an important community leadership role in managing the consequences of change for the benefit of the whole community so that:

- new arrivals can integrate with local communities
- employers, recruitment and employment agencies and landlords comply with minimum legal standards
- local difficulties and tensions are minimised and

- The diverse needs of new residents are met, if necessary by modifying services (p.10). (Key Lines of Enquiry 31)

It found there was no single pattern for successful coordination. Some have set up specific task groups which report to their Local Strategic Partnerships (LSPs) which is a single non-statutory, multi-agency body matching Local Authority boundaries and aiming to bring together at a local level the different parts of the public, private, community and voluntary sectors (Department of Local Government and Communities 2007: 17). Others have added migrant worker issues to the remit of joint strategic and operational groups to co-ordinate local responses to the dispersal of asylum seekers. In most areas this is coordinated by a regional consortium which includes local authorities, refugee agencies, other statutory services and voluntary sector organisations. Some areas are considering underpinning their joint work by developing agreed outcome targets as part of Local Area Agreements. For example, the East of England Development Agency and the East Midland Development Agencies have commissioned regional research on migrant workers.

It recommends that local public bodies should:

- take account of migrant workers and their dependants in future strategies, including housing and school place planning
- understand the diverse needs of the migrant workers, including less visible concerns such as safety for women and child poverty
- tailor service arrangements to address these needs as part of diversity planning, including translating and interpreting arrangements; and
- give front line staff appropriate training, including about the entitlements of different migrant groups

The national level data itself is inadequate to evaluate mobility and its costs and implications for service provision (Travers et al. 2007) and hence not a source upon which local authorities can rely. However the capacity and willingness of local authorities and statutory bodies to build up their own local knowledge and translate it into service provision that reflects diversity and needs varies markedly, as our research demonstrates. Since the Audit Commission Report there have been a number of initiatives to disseminate good practice and learn from other local authorities. The Improvement and Development Agency for Local Government (IdeA) has published a good practice guide for local authorities on how to respond to the new European migrations (2007) while the East of England Development Agency, Regional Assembly and Fens Pathfinder (2007) sponsored a seminar on delivery of services.

## 4. METHODOLOGY

It is first necessary to clarify and define the different categories and routes of entry for migrants which are used in the report. New migrants are those who have arrived through various routes since 2000. Although a number of studies (McKay and Winkelmann-Gleed 2005; Spencer et al. 2006) define migrants as those who have been in the UK for 5 years), we prefer to go back to 2000 when dispersal was implemented. The census, though under-estimating the mobile and migrant populations, nevertheless remains the principal comprehensive source and a base for comparison. Furthermore, many service providers continue to use the 2001 census as their point of reference. It should also be noted that the term **new arrivals** is increasingly being used to encompass migrants, asylum seekers and refugees.

Migrant categories include:

- **Workers**, defined as people “who have come to the UK ...specifically to find or take up work, whether intending to remain permanently or temporarily and whether documented or undocumented’. They have increasingly come from the new accession countries but may also be from the old EU countries e.g., the Portuguese as well as non-EU countries.

They may be filling skilled as well as less skilled work and have entered through:

- **work permits**, generally reserved for the skilled,
  - **highly skilled migrants programme** (either or both high educational qualifications or earnings) and
  - **short-term sector-based schemes** for food processing and hospitality (SBS) and seasonal agricultural work (SAWS)
- **Working Holiday Makers**, a scheme designed for young people aged 17-30 years who may remain for up to 2 years and work for up to half of this time;
  - **Family members** (mostly spouses and children). They may join a migrant who is already in the country or enter with a migrant worker, especially if they are skilled, or a student. In a number of cities this is a steady source of immigrants. Accession country migrant workers are also increasingly bringing in family members, some of whom may also be working;
  - **Students** of whom there are an increasing number and who are able to work during their studies (up to 20 hours during term time and full time during the holidays). An increasing number remain in the country after they finish postgraduate degrees;
  - **Refugees** and those who get other forms of leave after an asylum application, such as Exceptional Leave to Remain, Discretionary Leave or Humanitarian Protection;
  - **Asylum Seekers** and rejected asylum seekers (some of whom may continue to be accommodated) who may be supported by the Borders and Immigration

Agency (which used to be called Immigration and Nationality Department or National Asylum Support Service (NASS) support);

- **Unaccompanied Children** who may arrive seeking asylum (known as Unaccompanied Asylum Seeking Children, UASCs) will then enter asylum support at 18. Others, however, may arrive through a variety of routes to work illegally, to join family members, or as victims of trafficking.

## 4.1 Research Activities

The first stage of research involved literature and statistical data reviews in order to determine the localities to be studied. The second stage, following the selection of the 11 localities in four regions (London, East of England, East Midlands and Yorkshire and Humberside), focused on interviews with different services providers (statutory and voluntary), advice organisations and regional co-ordinating bodies to ascertain what they knew about migrants, asylum seekers and refugees in their localities, their needs, and gaps and priorities in services.

### 4.1.1 Literature review

This includes academic, policy-oriented and material produced by migrant associations, coordinating organisations and service providers, on migrant and refugee populations, their needs and services provided. There is a rapidly growing literature on migrant populations, and especially the difficulties of estimating the numbers of migrants, asylum seekers and refugees in particular localities. In the past few years considerable research has been commissioned on changes in London's population (DMAG; Rees and Boden 2006) and in regions such as the East of England (McKay and Winkelmann-Gleed 2005), East Midlands (EMDA forthcoming) and North East (Pillai 2006). Extensive research has been conducted in some localities such as in South Lincolnshire (Zaronaite and Tirzite 2006), North Lincolnshire (2005), Yorkshire and Humberside (2006). There is also research focussing on the cost of mobility on public services (Travers et al. 2007). The Audit Commission (2007) report on the implications and responsibilities of local authorities should be seen as a significant intervention in encouraging local authorities to develop and up-date knowledge about their populations in order to provide better and appropriate services and maintain good community relations. Specifically on rural areas, the Commission for Rural Communities (2007) published a briefing on the numbers and impact of migrant workers. The Department for Communities and Local Government (2007) has also highlighted the information, resources and good practices for refugees and asylum seekers and migrant workers that local authorities can draw upon from neighbourhood renewal schemes. Specific sectors, such as the construction industry, have undertaken detailed analysis existing and future labour force needs throughout the UK (IFF Research 2005).

Other reports have reviewed migrants and public services in the UK (Arai 2005) and the integration of new migrants and refugees in different areas (housing, employment, education, community relations) (Spencer et al. 2006). Faith organisations, such as the Catholic Church, have also turned their attention to the experience, needs and perceptions of their members and the Church (Davis et al. 2007).

There are also numerous smaller studies which we list in the relevant locality studies (see Appendix 3).

#### 4.1.2. Statistical Sources

There are three types of data which have been used to calculate immigration nationally and locally. These are censuses which cover the entire designated population, surveys (International Passenger Survey, Labour Force Survey) which are based on samples and administrative records, in particular, Home office data on immigration control, NASS, work permits, worker registration scheme, grants of settlement, national insurance numbers, GPO registrations, council tax and school pupils.

##### (i) Census

Our starting point in analysing recent developments in immigration was the 2001 census. We define new migrants as those who have arrived through various routes (work, family, student, and asylum) since 2000. The census includes a question on immigration in the previous year. However it is now 6 years since the census was undertaken and during this period there has been substantial immigration nationally and in many localities outside of the South East. Census data includes quite a lot of information on family size and type but this may not be related to nationality or arrival dates in local studies or datasets.

The primary sources that are available for the period since the census and collected annually, if not quarterly, are surveys and administrative records.

##### (ii) Surveys

The **Labour Force Survey** (LFS) and the **International Passenger Survey** (IPS) are based on samples. The LFS leaves out those who are not resident in a permanent dwelling and does not reveal information for nationality groups with under 10,000 in a geographical unit. It does include information about household size and type. The IPS was primarily designed for measuring flows of tourists although it is the one source which indicates emigration as well as immigration by region, citizenship, age and gender, but it does not include information about household size and type.

##### (iii) Administrative Records

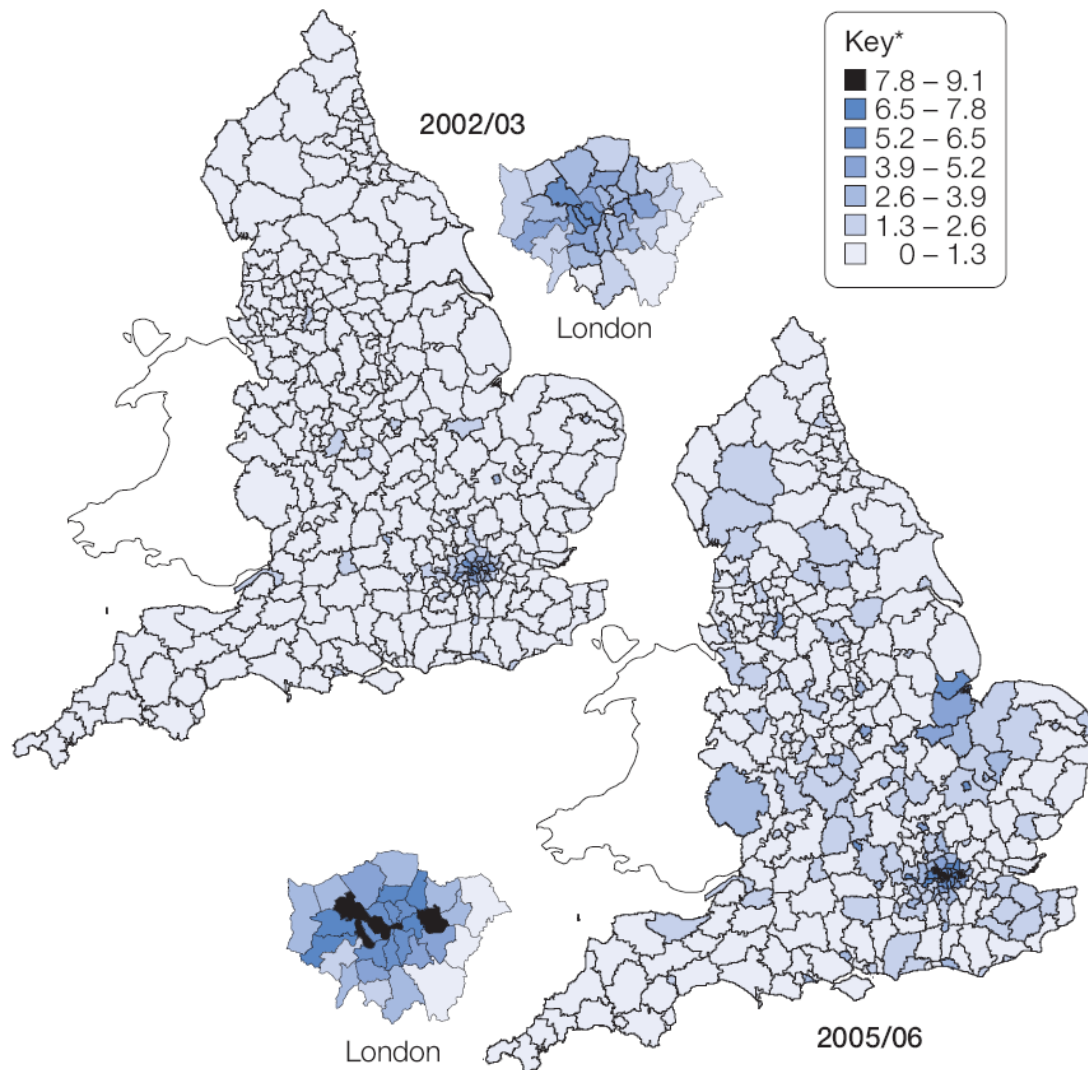
- The **Control of Immigration statistics** collected by the Home Office at point of entry, is only comprehensive for those who require entry clearance ie. those from outside the EU-25 and do not indicate place of work or residence. The Home Office also publishes data on grants of settlement and citizenship which includes all nationalities. Some of these figures include information about family members or dependants;
- **National Insurance Allocations** (NINo) by citizenship, gender, age. It may reflect places of initial registration rather than place of work or residence;

- **Worker Registration (WRS)** by occupation, nationality, age and gender but does not include the self employed

Record	Coverage	Information
<b>NINo</b>	All new migrants including self-employed	No indication of where they are No information on family size or members
<b>WRS</b>	Only A8 and excluding self-employed	Where they live or work – required to register employment National data on numbers bringing dependants but no information on what types of dependants

- **NASS Statistics** on asylum dispersal for those on accommodation as well as subsistence only support. These usually include family members and dependants in the totals for each area.

## Map 2 - Applications for national insurance numbers by foreign nationals\*

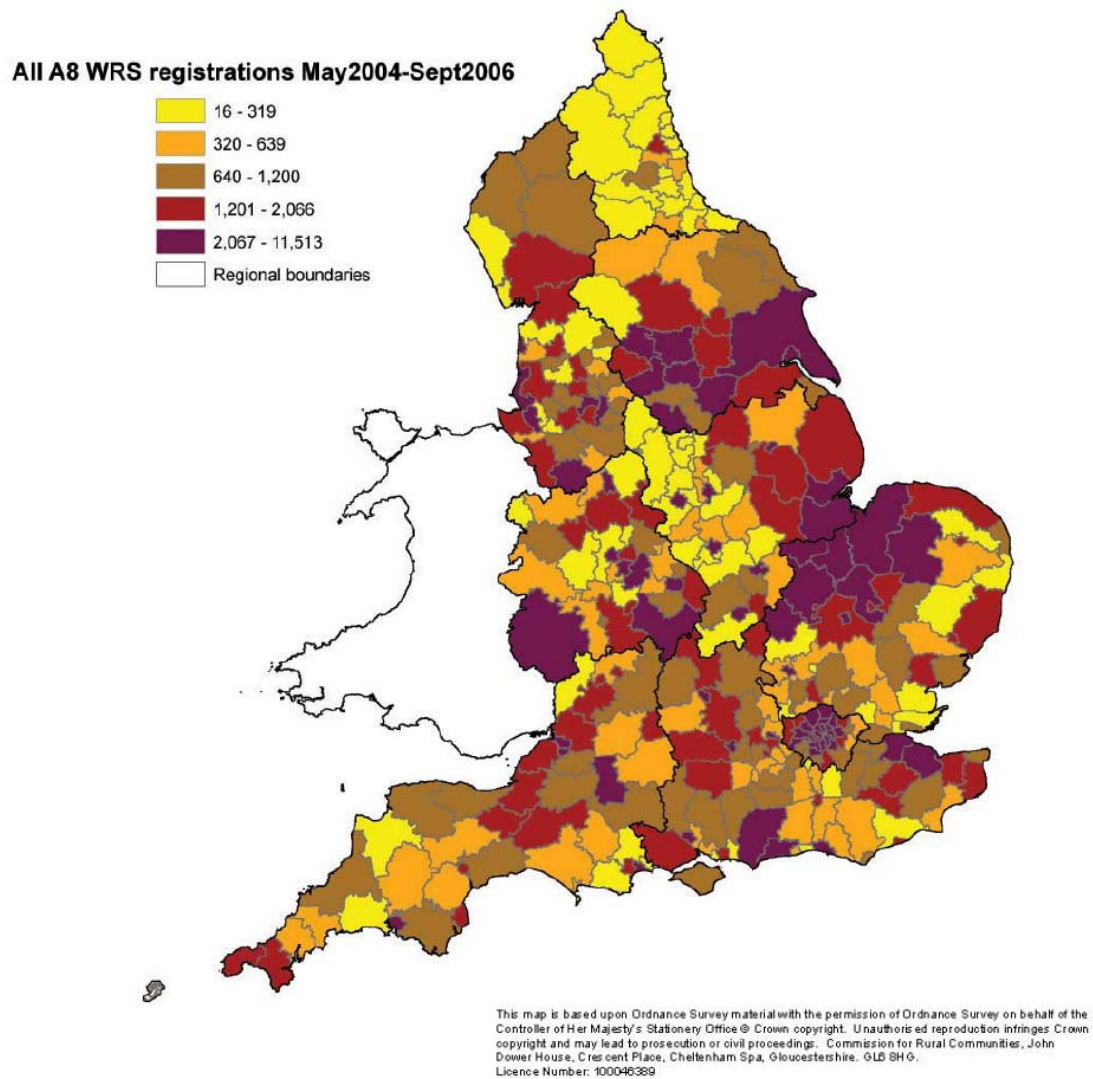


(\*): New national insurance numbers issued to foreign nationals as a percentage of the working population in that area.

Source: Audit Commission, from Department for Work and Pensions National Insurance Recording System.

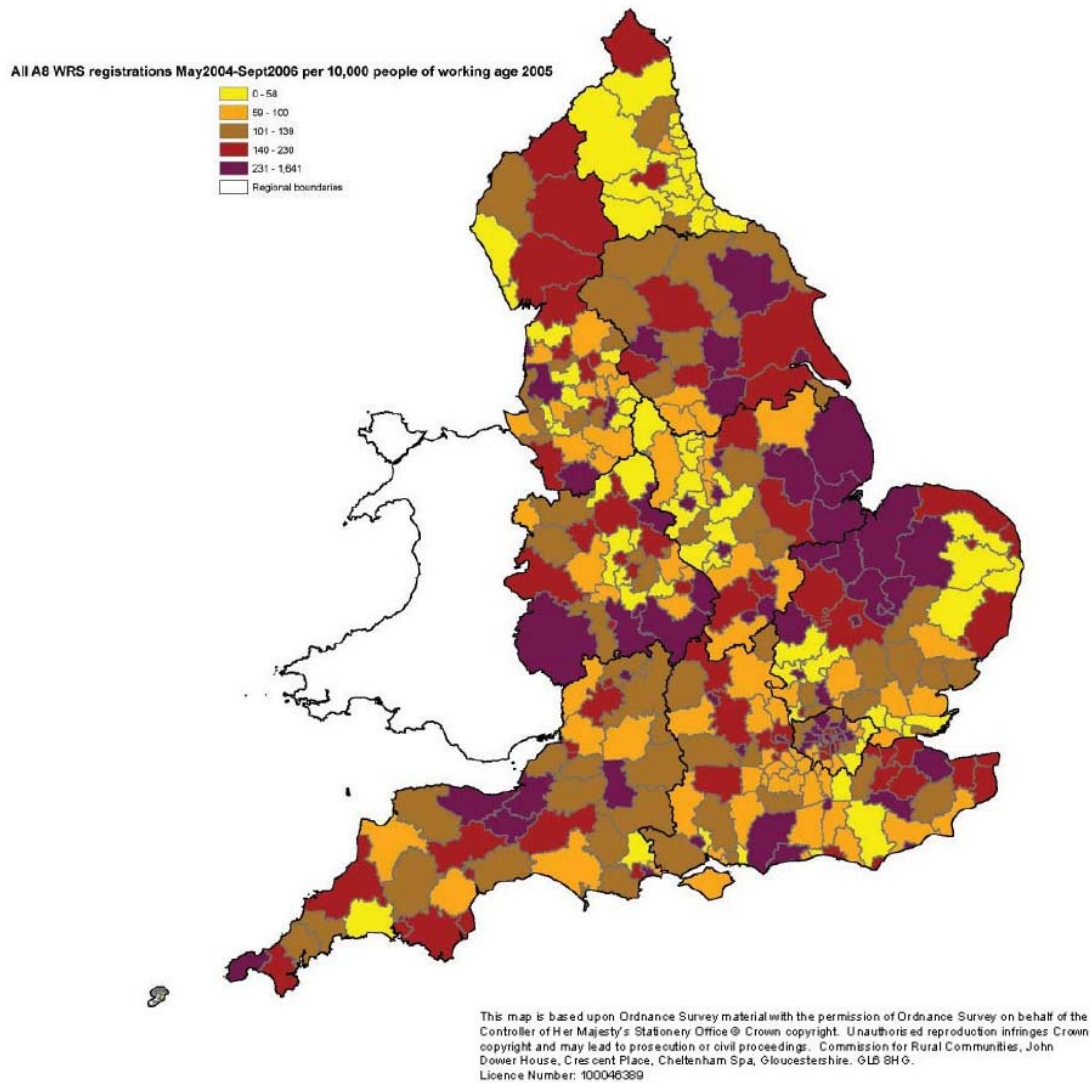
© Crown copyright. All rights reserved Audit Commission 10043998 (2007) (permission to be requested)



**Map 3a - All A8 WRS registrations May 2004-September 2006**

Source: 'A8 migrant workers in rural areas', Briefing Paper, Commission for Rural Communities 2007.  
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### Map 3b - All A8 WRS registrations. May 2004-September 2006 per 10,000 people of working age



Source: 'A8 migrant workers in rural areas', Briefing Paper, Commission for Rural Communities 2007.  
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**Table 6 - Areas with most asylum seekers**

10 areas with most asylum seekers receiving accommodation and subsistence		10 areas with most asylum seekers receiving subsistence only		10 areas with most asylum seekers receiving subsistence only (excluding London)	
Glasgow	4,730	Newham	785	Gtr Manchester	435
Gtr Manchester	2,490	Haringey	675	Birmingham	320
Leeds	1,720	Ealing	640	Leicester	215
Birmingham	1,370	Enfield	545	Luton	135
Newcastle	1,125	Waltham Forest	460	Slough	130
Cardiff	1,110	Brent	455	Leeds	130
Nottingham	875	Gtr Manchester	435	Bristol	190
Sheffield	970	Hackney Lambeth	385	Coventry	90
Liverpool	870	Redbridge	380	Liverpool	75
Swansea	795	Southwark	330	Edinburgh	70

Source: IAP News, Refugee Council, August 2006, No.61

## 4.2 Selection of Localities

Based on the combination of statistical data, locations of Refugee Support activities and existing studies undertaken by local authorities, organisations, and academics, we initially selected 11 areas to investigate in greater depth.

These localities are:

- Where the Refugee Support is present and absent;
- In four regions;
- In metropolitan urban, regional urban and rural;
- With different possibilities for increase in migrant populations;
- With different political composition;
- In different types of local authorities (district council, city councils, London boroughs);
- With different proportions of non-UK born, major nationalities amongst top ten, and non-white populations;

All of the localities except for Boston have had NASS supported asylum seekers. In particular in the East Midlands and South Yorkshire, the major cities have had a history of post colonial migrations since the Second World War, for example Leicester or Nottingham. These cities received significant numbers of migrants from former British colonies in the Caribbean and South Asia. Leicester, in particular, large numbers of Ugandan Asian refugees settled at the beginning of the 1970s. This contrasts with Boston where international migration is a recent phenomenon and based on high demand for labour in agriculture and food packing industries. The latter now has the highest ratio of migrant labour to people of working age with 1600 to 10,000 (see map 3b).

## LONDON

Here we selected two pairs of adjacent boroughs, one inner, and the other outer. **Newham** (inner) ranks first in the UK amongst the areas with most asylum seekers receiving subsistence only and has the highest non-white population in the country. **Redbridge** (outer) had much lower numbers of asylum seekers, refugees and new arrivals. In 2001 its non-UK born population consisted primarily of South Asians, East Africans and Caribbeans. In both boroughs Lithuanians are the largest A8 group.

**Lambeth** (inner) ranks 8<sup>th</sup> for subsistence only asylum seekers, with large and highly diverse populations of asylum seekers, refugees, traditional and recent immigration in particular from Africa, Portugal and Latin America; **Lewisham** (inner) on the other hand had fewer asylum seekers whilst its non-UK nationalities were mainly comprised of EU citizens.

## EAST OF ENGLAND

**Peterborough**, an area of dispersal in a region which has one of the lowest numbers of refugees but which has a substantial migrant worker population. Joint studies have been conducted with localities in the East Midlands, for example, strategic housing market assessments.

## EAST MIDLANDS

**Leicester** and **Nottingham** are asylum dispersal areas with Refugee Support offices. Leicester has the third highest number of dispersals receiving subsistence only outside London due largely to the presence of refugee-generating communities. It has furthermore received substantial numbers of Danish and Dutch Somalis (estimated 10,000 since 2001). **Nottingham** has the largest number of asylum seekers in the East Midlands. **Boston**, a borough council, has received a very large number of migrant workers (A8 and Portugal) in the agricultural and food processing industries and has the highest number of worker registrations in relation to the average labour force.

## YORKSHIRE AND HUMBERSIDE

**Leeds** has the third largest number of asylum seekers receiving accommodation and subsistence. It has a NASS office and an induction centre. **Sheffield**, the 6<sup>th</sup> largest place for asylum dispersal and an Refugee Support office. It is also participating in the Gateway Protection Programme and has brought in refugees from conflict areas in Liberia and Ghana (2004) and Burma (2005-6) **Doncaster** has also received asylum seekers and seen its non-British NINo triple from 2002/3 to 2005/6.

**Table 7 – Numbers of asylum seekers granted refugee status in 2005 for areas lived in**

<b>Area</b>	<b>Number</b>
<b>London</b>	<b>4,676</b>
Lambeth	212
Lewisham	175
Newham	256
Redbridge	94
<b>South East England</b>	<b>706</b>
<b>South West England</b>	<b>326</b>
<b>East of England</b>	<b>414</b>
Peterborough	101
<b>East Midlands</b>	<b>483</b>
Leicester	154
Nottingham	158
Others (includes Lincolnshire)	58
<b>West Midlands</b>	<b>1,174</b>
<b>North West England</b>	<b>1,112</b>
<b>Yorkshire &amp; the Humber</b>	<b>1,127</b>
Doncaster	52
Leeds	381
Sheffield	240
Others (includes North Yorkshire)	37
<b>North East England</b>	<b>368</b>

*Source: Home Office Consultation Document on New Integration Model*

### **4.3 Locality Studies**

A range of migrant and refugee associations, advice organisations, local government policy-makers, and co-ordinating bodies were contacted and face to face and telephone interviews were conducted (see Appendix 1). They were asked questions about their knowledge of migrants and refugees in their locality and how they had obtained it; services needs for different groups of migrants; gaps and priorities in services (appendix 2 interview schedules).

Interviews have been conducted primarily within the specified localities although a small number were undertaken with individuals in adjacent areas and regional bodies. We also interviewed and received information from an additional rural area, Northallerton, in North Yorkshire. Audit Commission reports note the need to take into consideration networks and service provision across several local authorities, some of them in different regions. This is particularly the case in rural areas where provision may be shared and studies have been conducted across local authority boundaries, as in South Lincolnshire which covered Boston and South Holland.

As far as possible a variety of public and voluntary organisations and service were included. In particular we sought to focus on the following areas which our literature review suggested were issues of concern:

- Education and Employment
- Housing and housing-related support
- Health
- Advice services
- External partnerships
- Work on citizenship, cohesion and integration.
- Emergency provision for destitute migrants and asylum seekers.

Readers will note, however, that in summarising the results and analysis, we have grouped some of these areas differently, depending on what arose from the research itself.

## 5. RESULTS AND ANALYSIS

### 5.1 Objective A 1: New Migration

The analysis of new migrants, knowledge about them, their needs and priorities and gaps in services were based on the results of 123 interviews (120 in the localities and three at a national level). National interviews included the Audit Commission, construction industry and Institute of Public Policy Research.

**Table 8 – Locality Interviews**

Locality	LA <sup>1</sup>	Reg <sup>2</sup>	AsRef <sup>3</sup>	Pol <sup>4</sup>	Hou <sup>5</sup>	Hea <sup>6</sup>	ESOL <sup>7</sup>	Adv <sup>8</sup>	Com <sup>9</sup>	Faith <sup>10</sup>	Tot
Lambeth	3		2	1	1	1	1	1	1		11
Lewisham	1		2	1	1	1		1	2	2	9
Newham	5		1		2	3		2	2		15
Redbridge	1		1	1	1				1		5
Boston	1				2	1		2	3	1	10
Leicester	4	1	3		2		3	2	2	1	14
Nottingham	5	2	2		3	2	2	2	3		14
Doncaster	2		2			2	1	1	1		7
Leeds	4	1	2		2	1	4	3			14
Sheffield	2		5		2	3	4	2	2		14
Oth. Yorkshire		1					1				2
Peterborough	4			1	1		1	2	2		11
	28	5	19	4	16	13	17	18	19	4	126

Notes: 1) Local Authority; 2) Regional Authority; 3) Asylum and Refugee Organisation; 4) Police; 5) Housing; 6) Health; 7) ESOL, Education, Training; 8) Advice; 9) Community; 10) Faith Organisation

#### 5.1.1 Key Issues

1. There is no single data set which measures the various forms of immigration into a locality; each series has its limitations. In particular we need statistics relating to place of residence and place of work. Amongst even the most advanced local authorities, there may be lack of knowledge of relevant data sources, for example the annual school pupil census (languages spoken and ethnicity) which gives a better idea of family migration. Rees and Borden (2006: 36) have proposed a common framework the **New Migration Databank** (NMD) but see this as being limited to the UK as a whole, the Greater London Region and their constituent local authorities. The Data Management and Analysis Group (DMAG) of the GLA has produced a number of studies combining national statistics and local intelligence and provides analytical support to the policy formulation and planning process.

It is not possible to measure the **movement of migrants** out of a locality and the stock of migrants in a particular place. Many informants noted that they did not know how many migrants and refugees left their locality nor where they went to or the whereabouts of failed asylum seekers. There is secondary movement by asylum seekers and migrants from the original place of dispersal or work. They may move to be closer to friends or relatives or in search of work which is particularly important for

migrant workers. Availability of housing is also a significant issue. In areas of agriculture and food packaging in Eastern England, where there is a buoyant low-paid labour market, migrants (including some refugees) may gravitate to dormitory towns with cheap housing such as Barnsley (Sheffield informant) or Kingston-upon-Hull (Audit Commission 2007) and travel, sometimes long distances, to their place of work. This makes it even more difficult for local authorities to have an accurate picture of their local populations and at the same time makes it even more imperative for them to share knowledge. The ONS has changed its methodology for calculating mid-year estimates and these will be applied for the RSG settlement for 2008/9 and 2010/11. The new formula will now include the LFS in addition to the IPS in the distribution of new migrants to the regions. A new geography, based on social and economic propensity to migrate derived from the IPS, will replace figures drawn from patient registrations, to distribute figures amongst local authorities. This will however lead to many London local authorities losing population while East Midlands and especially Yorkshire and the Humber would gain.

2. **Categories are not always clear cut.** Intentions may change from a short-term stay to longer term settlement. Statistical data does not pick up this change. Many migrants were not clear about their intentions, as can be seen in the data in the Accession Monitoring Report (Home Office et al. 2007). Families too may have mixed immigration statuses.
3. **Transience** is particularly difficult to capture. Transience should not be defined narrowly as passing through a place or homelessness but as a short stay which may itself be variable. The ONS is currently seeking to develop more adequate measures for short-term residence which is not covered by traditional measures of immigration (ONS 2007). A number of informants mentioned that there was a high degree of transience with migrant workers staying 3-4 months and that this had implications for housing and other services and the cost of mobility for local authorities (Travers et al. 2007).
4. **Long term and family settlement** – although in the initial stages, many migrant workers are single or arrive without their family, over time a certain proportion bring in their families or form families. The Accession Monitoring Report (Home Office et al. 2007) reveals that the proportion of registrations with dependants of all registrations has risen from 4.4% in 2004 to 8.7% in 2006. A number of studies confirm the significance and complexity of family migrations, which many authorities do not know how to estimate. It does have considerable implications for services, especially schools where it may be felt first. Migrants may bring in their family for a few years even if they are not intending to settle permanently. In Boston and South Holland, there has been a notable increase in school pupils. Families are also the most likely to register with a GP. There is a greater call on ante-natal and abortion services from Eastern Europeans, especially outside of the major cities (BBC 2007). These sources of information as well as grants of settlement data (Home Office) are possible ways of acquiring a more accurate estimate of family migration and long-term settlement. Settlement is also the stage when many migrants bring in family members, and when their needs are recognised (Sheffield informant). Families with mixed status (such as EU citizen and asylum seeker partnerships) may also raise problems (Leicester informant).
5. **Local intelligence**, as suggested by the Audit Commission report (2007), is being produced and collected by some localities such as Newham (Corporate Research Unit 2006) which is at the forefront of developing new ways of updating and maintaining knowledge of their diverse groups. The borough has been particularly concerned by the under-counting of its mid-year population by the



ONS due it argues to the inadequacies of the data used for estimating international migration, in particular the International Passenger Survey. They have consequently pioneered a method based on Flag 4 GP registrations, although it should be said that many migrants, especially the young and transient, do not register with GPs, as the South Lincolnshire Study shows.

In Leeds and Sheffield, refugee organisations rely on Home Office and NASS data but a number of organisations are, in addition, undertaking small scale research or monitoring usage of their own facilities. In 2006 Sheffield produced an “Eastern European” community profile and a Kurdish. Middle East community profile. In South Lincolnshire, the impetus for local intelligence came from the voluntary sector, resulting in the production of a very impressive survey of migrant workers (Zaronaite and Tirzite 2006), their needs and service provision. It has been widely cited well beyond the locality, and is used by local statutory agencies such as the police, the housing department and the Primary Care Trust, and has spawned a number of other initiatives with the help of external funding. A number of other substantial studies have been undertaken in Lincolnshire and Yorkshire and Humberside (Matthews 2006a,b).

In both East Midlands and Yorkshire and Humberside, the regional refugee and development agencies have also initiated and funded studies. Local authorities are beginning to meet together to share good practice in relation to knowledge and best practices concerning migration and integration of new arrivals.

On the other hand, some localities have made little effort to collect information on new migrants. Redbridge (London) does not collate statistics to enable it to produce information on new arrivals and their needs and to include it in planning and diversity policies. They do not appear in the Local Area Agreement developed by the Redbridge Strategic Partnership in 2006. There seems to be a close relationship between lack of knowledge and provision of services. In Doncaster (Yorkshire and Humberside) there is a lack of ad hoc projects for migrant workers, absence of migrant communities both in the service provision and in the strategic partnership.

6. **Future trends.** A number of variables will influence the size of the new migrant population and its composition. Growth does not only depend on the overall state of the economy but on changing demand within sectors such as construction, agriculture and food packing, and health services. The construction industry envisages growth not just in East London (site of the 2012 Olympics) but also West London as well as other parts of the country. The agricultural industry, particularly vegetables and horticulture, also foresees a steady growth in demand for workers.

Current proposals for migration policy by the UK government envisage meeting shortages in less skilled sectors from EU migrants but there is some scepticism that EU –25 migrants will continue providing an adequate labour force (Matthews 2006). There is evidence that Poland, which at the time of the 2004 enlargement had an unemployment rate of 20%, is itself experiencing labour shortages in an expanding economy. The opening up from 2011 of the rest of the EU, especially Germany, to Eastern European migrants, will undoubtedly have an impact and make the competition for labour more severe.

Family migration is likely to increase as a proportion of current migrants decide to settle and refugees bring in family members (Sheffield informant). There is

evidence from other studies that migrant workers from Eastern Europe are bringing in immediate family members or facilitating the settlement of other members, such as siblings or cousins who enter through the Worker Registration Scheme (Ryan et al. 2007).

Asylum numbers decreased substantially from 60,000 in 2003 to 40,600 in 2004 to 30,800 in 2005. However the numbers in 2006 did not fall so sharply 27,800. It could stabilise around this level but with much more rapid decision-making on cases and hence higher turnover in use of services, particularly housing.

Once granted the right to remain in the UK, refugees generally have access to the full range of benefits and entitlements open to other UK citizens. In April 2003 the Government initiated a Supporting People programme aimed at delivering the provision of housing-related support which has become an important element in meeting the initial settlement needs of refugees and supporting their longer term integration into society. Refugees were identified by the Office of the Deputy Prime Minister (now the Department for Communities and Local Government) as one of the eight groups most at risk of social exclusion. Under this programme, there are three broad areas of support of relevance to refugees:

- Support in accessing services and benefits
- Support in accessing training and employment
- Help in developing life skills

What is not yet clear is the way in which the relationship between Supporting People and the SUNRISE programme is likely to be developed. SUNRISE is currently being piloted in four areas of the UK and offers newly recognised refugees intensive casework support, tapering off rapidly in the first year, to develop and implement a personal integration plan. It is to be extended to the whole of England as a result of the implementation of the New Model of Integration Services produced by the Home Office in 2006.

## **5.2 Objective A2: Needs of New Migrant Communities**

Our interviewees generally recognised that new migrants including refugees had distinctive needs but also shared some problems with more established migrants and black and ethnic minority groups. With the decline in asylum and refugee numbers and an increase in A8 migrant workers, there is a growing tendency to establish new projects covering both, especially in the more advanced regional centres such as Leicester and Peterborough (local intelligence). There are however shared as well as different problems. In particular, refugees and migrant workers compete for housing and employment. Of the needs mentioned, the most frequently cited were housing, employment, language provision and advice services. Less mentioned needs were health and integration and community relations (see table 9). Of course the emphasis will also depend to some extent on the organisations with whom interviews were obtained. These are examined on some detail below.

**Table 9 – Needs and Issues by locality**

Locality	Hou <sup>1</sup>	Dest <sup>2</sup>	Emp <sup>3</sup>	Train <sup>4</sup>	ESOL <sup>5</sup>	IntTr <sup>6</sup>	Leg <sup>7</sup>	Rac <sup>8</sup>	Int <sup>9</sup>	Adv <sup>10</sup>	Hea <sup>11</sup>
Lambeth	2	0	2	0	2	0	1	0	0		1
Lewisham	0	0	2	2	2	0	1	0	0	2	1
Newham	1	2	0	1	0	1	2	1		2	2
Redbridge	1	1	0	0	1	1	2	2		1	0
Boston	2	1	2	0	2	2	1	1	0	2	1
Leicester	2	2	1	1	2	1	1	0	0	2	1
Nottingham	1	1	1	1	2	1	1	1	2	2	2
Doncaster	2	2	2	0	0	1	1	2	0	0	1
Leeds	2	2	1	1	2	2	1	1	1	1	1
Sheffield	2	1	1	2	2	2	0	0	0	2	2
Oth.Yorkshire	1	0	2	0	0	1	0	0	0	1	0
Peterborough	2	0	2	1	2	1	0	0	1	2	0

Notes: 1) Housing; 2) Destitution; 3) Employment; 4) Training; 5) ESOL classes; 6) Interpreting and Translations; 7) Legal advice; 8) Racism; 9) Integration; 10) Advice and Information; 11) Health

(0=Not Mentioned; 1=Mentioned but not major; 2=Major)

The score is based on an evaluation of the significance of a need or issue rather than a straight averaging.

### 5.2.1 Housing

There was obviously a degree of housing “bias” in the contacts made and it is likely that informants assumed that, since a housing association was commissioning the work, housing was of interest. It was, however, mentioned across the board as being a major issue facing all new migrants, including refugees, in various ways.

- **Access to advice**

Many new communities do not have effective access to good housing advice, often because advice is not offered in relevant languages or in ways that enable access. The views expressed by our informants mirror the findings of a recent report by Shelter (2007), which found that significant barriers to housing advice confronted black and minority ethnic communities, including a lack of knowledge about entitlement and services, “language difficulties”, practical issues such as opening hours and “cultural barriers”.

Some projects, such as RASAP in Leicester and the New Link Centre in Peterborough, seek to address this, but even services offering general advice in relevant languages find it difficult to offer the full range of languages needed by new migrants or refugees, and also may not be able to offer specialist advice in the complex field of legal entitlements to housing. In Peterborough, for example, we were told that the local council Housing Advice Centre now only employed two advisers where before it had employed seven.

Doncaster and Lewisham informants also identified the need for general and specialist housing advice, but, interestingly, some from Leeds and Sheffield pointed out that there were added difficulties involved in dealing with “the short

period of permanence in the area” of many migrants: in other words, advice services also need to change to deal well with transience.

Advice is not just needed for migrants. There are many prevalent myths about the rights or lack of them of new migrants in relation to housing, and the Hact Opening Doors project, with housing associations, has exposed a real thirst for knowledge about the rights and options available to new arrivals, from those to whom they turn for advice or help. Provision of expert information in this area, especially where it helps to improve access, is needed. Opening Doors hope to do this through the establishment of a website on housing eligibility which will go live by 2008.

- **Housing supply**

At the most basic level, some informants identified the planning system as an obstacle to new arrivals getting adequate housing. In particular, the strict rules about building new dwellings on farm land, as in Boston, may leave migrants into rural areas with nowhere to live except barns, or facing a long commute into the area.

New migrants were perceived, in some cases, to be the cause of housing problems as well as being affected by them. In Peterborough, the arrival of both new EU migrants and asylum seekers dispersed there was reported as accentuating pressure on local housing markets. This had created further housing shortages, but migrants remained those most affected by them, as they did in Leeds and Sheffield. In Sheffield, the additional pressure on housing was cited as the cause of some community tensions.

In Doncaster, on the other hand, the arrival of EU migrants into poor areas of the town provoked contradictory responses. Moving more people on low incomes into the most deprived areas added to existing problems, but some locals believed that their arrival and that of refugees had had a positive effect on some areas: increasing property prices and popularity and bringing empty accommodation back into use

The use of areas of low housing demand for the dispersal of asylum seekers has not necessarily enabled ease of access when those asylum seekers get refugee status. On the one hand, many “low demand” areas are now facing higher levels of demand and so, for example, in Leicester, we were told “there is now fierce competition even in areas where some time ago nobody wanted to live”. Leicester also faced additional pressures caused by the secondary migrations of Somalis from Europe and from family reunions joining settled relatives. It and other cities report that other inward bound migrants are simply attracted to places that they perceive are “more congenial”. On the other hand, “sometimes refugees do not want to move to the house they are given because they do not want to leave the area where the rest of their community is or do not want to live in areas which are ‘unwelcoming’ towards refugees” (Nottingham). And some housing may simply not be available, particularly that needed by larger families, which has particularly affected, for example, the Somali communities who were significant in almost all the areas studied.

In rural areas, as in Lincolnshire, some gangmasters provide housing for their workers, usually in shared rooms and hostels (Zaronaite and Tirzite 2006: 43). Though not providing accommodation, other gangmasters worked closely with providers, including family members and employers. The purchase of housing by

gangmasters and other employers has led to tensions with locals over the lack of affordable and accessible housing (Pallai et al. 2007). It also creates large numbers of one group living separately.

There is a perception that working migrants, especially those from the new EU countries, generally seek private rented housing, but that some of them found it impossible to get what they needed at a reasonable cost, and this was also leading to unacceptable levels of overcrowding. However, in Doncaster, Leeds and Sheffield we were told that the majority of private landlords do not want to house migrants or refugees, and so, presumably, discriminate against them.

In Doncaster, it seems, the discrimination may involve RSLs as well: we were told that since they are “not obliged” to get involved with new migrants or refugees, they do not provide for them. Since refugees and EU working migrants are legally entitled to access housing and related benefits, this may also indicate a problem with local authority allocations.

- **Poor housing conditions and overcrowding**

Generally migrants and refugees seem to live in worse housing conditions in all localities. The specific problems cited were overcrowding, lack of facilities and, sometimes, disrepair. Newham is concerned about the overcrowding faced by many households, caused by the lack of housing available for larger families, destitution (and families and community members accommodating those deprived of support) and the many single and childfree people living in HMOs. Overcrowding, especially in HMOs, is also generally associated with poor housing repair and increased risks to safety, as reported in Lambeth, for example. In Peterborough, landlords apparently sometimes rent beds rather than rooms, and flats may be occupied by 10 – 15 people. People living in such conditions may be:

- unaware of the legislation that exists to protect them
- unable to access the advice or support they need to take up issues of disrepair
- afraid to challenge their landlord and concerned about the possible consequences of doing so (especially where the landlord is the employer or linked to the employer)
- mistrustful of authority and their ability or willingness to deal with the problems of new migrants
- unwilling to challenge because they are not likely to stay long or difficult to identify because of their transience

- **Poor housing security**

Asylum seekers in accommodation provided under contract to the Immigration and Nationality Department will generally have very little security of tenure.

Many migrant workers will also have problems with security because their employment and housing may be linked. Tied housing is the norm in many types of agricultural work, and is identified as a particular problem in Boston. The housing itself may be poor quality and overcrowded, but labour disputes will also lead to homelessness and possible destitution. The provision of housing can also lead to further exploitation, for example, in working hours or deductions from wages for rent, bills etc.

Housing for other work may also be tied: often provided by the gang master, sometimes in dormitory towns and cities, from where workers travel to their place of work in the countryside. Many gang masters, who provide workers to employers in agriculture and food processing, buy housing to rent to workers who are then bussed sometimes for significant distances. The resulting increase in housing prices, overcrowding and decline in conditions and cohesion can exacerbate tensions with local communities. These were noted in Boston and Sheffield in particular.

- **Homelessness**

Many migrants and refugees are entitled to apply to the local authority for help if homeless, although that help will only be in the form of advice and assistance for those who are childfree and not vulnerable. However, there is considerable concern about homelessness among newly recognised refugees (Leeds, for example, dealt with 337 applications from them in 2003), since this is often caused by the insufficient period allowed for the transition from IND accommodation. This is an issue that may be addressed by the rolling out of SUNRISE projects nationally (see below).

Newham informants identified homelessness associated with destitution (among rejected asylum seekers and other migrants) as a problem and also that caused by relationship breakdown. Lambeth finds that 70% of households who present as homeless are from black and ethnic minority groups, but that only 38% of the borough's households are from such groups. While they cannot identify new migrants within those totals, it is likely that they are similarly over represented.

- **Needs for specialist housing**

Two types of specialist and supported housing were mentioned as needed by new communities. In Boston, where thinking about migrant workers is considerably ahead of many other areas of the UK, informants suggested that reception centres and hostels would be very useful to enable new migrants to find their feet. Such provision is already in place, of course, for refugees, and it may be possible to "read across" some of the lessons learned to enable excellent services. In doing so, it is important, however, also to note the significant differences: that refugees, for example, generally are seeking to settle rather than remain transient, may have higher levels of need over a range of measures, especially soon after arrival, will experience more culture shock and also still be dealing with traumatic experiences and exile for many years after arrival.

In Newham we were told about a specific and different need, but again, it may be that it is identified in Newham because they are "ahead of the game" and that these needs also exist in other areas but have yet to be noticed or commented upon. By 2012 the Asian older population in Newham will have doubled, with the existing population ageing and also bringing older people to join them (citizenship changes in 2002 now make it possible for people expelled from east Africa in the 1970s to use their British passports and Newham, like Leicester, was an important area of settlement for this community from the late 1960s onwards). New arrivals, in particular, often face great problems in adjusting and have particular mental and physical care needs. Carers already find that support may be difficult to access, and there are issues of overcrowding, poverty and illness. There is only one residential unit for Asians in the borough, which also offers

respite, but there is no nursing care available for Asian elders in services specifically for them<sup>1</sup>.

### 5.2.2 Destitution

Migrants can become destitute in many ways. Those who arrive evading immigration controls or overstaying may find it impossible to secure or keep work, or become unable to work as a result of illness or disability. Others may be in the UK quite legitimately, but "fall through the net": A work permit holder may find her/himself unable to work because of illness, a wife may have to leave a violent relationship and unable to sort out her status for a few months, an EU national may give up work voluntarily (for example, after having a child) and not be covered by the complex rules that determine her entitlement to benefits and housing. Destitution is thus on occasions a function of irregular immigration status, but is increasingly a by product of rules on benefit eligibility. This has been highlighted by the problems of A8 nationals, who are subject to tougher rules on eligibility, and so likely to become ineligible if they stop work in the first year, even though they remain perfectly entitled to remain in the UK, because they have the freedom of movement enjoyed by all EU nationals. Two reports (Southall Black Sisters 2006; Homeless Link 2006) published last year highlighted these problems.

If, however, they are vulnerable or have children, local authorities may be required to support them under their child protection or community care duties. The numbers of people (and the associated costs) are perceived as growing across the UK. A recent report (Travers et al. 2007) cited: "one borough provided details of its need to spend about £1.2 million in 2005-06 on such support. Other authorities would generally need to spend rather less than this, but the overall cost across London will probably range from £10 to £20 million." A national network of local authorities supporting these "no recourse to public funds" cases is now coordinated by LB Islington. Housing for such cases is provided ad hoc through social services, usually working with local housing departments and using temporary accommodation otherwise available to homeless people. There are no figures available locally or nationally for how many destitute people there are, whether failed asylum seekers or other migrants.

Destitution among rejected asylum seekers has been the focus of much concern recently, especially after the publication of two reports by Refugee Action (2006) and Amnesty International UK. Nottingham, Leicester and Newham all reported major concerns, not just for those made destitute by the withdrawal of support but also for the communities directly affected. In spite of being among the poorest and worst housed, they offer support and accommodation to the wider community facing the difficulties created by the increases in rough sleeping and other means of survival that may affect community cohesion adversely.

As an example, destitution and homelessness amongst asylum seekers and refugees is a growing issue in Leicester. In 2006 LVSF (Leicester Voluntary Sector Forum) commissioned a Report on Destitute Asylum Seekers and Refugees entitled "What am I living for?". The results revealed that during the period of the survey 308 asylum seekers reported that they were destitute. This data represents a 212%

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<sup>1</sup> Hact are currently funding a project looking at the needs of Asian elders that also touches on this area: details at <http://www.hact.org.uk/downloads.asp?PageId=151>

increase in the 32 people sleeping rough identified in a similar survey in 2005. Of the 308, 100 reported that they have slept rough at least once in locations such as underpasses, the train station and the market. 200 reported that they slept on the floors of friends' houses. 8 reported that they lived in private sector accommodation. For many asylum seekers destitution is a long term problem: the survey revealed that 120 had been destitute for more than one year and another 100 for a period between six months and one year. The report considers the main reasons for this high level of destitution among asylum seekers and refugees, most notably government policy and lack of access to good legal support. Almost 6,000 rejected asylum seekers, nationally, are supported by IND under Section 4 Immigration and Asylum Act 1999, in accommodation and support provided on contract. Since the Home Office have identified 450,000 "legacy" cases on their books as without any resolution before April 2006, and have now set a target of dealing with them within the next five years, it is likely that these numbers will increase substantially as rejected asylum seekers are identified and brought back in touch with IND.

### 5.2.3 Language Provision

Problems of poor English were raised in all localities and often for both asylum seekers and refugees and new migration. Responses to this fall, obviously enough, into two types: the provision of English as a Second Language (ESOL) classes and the availability of interpreting services and translated materials. The desirable balance between these two very distinct types of provision has recently been the subject of public debate.

- **English Language (ESOL)**

The provision of ESOL classes has become a major issue with NIACE being commissioned to undertake a major study in this area. Demand has been rising, especially from nationals of A8 countries, asylum seekers and refugees as well as settled groups. As a result of the changed patterns of immigration, some rural localities are confronted with demand for ESOL without having any infrastructure for its provision (NIACE 2006). The report concluded that despite the large increase in funding from the Learning and Skills Council (£279 million for 538,700 ESOL learning opportunities in 2004-5), much of the effort was poorly targeted. An area where it should be targeted is the world of work such that vocational and ESOL training are more closely linked. The recent shift from JobCentre Plus to LSC needs to be better co-ordinated and Sector Skills Councils should become more involved in this field which should form part of the Regional Skills Partnerships and Regional Skills Strategies. Individual Learning Plan should be implemented within an ESOL context.

Their report envisaged a targeted system with some of the following features:

- Free assessment of all with needs;
- All learners with language skills below Level 1 should be free at this level;
- Above Level 1 should be paid for at vocational rates;
- If free provision is withdrawn from asylum seekers, they should have the same entitlement as EU migrants when the target period for decision on their application has expired, or when the application is granted;
- Spouses, fiancés and family members of permanent UK residents should have immediate access to the same entitlements to ESOL provision as permanent residents;



- There should be an increase in support for family ESOL programmes. Aimed specifically at increasing opportunities for women from under-represented ethnic minority communities;
- Employers and agencies recruiting from abroad should be obliged to contribute to the cost of their acquiring language skills up to level 1. The designation of A-rated sponsors for non-EU migrant workers should include the provision of appropriate ESOL training.

Following a campaign against the withdrawal of free ESOL, in particular from asylum seekers, Bill Rammell announced at the NIACE conference (7 March 2007) that he would reinstate free ESOL for asylum seekers who after 6 months in this country are still waiting for a decision or who have been refused asylum but cannot leave and are eligible for support under section 4 of the Immigration and Asylum Act 1999.

Problems of poor English were raised in all localities and often for both asylum seekers and refugees and new migrants. The need for English classes is not being met, with long waiting lists: for example provision for 700 in Peterborough but a waiting list of 600. Classes may be inflexible and at times that migrant workers find it difficult to attend. The level is often not adequate to obtain employment but, without a reasonable standard of English, migrant are restricted to jobs in agriculture or food processing or catering, as in the case of the Chinese (Lambeth).

There was much concern about the new regulations, even as amended, which will come into effect from mid 2007. Free funding for various categories, such as European migrant workers in the first year in the UK, will be abolished. The emphasis for funding by the Learning and Skills Council will be placed on those intending to settle (ie. here for more than a year) and who are unemployed but have permission to work.

Though not yet seen as a issue by informants, since waiting lists and problems of provision are currently the main concerns, it is likely that the requirement to pass an English language test and knowledge of British society for those wishing to settle, may raise problems. Family members acquire the right to settlement after two years but may be unable to pass the English test and thus barred from acquiring indefinite leave to remain. One informant (Lambeth) mentioned the reluctance to allow Muslim women to participate in English classes.

There is also a need for English classes that are linked with vocational training and of a sufficiently high standard to enable the migrant to obtain a good job.

- **Interpreting and Translating**

There is much need for these services for migrant workers who require help in translating documents and interpreting to acquire information or obtaining services. Quite often professional interpreters have had to be called in and this is a particular problem in small towns (Boston). London boroughs generally have access to good local interpreting facilities, but even they struggle to find some new languages initially, and there may be unacceptable delays in securing interpreters for urgent needs.

## 5.2.4 Employment

Much of the recent literature on employment has focussed on migrant workers filling existing, primarily low skilled, labour shortages or on refugee employability and reskilling for refugees with professional qualifications (Dixon et al. 2006; Schneider 2006). This was often linked with need to improve English. An earlier study on migrants and labour market performance (Haque 2002) was conducted before the influx of Eastern Europeans. However, the four key factors underpinning successful outcomes –education, country where qualification was obtained, English language fluency and number of years since arrival in the UK - remain relevant. Overall lack of proficiency in English was found to be the primary barrier to employment, and especially a job commensurate with one's skills (Somerville and Wintour 2006). The importance of tailoring skills to their employment needs was stressed by an Audit Commission report (2000).

Many of the studies in the post EU enlargement period have focussed on the effect of changing status for Eastern Europeans and low skilled sectors in which they are working (Anderson et al. 2006). A number of regional development agencies (East of England, East Midlands, North East) have commissioned studies of migrant workers to gain 'a clear picture of how migrant workers can and do assist with the development of the regional economy' (McKay and Winkelmann-Gleed 2005). Whilst the majority were working in less skilled employment in the East of England, the research identified a significant number in more skilled employment, especially in the health sector as nurses and doctors. More distant areas, such as Lincolnshire (informant in the health sector) may find it difficult to retain British professionals. Though more invisible than less skilled migrants, a number of migrant nurses and doctors work in the Pilgrim hospital (Boston). Health and medical services are in fact the 6<sup>th</sup> largest broad occupational group (Home Office et al. 2007) amongst accession country migrants with the largest numbers in the Central region (16.1% of the cumulative total May 2004-December 2006) followed by Anglia (13.5%) and London (11%).

Many Eastern European workers are skilled but are working below their capacity due to poor English (Boston, Peterborough). This was raised by a number of informants. Problems of recognition of qualifications via NARIC (National Academic Recognition Centres) or simply by employers were raised by informants: this has been a problem for many refugees as well. Little is known about how new migrants develop strategies to overcome their deskilling and to what extent they succeed in moving from less skilled and often fixed contract work to more fulfilling and more secure employment.

JobCentres Plus were not found to be of much help for those not on benefits (Leicester) and the DWP refugee strategy (Working to Rebuild Lives) notes that jobcentres are not good at dealing with professional refugees. On the other hand, employers were reported often to prefer European migrant workers because they are seen as having a clear cut legal status (as opposed to refugees, for example), and may use bilingual intermediaries or agents to enable this employment. They may have little or no interest in recognising qualifications or improving English among their workforce, although some have taken initiatives on the latter.

Housing may also be linked to employment: the long distances commuted to quite low value employment has already been noted. In Nottingham, we were told that the lack of adequate housing made it difficult for migrant workers to move into more appropriate employment. This is also a factor for many who are in tied housing, as noted above.

### 5.2.5 Health

This was not frequently raised in relation to migrant workers except by those providing health services, possibly due to the fact that migrant workers are generally young and tend to use services less. The main issue raised about them was about access to interpreters, but the need for systems to be in place to ensure access for new arrivals was also noted, because it was accepted that the failure to use services might reflect lack of access as much as good health. There are also public health implications for areas where there are large migrant flows, which are best addressed by enabling new arrivals to use a friendly and accessible service as soon as possible. Newham has such a service.

Several areas studied had some experience of dealing with refugee health, and some had specific services for this, although Nottingham informants raised concerns that asylum seekers mental health needs were not adequately met in the town. Generally, in the dispersal areas and London, interpreting and advocacy services were established and working well for refugees and asylum seekers, although not so much for migrant workers.

A major concern was registered about access in relation to legal rights to health care. This was perceived as being a key issue for destitute asylum seekers who had difficulties in many of the study areas. Newham PCT commissioned a research report in response to concerns about proposals (still not implemented) to charge for primary care for overseas visitors and a perception in the borough that existing rules on hospital care might have negative effects on health access and public health in the borough. The report (Hargreaves et al 2006) found:

*“in Newham it is maternity services at the hospital that are being targeted in terms of identifying and charging Overseas Visitors; a situation that is causing growing concern within Newham’s communities. This raises a number of issues, including the appropriateness of prioritising charging procedures at services of specific relevance to women and children above other services at the hospital, and whether there are available data to support this approach.”*

and:

*“Our findings indicate that the primary care proposals are unworkable in Newham at this time. In light of the broad scope of the organisational and procedural changes required for the effective implementation of the primary care proposals in Newham, and the limited financial burden that Overseas Visitors appear to be having on primary medical services in the Borough, we conclude that the current proposals to streamline charging procedures at primary medical services with those in place at hospitals should be reconsidered.”*

Given that Newham PCT is generally “ahead of the game” on these issues, partly because its directors include people with long histories of community involvement, it is likely that these issues will become of increasing importance in other areas.

In rural areas, such as South Lincolnshire, health services have had little experience of dealing with cultural diversity which requires a general raising of cultural and political awareness. New communities need to be included in public health campaigns (smoking, alcohol and sexual health) and make available workers who speak the relevant languages. With increase in young families, there is a growing need for ante-natal and health visitor services but it is difficult to retain health professionals in rural areas. There are also problems of registration due to anti-fraud

measures put in place to check papers and limited access to services which are only largely available 9-5.

### **5.2.6 Legal Advice And Support**

Free, affordable and robust advice was generally seen as being in short supply. Housing advice needs have been covered above. Outside large towns and cities, there was a problem of accessing more specialist services, and this presents particular problems for new arrivals, who may find immigration inextricably entwined with their other advice needs and so not able to get the help or information they need about employment, benefits or housing. The CAB in Boston, at the forefront of promoting work with new migrants, offers immigration advice but only to level 1 (basic advice and signposting). Clients who require casework or more complex services have to be sent to the Immigration Advice Service in Peterborough. The need for more decentralised advice services in Lincolnshire, which is a sparsely populated country, was commented on, but the issue of access to advice that meets the actual needs of new arrivals is one that also affects larger population centres.

Some of the services that have developed specialist knowledge find it difficult to secure or keep funding: the Refugee and Migrant project in Newham, the former Redbridge Refugee Forum (now East London Refugee and Migrant Forum) and RASAP in Leicester had all faced difficulties.

### **5.2.7 Integration and Community Relations**

The issue of the integration of new migrants and their community cohesion responsibilities has acquired greater political prominence since we started writing this report, with the Home Office and Department for Communities announcing the establishment of a Migration Impact Forum to review the situation.

Many local agencies and authorities distribute welcome packs, explaining local structures and services and highlighting resources of particular interest. Some of these are based on work already done by local consortia, and may be produced by wide ranging partnerships including, for example, police and health services. Some include information on “everyday life” such as rubbish disposal and the law on driving and some go further and attempt to explain “British culture” to those new to it (echoing, often uncannily, and rather quaintly the leaflets distributed to refugees in the 1930s, for example, in references to queuing and shouting in public).

What is clear, however, is that the lack of knowledge of or engagement with new migrant communities reflects what can only be described as a total lack of local cohesion in relation to migrant workers in particular. The work that has been done is largely with refugees, and very few local agencies perceive migrant workers as anything other than at best a source of potential, often unexpressed needs and at worst a threat (to local housing, jobs, the community). The difficult housing and employment conditions faced by many such migrants may exacerbate this: the transience evidenced by private rented houses with an over-large, often changing population is identified as somehow presenting a risk not so much to the occupants as to the neighbours.

Enquiries by the research team, of both statutory and voluntary agencies, were often met with requests to provide information about who and where the new migrants in the area were, indicating that in most of the areas we examined there was no trusted

source of such information, which is the essential basis for any further proactive work on integration or cohesion. The result was the findings here: that much of it was reactive at best.

- **Racial harassment**

Racial harassment was only cited directly as a problem in one area (Redbridge) and indirectly in one (Nottingham). There is concern that new communities may be underreporting these because of lack of knowledge or fear of involvement with police and other authorities (Doncaster).

## 6 Objective A3: SERVICE DELIVERY & POLICY INITIATIVES

The previous sections have outlined the perceived needs and gaps in service provision for new migrants. In Yorkshire, informants commented on the absence of planned or ad hoc projects for migrant workers, absence of migrant communities both in service provision and in the strategic partnership, on the one hand, and good representation of refugee communities, on the other. Elsewhere in areas without a tradition of migrant communities and associations, migrants have turned to mainstream advice organisations such as the Citizens Advice Bureaux or to the local Race Equality Councils which deal with racial discrimination and harassment.

Some councils and voluntary organisations have produced leaflets in different languages giving advice on everyday customs and places to get information. A number of informants also felt that when migrants turned to others in the community to find employment and housing they didn't always give them the right or appropriate advice.

In this brief section we outline services and partnerships that are available as well policy initiatives that are being developed in relation to particular services in our localities.

### 6.1 Partnerships

Migration is a key issue, particularly in several local strategic partnerships in the regions. The East Midlands also has very active regional consortia for asylum seekers and refugees (EMCARS) as well as the regional development agency (EMDA) which has funded a number of studies on migrants, their economic impact and needs. We therefore report here on developments in this region.

#### EAST MIDLANDS

In, **Boston**, the LSP created an equality and diversity group, which meets every 2 months and includes a wide range of service providers, such as the Boston Mayflower Housing, the Lincolnshire Council for Voluntary Services, CAB, and recently appointed chaplain for migrants, who currently chairs it.

Building on earlier research, Boston Borough Council, South Holland District Council and Lincolnshire Country Council successfully won funding for a research project on the dynamics of migrant workers in South Lincolnshire, their needs and priorities for service delivery. It was due to end in March 2007 but has been extended until June 2007. It has set up a web site and has successfully and widely disseminated its findings in the county and beyond.

**Leicester** is developing a national reputation for innovative and practical projects to address the needs of all new migrants. Among them are:

- The Northfields Project, launched in 1999 in response to what had been the problems of a traditional high crime area and mainly white area to help migrant families to settle in and, in the process, develop a sense of new social cohesion.
- The Refugee & Asylum Seekers Advice Project (RASAP)
- The Multi Agency Forum (MAF): the main body to facilitate information sharing between agencies involved in asylum seekers and refugees in Leicester.

- **New Arrivals Strategy.** The Strategy is aimed at people and organisations that come into contact with new arrivals (including refugees and asylum seekers), and therefore contribute to the success of their integration in Leicester. The main objectives of the New Arrivals Strategies are:
  - Influence government policy so that the context for successful integration of new arrivals is more favourable.
  - Establish effective co-ordination between national and local level.
  - Achieve effective local service planning to improve attention to New Arrivals' needs.
  - Significantly improve the amount and quality of data on new arrival communities. Increase the quality and effectiveness of service delivery to new arrivals.
  - Improve public awareness and public image of new arrival communities.
  - Actively work to address the problem of destitution of those who have come through the asylum process.An Action Plan has been developed to deliver this New Arrivals Strategy. The Action Plan will be reviewed in April 2007, and at 6-monthly intervals thereafter.
- **New Arrivals Network of Services (NANOS)** now in planning, which will contribute to some of the objectives within the New Arrivals Strategies, e.g. improve the coordination between national, regional and local level, increase the effectiveness of local service planning and quality of service delivery.

**Nottingham** coordinates delivery of services to refugees and asylum seekers in cooperation with the East Midlands Consortium on Refugees and Asylum Seekers.

## **EAST OF ENGLAND**

The **Peterborough Strategic Partnership** has set up the Cohesion team which is addressing the housing needs in order to improve Community cohesion.

### **New Link**

Funded by time limited the Invest to Save Programme, 'New Link' is a group that brings together statutory and voluntary partners working to create a new model for managing new arrivals. Individual projects in Peterborough have been established to achieve this aim, including a translation and interpreting service, Timebank - Time Together Project, Communities Working Together, Training and Awareness courses and 1City Project - working with the host communities to promote positive thinking towards refugee/asylum and migration issues. New Link operates from a centre in Lincoln Road in the middle of the major concentration of new migrants. Around 10,000 visitors from a total of 56 nationalities and speaking 79 languages visited the centre in 2005.

## **6.2 Housing and provision for the destitute**

There is no national provision for new migrants, and, until the SUNRISE model is rolled out across England in 2008, no universal provision for newly recognised refugees. We identified local projects in the study areas, although many of them worked only with specific groups, in particular areas or on certain themes.

### **LONDON**

London wide, the Greater London Authority has taken a particular interest in migrants and refugees, setting up the Board for Refugee Integration in London and commissioning research on new communities. The GLA now has statutory responsibility for refugee integration, and is to publish a Refugee Strategy in February 2008. The Board is to become a regional migration partnership in that year as well. It is also, in partnership with Hact, Refugee Support, Praxis and others, running a project to “explore strategic approaches to ensure that the needs of refugees and other migrant communities are included in London's housing plans” via the Settlement Trust, formerly the Housing for New Londoners project. As yet, it is simply a model, but has the support of significant agencies and a place in the proposed Refugee Strategy.

In **Newham**, the model generally adopted for statutory service provision has been to assume “superdiversity” rather than provide for each new group as it arrives: “To consider the housing related support needs of refugees, asylum seekers and migrants in mainstream categories of needs in Newham, rather than as a separate issue. (Supporting People Strategy). The borough has focused on ensuring adequate government support for its role as a pioneer of welcoming new arrivals. It is also preoccupied with its role as an Olympic borough, although, as yet, has not made public any arrangements to be made for the considerable numbers of migrant workers who will be needed to build the facilities.

There is, however, a large range of community run organisations, many of which have developed considerably since their foundation. The Refugee and Migrant Project, however, is threatened with further funding restrictions and cannot deal with current demand, especially from destitute asylum seekers and migrants. The Subco Day Centre is internationally known as a centre for Asian elders and is dealing with an increasing number of new migrants arriving through various family reunions.

A recent development is the establishment of a Shelter office in Stratford, with a brief to run an advice service for ethnic minority organisations in east London.

In **Redbridge**, little is known or collected about new migrants to the borough other than refugees, who are served by a well respected Redbridge Refugee Forum who offer housing advice among other functions.

Both **Lambeth** and **Lewisham** have similarly active refugee and migrant community organisations.

### **EAST MIDLANDS**

In **Boston**, there are many difficulties in responding to the main identified needs (insufficient housing for single people, multiple occupancy, tied housing, little social housing). Barriers to the shortage of housing and overcrowding are varied. They



include the planning system which does not allow for new housing to be built on farms. Boston Borough Council argues that housing migrant workers on farms will reinforce segregation and isolation. The acquisition of new housing by gang masters, employers and others who rent it out to large numbers of migrant workers per dwelling is another one which has caused tensions with the local community. In some cases a village has become entirely occupied by a single group. For new arrivals, it has been suggested that a reception centre or small hostel would give them time to find longer-term accommodation.

Boston Mayflower currently houses 200 migrant families out of its total of 5000 or 6-7% of its lettings and there may be possibilities to extend the *Opening Doors* initiative

#### **Hact Initiative: Opening Doors**

Longhurst Homes, working with Tuntum Housing Association in the east Midlands is taking part in a new Hact initiative "Opening Doors" which "will make the business case within the housing association sector for achieving more integrated neighbourhoods in which there is an increase in the amount and quality of housing and support available to refugees and asylum seekers. With Housing Corporation backing through an I&GP grant, the involvement of key government departments and the combined expertise of the Chartered Institute of Housing (CIH) and Hact, *Opening Doors* will seek to mainstream approaches to meeting the housing needs of refugees, asylum seekers and (where possible) of other new migrant communities. Jointly managed and delivered by Hact and CIH, *Opening Doors* will build expertise among six housing association groups in different parts of England. (<http://www.hact.org.uk/>)

## **YORKSHIRE**

**Sheffield** offers accommodation and support in partnership with voluntary sector agencies to newly arrived refugees resettled directly into the UK from designated areas around the world, via the Gateway protection programme. They have used this experience to become one of the pilot areas for the SUNRISE project (Strategic Upgrade of National Refugee Integration Service), offering support and advice to newly recognised refugees via a structured personal integration plan in partnership with and **Leeds**, Refugee Council and Refugee Support.

Both areas also host Accommodate<sup>2</sup> partnerships. That in Leeds, run by Canopy Housing, with the local authority and various voluntary and community organisations, is renovating local housing while training refugees (alongside other local people, mainly the young who have been excluded from school or involved in the criminal justice system) in relevant skills. The Sheffield project has MAAN as a lead partner, with various statutory, voluntary and community organisations involved, including Refugee Support, and seeks to improve access to and quality of housing for refugees with mental health needs.

Leeds was also the focus of an influential enquiry into destitution among asylum seekers sponsored by the Joseph Rowntree Charitable Trust.

<sup>2</sup> Accommodate is a programme initiated by hact to explore the capacity of partnerships to improve refugee access to decent housing.

## EAST OF ENGLAND

### Peterborough

Peterborough City Council is in partnership with neighbouring District Councils and a County Council to undertake a joint Housing Market Strategy on impact of migrant workers on social housing and the private housing market and the lack of housing for local people. Stage One Report is due in April 2007.

### 6.3 Employment Initiatives

Compared to initiatives for refugees, there are relatively few policy initiatives for new migrants. However there is considerable concern about skilled and educated migrants working below their capacity due to poor English or difficulties in getting their qualifications recognised. Some were working in what an informant commented was “student type work” eg. casual employment in bars, retailing etc. It represents a waste of skills. North Allerton in Yorkshire was seeking to set up a Job Fair, a kind of “employment gateway”, which would enable them to get experience and make a career.

### Boston

#### Community Foundation

Lincolnshire Council for Voluntary Services (in Boston) has been very active in identifying needs and working out feasibility for projects. Their Group Development Officer has worked with the Community Foundation to fund two employment generating courses. One is an intensive course for 14 interpreters who will graduate in June 2007 from Boston College with Diploma in Public Service Interpreting including a specialist module in legal interpreting. A major impetus for this was the large amount of money (£500,000) being spent by the Criminal Justice agencies (police, prisons, courts, probation, etc.) in Lincolnshire in buying in interpreting expertise from neighbouring counties. Lincolnshire Language Services (interpretation & translation) has set up a project managed by the Lincolnshire Community Foundation on behalf of the multi agency consortium, Integration Lincolnshire.

Another project is to train child care workers amongst Portuguese women through courses set up with Boston College and the National Child Minding Association. Availability of childcare is an issue raised by the Connecting Neighbourhoods Report (LCLG 2007:14) in terms of the ability of refugees and migrant women to enter the labour force, an issue also raised in Nottingham and Northallerton.

**Lambeth College** has set up Community Interpreters Training Course which has “up to 50% of students may be refugees and asylum seekers”.

#### UPSKILL Project

In **Leicester**, the UPSKILL project delivered by NIACE. aims to assist refugees and migrants in the East Midlands to overcome barriers associated with accessing employment commensurate with their skills and experience in four occupational areas: Accountancy; Construction; Health and Social Care; Business Administration. The project includes vocational trainings, ESOL courses, financial

support and opportunities of work experience.

## 6.4 Health

Whilst there was discussion of health issues, there are few projects for migrant workers compared to those for asylum seekers and refugees (ASSIST in Northwest Leicestershire, which registers asylum seekers and provides immediate and necessary health care and The Health Action Zone Young Refugee Project (YRP) in Lewisham), This is, however, an area which is gaining attention amongst a number of PCTs.

### Newham PCT

**Newham** has been the focus for many initiatives, mostly led by the PCT:

- The transitional health care service offers access to new arrivals, with expert assessment of needs and referral to primary and secondary care as appropriate.
- The research described above which will shape the PCT's response to proposals on charging and access for overseas visitors
- A developed health advocacy service offering most languages needed
- A conference held jointly with the Migrants Rights Network on health care access in February 2007.

The **Lincolnshire Public Health** recently convened (January 2007) a workshop on Economic Migration and the Impact of New Communities into Lincolnshire. It argued that inward migration is creating challenges for local service providers and for community cohesion and was raised concerns about a number of issues relating to migrant use of healthcare facilities, including different attitudes to healthcare, the UK's specific system of primary and secondary healthcare eligibility, poor welfare at work and attitudes of professionals. It concluded that in the light of the fact that many migrants intend to stay in the UK and more dependants will be resident in Lincolnshire that it is necessary to "engage in preventative and curative healthcare which will need to be part of future health policy and local services".

In other cases projects developed for refugees and asylum seekers have been extended. The **Health Action Zone Young Refugee Project (YRP)** in Lewisham was a multi-agency project that aimed to improve access to services for young refugees and asylum seekers (0-18 years) during 2001-3. Since the project finished the Refugee Health Team has continued working with migrants and refugees in Lambeth, Southwark and Lewisham (LSL) across a range of activities from setting up health clinics, helping people to access ESOL classes and other services, and providing alternative therapies and health promotion.

## 6.5 Integration, Community Relations and Citizenship

Several localities have developed (Boston, Peterborough) or are beginning to develop initiatives to welcome new arrivals and help them settle in. In Boston the Small Group Development Officer has brought in a local businessman to become involved in cooking classes for migrants using local produce.

### **New Link Centre**

The New Link Centre (Peterborough) has facilitated the formation of a number of community groups, providing them with meeting and training rooms. Forming community associations amongst migrant workers has not been easy and the Portuguese (Boston, Peterborough) and Polish (Boston) societies are not very active.

**Integration Lincolnshire** was incorporated in April 2005 as a company limited by guarantee and a co-operative consortium. IL has been accepted by Boston Borough Council as the delivery body for services to migrant workers within the Boston Borough Masterplan. The proposal is that a building be developed to accommodate a range of services from one point.

### **Northfields Project**

In **Leicester**, the Northfields Project, has sought to help migrant families to settle in a predominantly white area, and, in the process, develop a sense of new social cohesion. Many respondents in Leicester also pointed out the activities carried out by faith groups as a valuable resource and an example of social capital development for the migrant communities.

There was no mention except in Leicester of the issue of helping migrants to become citizens or learn English for the citizenship test as opposed to accessing employment.

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