



**Yorkshire & Humber
Regional Migration Partnership**
shaping migration in the region

Migration Impacts Fund in Yorkshire and Humber

“What we did, and what we learned”

End of projects report - November 2010

Migration Impacts Fund End of Projects Report Yorkshire and the Humber

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Migration Impacts Fund End of Projects Report Yorkshire and the Humber

1. Introduction

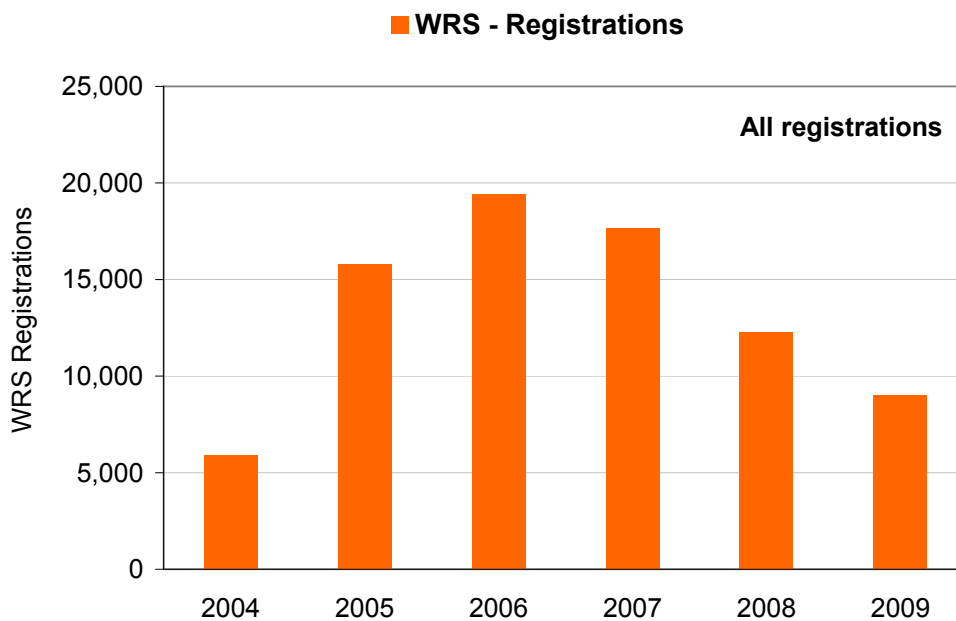
This report brings together some of the good practice and lessons learned in our region during the 18 month funding period of the Migration Impacts Fund (MIF) from 1 April 2009 to 30 September 2010.

The report aims to identify and record many of the innovative local approaches that were taken to make best use of this resource. It looks at how different local areas responded to the challenge to mitigate impact on host communities and looks forward to how some of this work will be embedded in mainstream delivery moving forward.

1a Background – migration in the region

MIF was a national fund to manage the short term impacts of migration on local communities. In part, the fund was created by certain migrants paying an additional contribution to that which they already make through taxes, to support the communities in which they live.

The funding was welcomed by Local Authorities and other agencies as providing a resource to allow them to help mitigate the impacts of the migration seen in recent years in Yorkshire and Humber. The chart below, based on figures from the Workers Registration Scheme (WRS) shows the overall number of new WRS registrations by A8 nationals each year for the whole of the Yorkshire and Humber region.



Sources: Workers Registration Scheme, Home Office

The overall pattern has been of an initial dramatic increase in new registrations (peaking in 2006 at almost 20,000 new registrations), followed by a significant reduction in arrivals during the last two years. This pattern has been similar for each local authority area within the region.

Within this overall trend, there have been a number of differences in the characteristics of the new arrivals and their geographical locations. Key trends and characteristics of migration include:

- **Location** - The highest numbers of accession workers have arrived to work in the region's cities, particularly Leeds, Bradford and Wakefield. However, the proportion of arrivals for the size of the population shows a different picture. Proportionally, the greatest impact in 2006 (when registrations were at their peak), was found in Hull (accession workers equated to 0.75% of the population), Wakefield, Selby and Calderdale. The lowest proportions were in Sheffield (0.15% of the population), Scarborough, Barnsley and York.
- **Gender**- The gender ratio between male and female WRS registrants has been almost equal. While on average there have been more males, the proportion of females has increased steadily over time to 44% in 2009. Five areas in 2009 actually received more females than males (York, Doncaster, Kirklees, Harrogate and Scarborough). The lowest proportion of females were in Barnsley and Rotherham.
- **Dependants** - The number of dependants accompanying adult workers has followed a similar pattern overall. Data is split between children (under 17s) and over 17s (we don't know if the over 17s are child dependants or spouses, for example). In 2009, there was one accompanying child for approximately every 10 adults.
- **Nationality** - Workers from Poland have accounted for over half of total arrivals from A8 countries since 2004, although the number of Polish people arriving has dropped significantly in the last few years. There has been a more stable inflow of other nationalities, and there has also been a steady increase in Latvian arrivals during the last three years. Although there have been high numbers arriving in the larger urban areas, there have been significant numbers of Slovaks in Rotherham, and Wakefield has consistently been a popular destination for work.
- **Employment** - The vast majority of A8 workers are employed via agencies, particularly in Wakefield, Hull, Leeds and Bradford. Those who work directly in certain industries are notable in hospitality and catering (particularly in Leeds and Harrogate) and agriculture (particularly the East Riding). There is also high levels of migrant employees in manufacturing.

1b The Migration Impacts Fund in Yorkshire and the Humber

As part of their response to the challenges posed by such large scale migration, the then government established the Migration Impacts Fund. All regions of England received a proportion of the funding. The amount each received was weighted towards the areas where international migration has had the greatest short term impact.

The fund was originally due to run for two years, but due to the new government's change in spending priorities, the second year of the scheme was reduced to six months.

The Yorkshire and Humber region was allocated nearly £3m over the 2009-2010 period and a further £1.5m for the six months April to September 2010. These funds were used to support 15 programmes of activity to tackle locally-identified priorities.

The 15 MIF funded projects came from all over the region:

- There were Local Strategic Partnership led projects in Barnsley, Bradford, Calderdale, Doncaster, East Riding, Hull, Kirklees, Leeds, North Lincolnshire, North Yorkshire, Rotherham, Sheffield, and Wakefield.
- There were also two regional projects: one run by the Police (training more people from within the region to work as translators) and one by the Northern Refugee Centre (supporting the increased migrant demand on mainstream information and advice services).

Funding was focused on projects which identified innovative solutions to migration-related pressures - where possible involving and benefiting a number of local services.

The projects being supported all had to demonstrate how they brought benefits to the settled as well as the migrant community in an area. For example, ensuring more migrants are registered with GPs in order to address widely-reported overuse of Accident and Emergency services for relatively minor illnesses, with the aim of providing better health for migrants and shorter waiting times for all users of Accident and Emergency.

MIF-funded projects addressed issues such as volunteering and citizenship; English language; private sector housing concerns; employment; education; information and advice; health and GP registration; interpretation; and community safety.

The individual projects were supported by the Yorkshire and Humber Regional Migration Partnership (the Partnership), which was funded by Government to coordinate and support the delivery of MIF throughout Yorkshire and Humber.

A list of all the supported projects in the region is available in the appendix.

1c What were the main issues in the region?

The MIF-funded projects have tackled issues which show both the diversity of our region, and also, the commonality of the impacts most communities have experienced.

The main themes seen around the region have been:

- ESOL (English for Speakers of Other Languages)
- Children, parents and schools
- Health
- Roma
- Migrant housing and homelessness
- Inclusion of migrants in mainstream service provision
- Cohesion
- Public opinion
- Employment

2. What did MIF accomplish?

2a Sharing learning through regional co-ordination

Since taking on its role of regionally co-ordinating Migration Impacts Fund work, the Partnership has met with and talked regularly to projects about how delivery is progressing and any emerging issues. This has been helpful in allowing us to work with the Government Office for Yorkshire and the Humber (GOYH) to support local delivery, demonstrate the effectiveness of investment, and in helping us to develop a clearer sense of what common issues are emerging across the region.

We have provided a monthly bulletin highlighting good work, challenges and opportunities to share learning. We also supported projects to promote their work on the Partnership website, www.migrationyorkshire.org.uk. We have helped in the development of good practice case studies where appropriate.

Since taking on the regional co-ordination role, we have held a number of themed events on issues identified by partners.

These included one on data collection and intelligence, with speakers from the University of Leeds outlining the development of local migration profiles for each local authority area. The workshop on communications/media, brought together speakers from central government, local government and the local media. The employment workshop jointly organised with the Health and Safety Executive contrasted national work with local experience.

2b Language: more opportunities to learn English and better access to interpreters

Language has been a key area of MIF activity throughout the region, and there have been a number of projects addressing local priorities.

A recurring theme has been the gap between the formally provided and funded ESOL and the level of language support needed by migrants. A range of successful MIF projects across the region have harnessed local input to provide community language sessions addressing that basic need.

Note: The names of project partners are italicised in the selection of themed examples below.

In *Calderdale*, voluntary sector organisation the Halifax Opportunities Trust was involved in providing conversational English classes, to help tackle integration and worklessness in the Halifax.

In *Wakefield*, they imaginatively made use of their Welcome to Wakefield booklet to act as a set text in their ESOL classes. This helped them address integration issues as well as basic language skills.

A consequence of the increased numbers of people with insufficient English to communicate outside their own language groups has been an increased demand for translators and interpreters. This was a particular issue for *West Yorkshire Police*, where they were finding that interpreters of some languages need to travel long distances to work in the Yorkshire and Humber region. In some cases this had resulted in members of the public waiting over four hours for an interpreter.

Their MIF project addressed this by recruiting hundreds of candidates living in the region who had skills in both English and one of a number of foreign languages to a sufficient standard. Successful recruits are being put through the Metropolitan Police training exam, and will then be able to put their language skills to use within the region.

2c Children: supporting migrant children, their parents and their schools

Schools in the region have seen a significant increase in the numbers of migrant children. The detailed impact of this has varied in different parts of the region.

In *North Yorkshire*, schools with little previous experience of migrant children have been experiencing significant numbers of new pupils with little or no English language skill.

To address this, they appointed bilingual teaching assistants, based at hubs in Harrogate, Selby and Scarborough, the three parts of the county which had seen the most arrivals of migrant workers from Eastern Europe. These assistants have been used to support newly arrived pupils in primary and secondary schools in their assigned area, as well as providing a valuable link between home and school through their work with Polish parents/carers who are new to the UK.

In *Kirklees*, migrant children were concentrated in a smaller geographical area than in North Yorkshire. This enabled the local authority to appoint family support workers and bilingual curriculum support assistants at two pyramids of schools in Kirklees with significant numbers of international new arrivals.

In *Leeds*, 90 parents and carers signed up to a programme, which improves their English but also tells them about the education system and how they can help their children succeed in it – from helping with homework to stressing punctuality. They are also trained to help other new migrant families and become more involved in the school.

A significant concern in *Bradford* was the impact on school life caused by segregation of migrant and non-migrant schoolchildren. To address this, they trained up pupils from migrant and non-migrant communities as peer mentors. Initial reports from pilot schools in Girdlington area indicate the project has been successful in increasing the confidence and engagement of pupils from all communities.

2d Health: addressing the impact of migration on health services

The health of migrants and the impact of migrant ill-health have been the twin issues of concern to health providers in our region.

In *Barnsley*, their MIF project recruited a specialist health worker to deliver a weekly health advice drop in session for migrants, as well as advice and guidance about health screening to local employers and employment agencies.

In *Wakefield*, health providers were concerned about their poor understanding of the health needs of the district's large Polish community, and by the sometimes inappropriate use of health services by that community. To address this, they ran a health inequalities event in conjunction with the Primary Care Trust (PCT) to identify the health issues within the Polish migrant working community.

2e Roma: tackling social exclusion

Local authorities have reported significant numbers of recent Roma migrants in Doncaster, Rotherham, Sheffield, Bradford, Calderdale and Kirklees. There are a range of issues for service providers in engaging with and providing services for this particular group. Discussions with local authorities (LAs) and others have identified key concerns around worklessness, anti-social behaviour, school-attendance and broader safeguarding issues.

In *Rotherham*, their priority has been to build a relationship of trust and understanding between the town's Roma community and the local authority. To address this, they appointed a community support worker from the town's Roma community, who has helped organise a number of events to engage children and their families. 53 people from a variety of communities have taken part in the town's 'Living in my community' courses, which address issues such as fire safety, refuse collection, and expected behaviour.

In *Sheffield*, they have been particularly keen to address safeguarding issues associated with Roma families' poor engagement with child health services and the education system. Through MIF, four family advocacy officers were recruited, who were able to intervene with families on issues such as low school attendance, or provide direct support at drop in clinics.

2f Housing: setting standards for migrant housing and tackling migrant homelessness

Most areas have experienced an impact of migration on their local housing market, particularly in the private rented sector. Typical concerns have been to prevent the letting of unsuitable housing, and to encourage responsible letting practices.

Kirklees has been able to provide specialist housing advice for migrants through the Halifax-based St Augustine's Centre, with the support of *Northern Refugee Centre*.

In *Hull*, significant numbers of migrants have been housed in sometimes poor quality private sector accommodation. Hull City Council's private sector housing team has used MIF to form a partnership with a black and minority ethnic-led private sector organisation with specialist skills and interests in working with migrant communities on housing, employment and social issues. This partnership has also worked to promote cohesion and integration in the private and social housing sectors.

In *Harrogate*, their concern was to avoid an increase in call-outs of fire services to migrant-occupied properties. To address this, they produced and distributed a new home fire safety leaflet in a selection of migrant languages. This was used in combination with a number of home fire safety checks and the installation of smoke alarms.

There have also been early indications of a significant problem of migrant rough sleepers in the region. This was first reported in *Bradford*, where reports of increased number of migrant rough sleepers led them to set up a scheme with Horton Housing Association to engage migrant rough sleepers, get them off the streets and into training.

2g Mainstreaming services to migrants: matching services to needs

A great deal of the emphasis of MIF projects was to ensure that public and voluntary services were able to understand and meet the needs of new groups – preferably within their mainstream services, rather than developing migrant-specific services.

The *Northern Refugee Centre* was concerned to ensure that mainstream advice services were not overwhelmed by migrant-related cases. During the lifetime of the project, they were able to train numerous advisers from all parts of the region to provide specialist advice within a mainstream context.

Some of these issues were very local and very specific. For example, in *East Riding*, they noticed that migrants were making disproportionate use of the internet terminals in Goole library. This competition for a limited resource caused some resentment between migrants and regular users. Their simple solution was to invest in extra internet terminals.

2h Community relations: helping newer and older communities live together

A great deal of exciting work has been taking place around the region to support the integration of new communities. Some of the issues have been common between local authority areas. Some have been quite specific.

In *Barnsley*, as with many areas, there was a need to better inform migrants about their rights and responsibilities. They recruited a police constable to deliver weekly crime and safety information sessions for refugees and migrant workers, and monthly sessions are now taking place with crime and safety groups regarding migration issues.

In *North Lincolnshire*, the local authority had little previous experience of migration and few pre-existing community structures for migrants. They appointed a community outreach worker, who has proved an invaluable link between agencies and new communities.

This has been instrumental in helping police charge a suspect with murder, following the killing of a man in Scunthorpe in 2009 (see boxed case study below).

North Lincolnshire case study

<http://www.migrationyorkshire.org.uk/?page=casestudies>

A Migration Impacts Fund (MIF) project has been instrumental in helping police charge a suspect with murder, following the killing of a man in Scunthorpe last year.

On 27 September 2009, Salim Ullah, a 40 year old man from the Crosby area of Scunthorpe, died from head injuries that he sustained in an assault outside a takeaway in the town.

The killing sent a shockwave through the diverse community and Humberside Police immediately began a murder investigation, and appeal posters were circulated throughout Crosby written in Polish, Pashto, Finnish, Urdu, Russian and English.

“One thing that became clear soon after the start of the investigation was the need to encourage the migrant community to step forward as witnesses to the killing” explains Vince Mancini, North Lincolnshire Council’s community cohesion officer and MIF lead.

“Many members of the migrant community wanted to do the right thing, but came from countries where attitudes to the police are very different. They were concerned about coming forward as witnesses for a range of reasons.

“Police in Scunthorpe themselves recognised that they lacked expertise in addressing the cultural and religious sensitivities of the migrant communities.

“Aaron Meda our MIF-funded community outreach worker has been an absolute star throughout the investigation. He works through the Crosby Employment Bureau – a key voluntary sector partner in the area’s MIF programme.

“Together with community cohesion officers for the police and council and a number of voluntary organisations, he was able to provide advice to the police on how best to work with the migrant communities and offered the support, information and guidance needed by the communities themselves.”

The new approach brought results, and with the help of information provided by the community, police were able to bring charges against a 25 year old man from the town. He appeared in North Lincolnshire Magistrates' Court on 27 October 2009, and was remanded in custody.

Police were so impressed with the success of the case, and the effectiveness of their improved relations with Scunthorpe’s new communities, that they now plan to commission tailored cultural awareness workshops for Neighbourhood Policing

Teams in the area to build on the good work.

“When we commissioned Aaron’s post, we had much more everyday issues in mind, such as directing migrants to services more effectively, helping them to understand how to use bins properly and promoting volunteering” says Vince. “That work continues, and is making a real difference, but our unexpected involvement in this criminal case will certainly have a long lasting and beneficial impact on all of Scunthorpe’s communities for years to come.”

2i Public opinion: how should we talk about migration?

Early on in the life of MIF, many Yorkshire local authorities identified concerns about how to communicate the issue of migration and its impacts to their local communities.

This was clearly the sort of issue where the Partnership could usefully offer strategic support to individual projects, so we organised a workshop on migration and communications in February 2010, which brought together project partners, migration leads from Department for Communities and Local Government (DCLG), local politicians and members of the media.

The main conclusions from the workshop was the need to support a balanced public conversation about migration which recognises both the benefits and impacts migration can bring.

2j Employment: working with employers, tackling exploitation

The increase in numbers of migrant employees has created a significant increase in the demand on existing advice services for tailored employment advice. There has also been an increased need to work with employers to clarify their own roles and responsibilities to their migrant workforce. Many areas have also reported ongoing concerns about the activities of unscrupulous employers and gangmasters.

The Partnership was able to provide some strategic support on this major theme. In May 2010, with the help of the Health and Safety Executive (HSE) we organised a well-attended workshop looking at the national and local implications of national MIF-funded work by HSE, National Minimum Wage, and Gangmasters Licensing Authority.

In *Doncaster*, specialist advice workers were recruited for Doncaster Citizen’s Advice Bureau and Doncaster Women’s Aid. They have been offering both general and specialist advice to Eastern European migrants in Doncaster on employment and other issues (see boxed case study below).

Doncaster case study

‘Client C is a Slovakian national who came to the UK in May 2006. Since starting work in the UK, Client C had always worked for the same employment agency and at the same location. This equated to approximately 2.5 years service for the same employer.

In December 2009 Client C decided he and his wife were going to take the

remainder of his holiday entitlement and go back to Slovakia for Christmas. Client C had spoken to his line manager and found out that he had 8 holiday days remaining. Client C booked his travel and gave a holiday request form to his line manager who said that he could not stop him going on holiday, but could not guarantee that there would be work for Client C on his return to work after the Christmas break. His line manager then gave Client C the holiday request form back unauthorised.

On returning to work after Christmas, Client C spoke to his line manager who told him that there was no work for him. He then received his P45 in the post with the date of termination being 22/12/09. Client C never received any holiday pay. Client C had his employment contract with him which stated that his holiday year ran January-January which meant that even if he was sacked he would be entitled to his holiday pay in lieu of taking them.

CAB called his employment agency and spoke to the line manager concerned who agreed with the holiday year but disputed the date on his P45 and would not accept that his date of termination was within the holiday year. CAB then wrote to the head of HR at the employment agency and explained the situation and dates. With one week Client C received a letter stating that he would receive payment of his full remaining holiday entitlement. This resulted in Client C having a financial gain of 8 days wages (approximately £400)

In *North Lincolnshire*, the local council and Crosby Employment Bureau have developed a job club to support migrants through the council's and other employers' application processes, and successfully supported a number of local migrants into employment.

3. Looking forward

The Migration Impacts Fund was always going to be time limited. The key sustainable outcome of the work was going to be more about how different agencies and organisations worked together to respond to the challenges and opportunities posed by migration – rather than about what the money paid for.

From the start we have worked with local areas to try and capture the learning coming out of projects. Since it was known that MIF would be ending earlier than initially anticipated we have also been working with local authorities and other projects to try and embed the more successful strands of work within mainstream provision. Clearly, within the current climate of reductions in funding to other parts of the public sector this has not always been possible. However, increased flexibility of budgets for local authorities has meant that where individual activities are identified as a local priority funding can be shifted to support it.

Some of the specific ways that individual local authorities and others will be building upon the MIF work are outlined below:

Barnsley got some very useful information about its migrants from MIF-funded work, which it intends to use to ensure migrants are included in any discussion about the

Big Society in Barnsley. They aim to make more use of volunteers in work with migrants, such as providing informal ESOL classes.

Bradford is currently continuing to fund most of its MIF work beyond the lifetime of the scheme, including tackling migrant homelessness, school inclusion, migrant advocacy and advice work.

East Riding local strategic partnership (LSP) has started a project focused on how it delivers services to migrant families in Goole. The project aims to reduce service duplication and identify how efficiencies can be made, whilst at the same time improving outcomes for all residents. The LSP is addressing a short term funding pressure to enable the continuation of the migrant engagement team, established through MIF. In the longer term it is hoped that the migrant engagement team can become more of a mainstream funded service.

Harrogate CVS intends to work with North Yorkshire County Council to develop and maintain a database of migrant volunteers.

Hull is continuing to fund work to improve standards of housing for migrants in the private rented sector, and is also continuing to support ESOL provision. They are supporting new work with migrant children in schools, improving cultural awareness in the voluntary sector, and increasing short-term accommodation for migrants who become homeless following redundancy. They are supporting a number of initiatives to help mainstream services become more responsive to the needs of migrants in the city.

Leeds has already managed to use its MIF network to support making properties more secure against burglaries in migrant areas, leading to an overall reduction in burglaries. They have also shown how people who have had conversational English training (which they have branded 'Friendship English') have been quicker getting employment. They are using information such as this to support bids for ongoing council funding from different budgets.

Additionally, Leeds City College are keen to adopt the community organisers training programme model developed through MIF, and incorporate into their 'Everyone Matters' agenda. This will allow modules to be adapted to their Welcome to Leeds programme for migrants. The programme will be open to unemployed migrants at no charge and those in employment or not claiming benefits would be required to pay 50% of costs. The college is submitting a funding bid to run a programme for one year, which could then become a mainstream programme.

North Lincolnshire is considering ways of encouraging migrants to become more involved in mainstream neighbourhood activities. They will continue to make the case for the value of work with migrants in North Lincolnshire. They are running community ambassador training sessions in November 2010, which members of the migrant community are taking part in.

North Yorkshire has planned a programme of short courses to engage ESOL learners throughout North Yorkshire, under the banner, 'Practise English in a fun way and improve your work and social life'. The courses focus on conversation, work,

computers, cookery and pronunciation. They aim to attract a wide age range, including people looking for work, those new to the area, or grandparents providing child care. They will include practical skills and local orientation.

Rotherham considers the work with Roma migrants to be an ongoing priority and is looking at ways to fund this from other budgets.

Sheffield are continuing to support a reduced programme of work with migrants. This includes work on private sector housing providers, supporting children and young people and community cohesion. They have also initiated a limited programme of new work to deal with emerging local priorities of community ESOL, and supporting voluntary returns to countries of origin.

West Yorkshire Police are trying to find internal funding to support a reduced number of trainee interpreters and translators through resits or other eventualities associated with the training programme. They ran an event at Wakefield Town Hall in October 2010 to allow potential employers and voluntary agencies to meet the translators.

Regionally the Partnership is taking forward the issue of Roma inclusion with a two-year EU-funded project to improve the lives of both Roma people and those in the local communities they live alongside.

The project, which will be known as Roma SOURCE, is being led by the Partnership. It brings together eight organisations from six countries across Europe (UK, Italy, Hungary, Greece, Bulgaria and Spain).

The partners in the project include regions of Europe which are traditionally home to Roma communities as well as those which have more recently become a destination.

One of the project's key aims is to make sure that local communities in Yorkshire, which have only recently seen significant migration by European Roma, learn from the experiences of other European countries where Roma have traditionally lived.

4. Conclusion

The Migration Impacts Fund journey for this region has been interesting and useful – and it is something that both local areas and the wider region have learned from. There have been some significant challenges – the delays to funding led to delayed starts, and uncertainty about funding beyond the first year made planning difficult.

However, there have also been many positives. Areas that, historically, have never experienced migration, have had the opportunity to work with and learn from those that have, whilst specific projects have improved the life chances of migrants themselves and have helped minimise the impact on host communities. The foundations provided by MIF will continue to help communities cope with demographic change caused by migration long after the specific funding stream is forgotten.

John Donegan, Migration Impacts Fund co-ordinator, November 2010

Appendix - MIF-supported projects in the Yorkshire and Humber region

Project

Barnsley Migrant Impact Initiative
Bradford Migrant Advocacy Project
Calderdale Council, Engage, Advise, Invest project
Doncaster Eastern European Migration Support Project
East Riding Migrant Action Programme
Harrogate CVS – Migrant worker early intervention project
Hull City Council
Kirklees Migrant Impact Initiatives
Leeds City Council
North Lincolnshire Migrant Advancement Partnership
North Yorkshire – Accessing education for new migrant families project
North Yorkshire – Conversational English for migrants project
Northern Refugee Centre EU Migrant Advice Project
Rotherham Managing the Impacts of Migration Project
Sheffield Migration Impact project
Wakefield Migrants Matter project
West Yorkshire Police Migrant Advocate and Interpreting Facility