

estimating the scale and impacts of migration at the local level



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The Institute of Community Cohesion researched and wrote this report for the Local Government Association (LGA). Opinions expressed in this document are those of the Institute and do not necessarily reflect the views of the LGA.

Executive summary

Estimation of population dynamics and change

1. International migration is a growing global phenomenon. Long-term migration to the UK (defined as stays of over twelve months) has increased from 320,000 in 1997 to 574,000 in 2006. Out migration has also increased during this period, but more slowly. Since 1998 migration has been the principal component of population change overtaking natural change through births and deaths. Short term migration has almost certainly also increased, although this is currently not measured. Further, the growth of international migration is not a temporary phenomenon. All the indicators are that it will continue alongside and as part of globalisation.

The focus on migration and the demand for better statistics has increased since the accession of 10 countries to the EU in 2004 (A10 or A8 excluding Malta and Cyprus). Long term A8 migration officially increased from 20,000 in 2003/04 to 77,000 in 2004/05 and 74,000 in 2005/06. Total registrations for National Insurance numbers (NINO) from all 12 accession states, which also reflect short term migration, reached nearly 720,000 between 2004/05 and 2006/07. A8 migrants are predominantly from Poland, and are generally young and without dependents. They have attracted attention because of the sudden increase in their numbers, their focus on work and their geographical distribution beyond the traditional areas of international in-migration and diversity.

2. Despite the attention it has received A8 migration comprised only 16 per cent of non-British long term in-migration in 2005/06, according to the official figures; migration from the New Commonwealth made up 26 per cent. Most long-term migration continues to be to traditional reception areas: London boroughs occupied 15 of the top 20 places for the proportion of in migrants to total population in 2006.
3. Migration has many beneficial impacts, particularly in the economic sphere, and these were generally recognised by the local authorities that were contacted in the course of this study. But migration is increasing the population of the UK and, with it, the demands upon local services. Even if the increased local demand is recognised in local population estimates and thence by increased grant from the centre, there is often a lag between the additional grant and the immediate demands upon services. In addition, many areas are experiencing high levels of both in and out international migration, and internal migration, which may have little effect on net population but significant impact on service provision and administration.
4. We have presented a wealth of material, provided by local authorities, about the scale and nature of impacts on local services. Nevertheless, some of the impacts are only now beginning to be documented and costed. This gives rise to a number of specific concerns: the adequacy of the population estimates themselves; the speed and flexibility of funding adjustment, particularly now the grant is set for three years; whether the population projections and financial adjustments reflect the new range of diversity and the challenges that this creates – the current projections used in funding formulae are based on 2004 estimates which predate the recent rise in A8 migration; whether the impact of 'churn' is recognised and whether its impact is even more significant than the overall number of people.
5. There is general recognition that official statistics on migration are inadequate and need to be improved, particularly at a local level. The International Passenger Survey (IPS) is the principal source of data for movement in and out of the country but the sample is very small. Local allocation depends

ultimately on the 2001 Census rather than more recent local data (although the Labour Force Survey (LFS) was used for the first time in 2006 to allocate the IPS to regional level and below this in London). A range of evidence from administrative data (such as NINO and NHS 'Flag 4' data) and local studies seriously questions the robustness of the national, and particularly the local, estimates.

6. There is a range of administrative and other data available which relates to migration, including NINO; the Workers Registration Scheme (WRS) for A8 migrants; first health registration of new arrivals – Flag 4; the annual School Census (PLASC); the Higher Education Statistics Agency (HESA) count of students; Electoral Registers (ER); and the LFS, a sample survey of 60,000 households per quarter. All have limitations, particularly around recording de-registration, but taken together they can offer a fuller picture and pick up, particularly, rapid change and flows of migrants. There is also scope to enhance these sources and make better use of the information they collect.
7. The Office for National Statistics (ONS) established an Inter-departmental Task Force which proposed in Dec 2006 a wide range of recommendations for improved data on migrants entering and leaving the country, and better information on migration within the country. Key to the latter is access to data on individuals to allow linkages to be made for aggregate statistical purposes. Implemented in full the recommendations should go a long way to provide the step change in data that is needed. However, there are questions about timing; funding; action from other agencies over issues such as e-borders; and Parliamentary approval for access to administrative data. Ministers are yet to give their explicit backing to the Task Force proposals.
8. A Leeds University Team has obtained ESRC funding to establish a national New Migrant Databank over two years which would bring together data from six national administrative sources and aim to provide projections by ethnic group for each authority. This is a positive development but more work will be needed at the end of the two years to ensure 'off the shelf' projections for all local authorities and although ONS is supporting the project there is no commitment to take it over or continue development. There are also questions about the place of locally generated data in the databank and the treatment of nationality.
9. The growth in migration generally, particularly of migrant workers, has also increased the demand for data on short term migrants, ie those staying less than 12 months. ONS is to produce the first national estimate in October but local figures cannot be estimated accurately from these and will need local data sources, ideally linked to data on individuals.
10. Notwithstanding the concerns about the adequacy of national data, local authorities need to understand the composition and needs of their local populations to plan and deliver services and deal with potential cohesion issues. Our survey found over 50 examples of local studies which used a variety of methods including data sets, focus groups and interviews with people and organisations that came into contact with migrants. Many of these studies were in the areas of new A8 migration.

Impact of migration on public services – overview of 100 responses

11. The detailed impact of migration varies, depending upon the region's demography, labour market and economy, the stretch already being experienced on services and the previous experience in dealing with diverse communities and cohesion issues.
12. Many areas have undertaken studies to assess the economic benefit of migration and stress that migrants are over-represented in hard to fill occupations and are helping to fuel local economic growth.
13. Information collected from over 100 councils and other public bodies indicates that whilst most report pressures on their services very few have quantified the costs but rather have focussed on dealing with the impacts. Whilst one-off projects and small targeted initiatives are sometimes costed, pressures on mainstream services such as housing, education, information and advice services and measures to promote cohesion are, of necessity in the context of finite budgets, being absorbed by stretching other budgets, and therefore the financial impact is hidden. Most migrants' service requirements will be best met through developing mainstream services rather than creating separate specialist services.
14. The longer term costs of migration, in which migrants begin to settle permanently, attract dependents and make demands upon the social and physical infrastructure associated with population growth, have rarely been considered although a few authorities were beginning to address such issues. These should be the subject of a further study.
15. The key issues for public services are:

The impact of 'churn' in schools – the pressures include translation services, numeracy and literacy of young children, understanding cultural differences, mid-term arrivals, and the lack of records and assessments. The reduction in Ethnic Minority Achievement Grant funding is of further concern.

Child protection – it can be highly complex to investigate the family situation of transient families and ensure effective safeguarding of children, the complexities being exacerbated by language difficulties and cross-cultural issues. In addition, some councils are incurring costs linked to the care of unaccompanied children, be they from countries with unregulated entry to the UK, or linked to asylum seeking.

Language barriers – meeting the basic information needs of migrants, translation and interpretation, supporting complex advice needs and communicating in emergencies are issues faced by all public sector partners. There is insufficient provision of ESOL (English language teaching) to meet the increasing demand, stemming from a shortage of teachers and funding rules (which are about to become tighter).

Housing – in areas experiencing significant economic growth many migrants are living in overcrowded properties in a poor state of repair, sometimes with a high fire risk or other health and safety problems. Demand on social housing has, as yet, been low but the costs of increased housing benefit processing and issues of homelessness and destitution are issues in some areas. The complexities of supply, demand, entitlement and need pose short and longer-term challenges.

Community cohesion – this was seen as a high priority by most respondents and there are many examples of good practice across councils and agencies. Many respondents reported tensions and different levels of conflict and had put action plans in place to give information to both migrants and the host communities, engaging with employers and housing providers and developing inter-agency approaches. None were costed.

Community safety – many authorities reported that migrants were more likely to be victims of crime than perpetrators. Vehicle related crime including absent or forged documentation and drink driving is being addressed by information campaigns in some police authorities. Fire and Rescue services are also producing publicity in other languages, particularly regarding risks in HMOs.

Health – the impact is increasing albeit from a low base, particularly in relation to inappropriate use of A&E instead of GPs and increased use of maternity services, often late, making planning difficult. Mental health needs are being identified particularly for asylum seekers and refugees who have experienced trauma.

Finally, it should be stressed that virtually all local authorities have been able to demonstrate a very flexible and responsive approach to new migration. In many areas commendable and innovative schemes have been developed. By and large, local authorities are just 'getting on with the job'. Many have also recognised the benefits that migration has brought to their area, despite the challenges. Migration costs have had to be met at the expense of mainstream budgets. However, whilst benefits in financial terms have clearly accrued nationally, it is difficult to see how far these have passed to the local level and at what rate. We would stress the urgency of addressing this issue, in order that key services can be maintained and developed at an appropriate level – and in order to avoid tensions and conflicts arising from the competition over resource distribution, whether real or perceived.

Recommendations

1. The Inter-departmental Task Force proposals for significantly improving migration statistics should receive the necessary financial and legislative backing and be progressed with greater urgency, with full support from government departments and explicit support from ministers.
2. High levels of migration have increased the need for a mid-term five-year Census and the case for a 2016 Census should be considered.
3. At the same time, better use could be made of NINO, PLASC, Flag4, HESA and Electoral Registration data. A working party of advisors and local authority practitioners should be established to recommend enhancements which would increase the usefulness of these sources for monitoring; and to consider ways in which they could be incorporated in official population estimates.
4. If timing allows these revised approaches to administrative data should feed into the data collected by the New Migrant Databank (NMD).
5. Government departments should adopt a more open and consistent approach to the availability of administrative data to local authorities at a small area level.
6. Further investigation should be carried out into the practical and political feasibility of introducing population registers which are used widely elsewhere in Europe.
7. Local authorities should continue to develop local knowledge of the makeup, changing nature and needs of their communities: there are many good examples to draw from. Advice will also emerge from the working party referred to above.
8. It is clear that service impacts and costs associated with migration are only beginning to be understood and we would recommend a further study and review of evidence as these develop.
9. Child protection issues are a particular concern. The recommendations of the DfES and GOL London Child Mobility Project (May 2006) should therefore be pursued and its wider implications for migration and child protection examined.
10. There should be some recognition of the short-term impact of high or rapid levels of migration, independent of any net impact on population. One possibility is to include an allowance for migration in grant formulae, which could be likened to the current judgemental allowance for population 'sparsity'. This could go some way to meet the extra costs experienced by those areas which are consistently the focus of migration. Another approach, which would be more sensitive to short-term changes, would be to allow bidding against a mobility fund where major and rapid shifts in population could be demonstrated. This could to some extent counterbalance the distorting effects of basing three year grant funding on 2004 estimates of population.
11. The impact of 'churn' needs to be considered, firstly, in relation to the costs involved in providing services and in administering and managing the processes for a more fluid population, but also in terms of the general appreciation of the degree of difficulty involved in planning and providing services in such cases. This should be reflected in the new Comprehensive Area Assessment and other assessment processes.

12. The longer term costs of migration arising from permanent settlement and the arrival of dependents have hardly been considered and should be the subject of a further study. They should also be considered by local authorities themselves.
13. The level and targeting of ESOL funding, and possibly all English language provision, should be re-examined in the light of the importance given by the Commission for Integration and Cohesion to the learning of English. This would not only support greater community cohesion but would assist in achieving a better match between the skills of many migrants and the jobs that they do.

1 Introduction

1.1 The research brief

The Local Government Association (LGA) required a rapid review and analysis of available evidence of the scale of recent population changes and the impact on local services. The purpose of the work was to:

- establish what is known about the scale, nature, distribution and impact of these changes from the significant body of work already available; and
- provide an assessment of what this evidence suggests about how better to measure and monitor population change given common agreement that current methods for extrapolating local from national data are insufficiently sensitive or timely to describe and predict impacts on local public services.

The work was carried out in August and early September 2007. It consisted of a review of published studies, some new analyses of data on population and migration based on the mid-year estimates and a range of recent administrative sources and a survey of all local authorities. Although timescales were short and the survey took place over the summer holiday period, over one hundred written replies were received and these were supplemented by a series of interviews with key personnel.

1.2 A new context

Migration is not new; people have been on the move since time began. But the ease of modern communications, together with the growing globalisation of trade and business, means the international movement of people is a growing global phenomenon. The UN Population Division estimated the international migrant population in 2005 as 190 million or 2.9 per cent of the total global population.

Migration is often considered in terms of the impacts upon the receiving nations, but it is clearly a two way process. Around 10 per cent of British born people now live outside the UK, with 600,000 living permanently in Spain alone and over 3 million have second homes in other countries. Britain received 32 million tourists in 2006 but was responsible for nearly 70 million trips to other countries.

Migration also brings huge benefits to the UK, with some estimates suggesting that 3 per cent of GDP is attributable to new migrants and total revenue from migrants growing in real terms from £33.8bn in 1999/00 to £41.2bn in 2003/04 according to the Borders and Immigration Agency, and this before the impact of migration from the EU accession states after 2004 is taken into account. Many industries, such as horticulture and residential and care facilities for the elderly, would simply not be able to operate without migrant labour with a consequent impact on many other jobs. Migrants also return a significant proportion of their earnings, in the form of 'remittances', to their country of origin, providing the largest source of overseas aid.

However, our governmental and administrative processes have not kept pace with the change. Our data sources are inadequate at both the national and local level to measure population change and we are unable to plan for or respond to increased demands for public services and to anticipate trends and developments. Further, whilst the economic gains at the national level are significant, the mechanisms to identify needs and allocate resources to the local level are clearly insufficient, perhaps leading to unnecessary tensions and conflicts.

2 Estimating population dynamics and change

Summary

With the growing importance of international migration the inadequacies of existing methods of estimating migration have gained much attention. There is general recognition that statistics on migration are inadequate and need to be improved, particularly at local level.

- The International Passenger Survey (IPS) is the principal source of data for movement in and out of the country but the sample is very small: 2,965 'in' and 781 'out' in 2005. Local allocation within official statistics depends ultimately on the 2001 Census rather than more recent local data (although the Labour Force Survey (LFS) was used for the first time in 2006 to allocate the IPS to regional level and below this in London). A range of evidence from administrative data and local studies seriously questions the robustness of the national, and particularly the local, estimates. For example, NINO registrations from A8 migrants are very much higher than the official migration figures and it is difficult to see that this is entirely attributable to short term migrants.
- There is a range of administrative and other data available which relates to migration including National Insurance Numbers (NINO); the Workers Registration Scheme (WRS) for A8 migrants; first health registration of new arrivals – Flag4; the annual School Census (PLASC); the Higher Education Statistics Agency (HESA) count of students; Electoral Registers (ER); and the LFS, a sample survey of 60,000 households per quarter. All have limitations, particularly around recording de-registration and hence out-migration, but taken together they can offer a fuller picture and pick up, particularly, rapid change and flows of migrants. There is also scope to enhance these sources and make better use of the information they collect.
- The ONS established the Improving Migration and Population Statistics (IMPS) project that has led to a number of marginal changes. ONS also established an Inter-departmental Task Force. This reported in Dec 2006 with a wide range of recommendations covering improved data on migrants entering and leaving the country – including improvements to the IPS – and better information on migrants in the country. Key to the latter is access to data on individuals to allow linkages to be made for aggregate statistical purposes. The Department for Work and Pensions (DWP) databank which covers around 95 per cent of the population is potentially a very rich source. Implemented in full the recommendations should go a long way to provide the step change in data that is needed. However, there are questions about timing – the report had at least a seven year timescale; funding – the total cost of implementation, estimated at £50m, is beyond the ONS' resources and would require support from elsewhere; action from other agencies over issues such as e-borders; and Parliamentary approval for access to data. Ministers are yet to give their explicit backing to the Task Force proposals.
- Following an initial study of potential methods of improving migration estimates carried out for the Mayor of London, a Leeds University Team has obtained ESRC funding to establish a national New Migrant Databank (NMD) over two years which would bring together data from six national administrative sources and aim to provide projections by ethnic group for each authority. This is a positive development but more work will be needed at the end of the two years to ensure 'off the shelf' projections for all local authorities and although ONS is supporting the project there is no commitment to take it over or continue development. There are also questions about the place of locally generated data in the databank and the treatment of nationality.

- Migration is increasing the population of the UK. In addition, many areas are experiencing high levels of both in and out international migration, and internal migration, which may have little effect on net population but significant impact on service provision and administration. The ONS is shortly to produce the first estimates of this 'churn' in population.
- Some other European countries use a compulsory residential register to record moves by individuals which potentially remove the need for periodic censuses.

2.1 Problems in estimating international migration

With the growing importance of international migration the inadequacies of existing methods of estimating migration have gained much attention. Mervyn King, the Governor of the Bank of England, has been widely quoted as saying "that we do not have the ability to measure accurately at present, the size of the population". David Rhind, the Chairman of the Statistics Commission has stated that "there is no dispute – current data is inadequate for many key government purposes". The Audit Commission has also added its voice to this chorus claiming that "current local population projections and diversity data do not fully reflect the recent increases in migration".

ONS has acknowledged these concerns and accepted that "there is now a broad recognition that available estimates of migrant numbers are inadequate to meet all the purposes for which they are now required. They are the weakest component in population estimates and projections in the United Kingdom, both nationally and at a local level." (Karen Dunnell, Report of the Inter-departmental Task Force on Migration Statistics). In order to address these weaknesses ONS set up the Improving Migration and Population Statistics (IMPS) project and an Inter-departmental Task Force on Migration Statistics (ITFMS).

In essence, the problems are the lack of a single, all-inclusive system to measure the movement of people into and out of the UK as a whole and the lack of a system to allocate these migrants to the localities where they reside; local estimates are arrived at by allocating the national figure by using survey and past census data, not by taking measurements locally.

The estimates for migration are based on a number of data sets. At the heart of this process is the International Passenger Survey (IPS). This is a voluntary face-to-face sample survey of passengers arriving at or departing from UK ports. It is a major survey, over a quarter of a million people are interviewed per year, and in the absence of any alternative, clearly a very valuable source of information about international migration (though it is interesting to note that it was originally established to give information about international tourism and expenditure by visitors to the UK). However, there are serious doubts about the reliance on the IPS as the primary source of data for both the total figure and local estimates. These doubts are based on both the methodology of the IPS and evidence of disparities between the IPS and other data.

- Although the survey covers large numbers, it is only a very small sample of all international movements (0.2 per cent) and therefore captures relatively few international migrants. For 2005 the IPS in and out migration estimates were based on 3,746 observations (2,965 for in migration and 781 for out – the in migration figure being boosted by additional sampling known as 'immigration filter shifts'). With such small numbers it is difficult to draw conclusions about the characteristics of the migrants and the value of IPS estimates deteriorates rapidly with increasing spatial disaggregation (although it is at the level of local authorities that the data contributes to decisions about grant funding).

- The survey relies on a question about intention to stay in the UK which clearly relies on the honesty and certainty of the respondent. Only those staying over 12 months are counted as long term migrants in accordance with international definitions.
- Because not all ports of entry and timings are covered (ONS estimate 90 per cent) there is some concern that some migrants, such as those from A8 states, who are said to favour certain routes, may be underestimated.

ONS has acknowledged the particular weakness of the sampling of out migration and since January 2007 'emigration filter shifts' have been used to boost this figure. A report is also expected in October 2007 which will consider the scope for optimising the IPS samples by, for example, including smaller airports.

To arrive at the figure for Total International Migration (TIM) the ONS add to the IPS estimates for

- Irish flows
- Asylum seekers
- 'Visitor and migrant switchers' ie those who end up staying for more or less than 12 months contrary to their original stated intention.

2.2 The conversion of national estimates to local areas

The estimation of international migration becomes more problematical, and perhaps inevitably, more controversial, at the local level. The IPS sample is simply too small to allow direct estimation of migrants at local authority level. A formula is therefore applied to allocate the TIM across countries, regions, sub regions and local authorities.

The IPS includes a question on intended destination. Inevitably the answers tend to be biased towards the main, and best known, urban centres. Until 2007, this was used as the basis for allocating international migration down to a sub regional level and then distribution to local authorities was based on previous levels of migration as measured by the 2001 Census. This meant that the allocation was not based on any local measure other than the Census and was therefore insensitive to relatively rapid local changes in migration.

In the face of these criticisms – and as an output of the ongoing IMPS project – the ONS made some changes to its methodology for distributing international in migrants for the recently produced 2006 estimates (August 2007). In particular, it used the Labour Force Survey, which includes questions on migration (address one year ago and year of arrival in the UK) in combination with the IPS. Use of the LFS avoids the 'node' effect of the IPS mentioned above. However, because of the small sample size, 60,000 nationally, this could only be used down to the level of the English regions, except for London where the sample of immigrants is sufficient. The 2001 Census is still used for distribution, within the overall totals, at sub regional and local authority level, and again this means that rapid local change in new migrant destinations are not captured. In summary the changes were:

- changing the distribution of IPS international in migrants to the constituent countries of the UK and the regions on the basis of the LFS;
- using the LFS to allocate in migration to a new sub regional geography in London;
- continuing to allocate international in migrants to local authorities from the regions or the sub regions on the basis of the 2001 Census;

- estimating out migration at the sub regional level using the IPS. Using a propensity to migrate model to produce estimates of out migration at the local authority level.

There is a range of evidence which, while not conclusive, raises serious questions about the accuracy of international migration estimates:

- there were large differences between the 2001 Census and population estimates based on the 1991 Census;
- there are very large differences at a national level between the numbers of National Insurance registrations of foreign nationals and the estimates of in migration. The Data Management and Analysis Group (DMAG) of the Greater London Authority (GLA) has done an analysis of National Insurance registrations for EU accession states which shows that these have far outstripped the figure for migration inflow drawn from the IPS even though not all A8 migrants would register to work. Table 1 compares National Insurance Number (NINO) registration from all 12 EU accession countries with the official A8 inflows (the vast majority of A12 in-migrants come from the A8 states). Whether year of arrival or registration is taken the NINO in flows far outweigh the migration estimates. In 2004/05 arrivals exceeded the estimate of migration in flow by 120,000 and in 2005/06 this had risen to 188,000. In the three years 2004/05 to 2006/07 there were nearly 720,000 NINO registrations from A12 nationals. The official migration figures cover only those who intend to stay for over one year. DMAG suggest that much of the difference between the official migration figures and the NINO figures may be accounted for by short-term registrants, staying less than 12 months. However, firstly it is difficult to accept that this can account for the whole of the difference, in which case the official figures are significantly underestimating total in migration. Secondly, the sheer scale of short term migration, which has an important impact on service providers, is not being captured. The presence of so many short-term migrants is an issue which is discussed later.

Table 1: A12 NINO registrations and A8 migration 2000/01 to 2006/07: United Kingdom: thousands

	NINO year of arrival	NINO year of registration	Migration in flow (A8 only)
2000/01	15	-	-
2001/02	20	-	-
2002/03	29	18	-
2003/04	52	29	20
2004/05	198	119	78
2005/06	262*	277	74
2006/07	-	321	-

*incomplete

Source: DMAG: Update 14-2007: August 2007: updated from ONS

- A number of local authorities have also carried out work which strongly suggests that the current population estimates underestimate the population in their areas. Brent and Enfield carried out detailed data matching exercises of individuals to addresses. This suggested a population undercount of 2,000 in Brent and 3,300 in Enfield. Slough commissioned the DMAG to produce independent population estimates for Slough. DMAG concluded that Slough's population was underestimated by

up to 6,000. These underestimates partly reflect international migration but also the inadequacy of systems to measure internal migration.

- Other authorities have drawn on a range of administrative data sources (described in 2.4) to question ONS estimates. Newham carried out an exercise to compare mid year estimate international inflow figures with 'Flag 4' GP registrations by London borough over four years. (When a new patient, whose previous address was abroad, registers with a GP, then a 'flag' is recorded on that registration. This includes those of British nationality returning from abroad). While the London totals per year were broadly comparable the distribution across boroughs varied considerably. For example, while Kensington and Chelsea had three to four times the number of migrants to Flag 4 registrations, Newham had two thirds to one half. Newham also did a comparison of resident pupil data with the population estimates. This showed that there were 750 more resident pupils in the borough than children of that age in the borough according to the ONS mid year estimates for 2005. Stoke-on-Trent cross-referenced Child Benefit claimants with education data in order to show that ONS mid year estimates were 2-3 per cent below actual numbers in the 5-10 age group.

2.3 Estimating population 'churn'

International migration is increasing the population of the UK in general and certain local authorities in particular, and with it, the demands upon local services. In principle government grant is adjusted to reflect increases in population – although this report is arguing that in practice there are few grounds for confidence in the estimates or projections of populations locally on which the grant calculations are based. However, many areas are experiencing high levels of both in and out international migration, and internal migration, which may have little effect on net population but significant impact on service provision and administration. Using the official statistics (which are likely to be inaccurate for the reasons given above but will serve to make the point) Tables 2 and 3 show the local authorities in England and Wales with the highest volumes of migration, based on in and out flows per 1,000 population in the period mid-2001 to mid-2006. Thus Wandsworth, for example, was thought to receive 123,400 internal migrants (i.e. those who had moved from elsewhere in the UK, including foreign nationals) and 40,800 international migrants (ie those arriving from abroad) but movements out of the borough in the same period meant that the net effect on the population was a loss of 5,400. Because these figures relate to a five-year period they cannot tell us the extent of the short term turnover of migrants, exacerbated in the case of international migrants because they are not captured by the official figures. It would also be valuable to identify the student element of in migration, which is very significant in some areas. Student movements have a different rhythm of churn. Changes to the way the Higher Education Statistics Agency records students' term time addresses, discussed later, should help here.

Table 2: Areas with the highest volume of internal and international migration per 1,000 population

Area		Mid-2001 to mid-2006					
		Internal migration		International migration		Volume of migration per 1,000 population ¹	
		In	Out	In	Out	All migration	International migration
1	Cambridge	54,100	57,900	28,500	18,200	278	82
2	City of London	3,900	3,600	1,500	1,500	276	78
3	Westminster	88,700	95,200	65,700	37,700	259	93
4	Oxford	66,000	70,800	31,900	17,000	258	68
5	Wandsworth	123,400	142,300	40,800	27,300	243	50
6	Camden	86,200	96,900	53,400	25,800	243	73
7	Hammersmith & Fulham	66,900	83,200	33,200	22,900	242	66
8	Isles of Scilly ²	1,200	1,300	-	-	238	6
9	Islington	77,300	90,200	29,000	17,200	234	51
10	Lambeth	109,300	142,000	32,800	16,400	222	36

Table 3: Areas with the highest volume of international migration per 1,000 population

Area		Mid-2001 to mid-2006					
		Internal migration		International migration		Volume of migration per 1,000 population ¹	
		In	Out	In	Out	All migration	International migration
1	Westminster	88,700	95,200	65,700	37,700	259	93
2	Kensington & Chelsea	48,200	59,200	49,400	29,100	217	91
3	Cambridge	54,100	57,900	28,500	18,200	278	82
4	City of London ²	3,900	3,600	1,500	1,500	276	78
5	Camden	86,200	96,900	53,400	25,800	243	73
6	Oxford	66,000	70,800	31,900	17,000	258	68
7	Hammersmith & Fulham	66,900	83,200	33,200	22,900	242	66
8	Islington	77,300	90,200	29,000	17,200	234	51
9	Brent	71,100	109,200	46,900	20,300	184	50
10	Wandsworth	123,400	142,300	40,800	27,300	243	50

Source: ONS: <http://www.statistics.gov.uk/statbase/Product.asp?vlnk=601&More=N>

Notes to tables:

1. Volume of migration per 1,000 population is calculated as (in migration + out migration)/population*1000 (separately for all migration and international migration).
2. Rates for the City of London and Isles of Scilly are based on less than 10,000 population.

There is also evidence that some schools experience very high levels of churn. It is not unusual to find rates of 50 per cent in inner city schools and the PriceWaterhouseCoopers report (2006) on child mobility referred to one school where this was over 90 per cent in one year. The Annual School Census, described below, does record when pupils enter the system and greater use could be made of this data to estimate churn in individual schools.

2.4 The range of data sources

In the absence of a comprehensive register of residential moves (which is used by some European countries) it is now widely acknowledged that significant improvements in migration data will only be achieved by drawing on a range of additional data sources. There are many relevant sources, all of which have limitations, but which taken in combination have the potential to provide better information. Further improvements could also be achieved if some relatively minor modifications were made to the way in which some of this data was collected or interrogated.

To get a full picture of migration and to plan for its impact, we need to be able to estimate both stocks – the total migrants at any given time – and flows – numbers arriving and numbers leaving – over a period. A brief summary of the main sources and their potential is set out below under the categories of censuses, surveys and administrative data:

(a) Censuses

UK Census – the 10 yearly national Census is the most reliable and comprehensive source of data on population and migration. Its migration question provides a measure of migrant in-flows during the census year, but not out-flows during that year. A stock picture is available using country of birth statistics but the lack of questions on nationality and year of arrival is a limitation. In 1966 a sample 10 per cent census was carried out and this was also planned in 1976, but cancelled. There have been no further mid-term sample censuses.

School Census (or Pupil Level Annual School Census/PLASC) – this provides an annual comprehensive count of all children in grant maintained schools in the UK, some 8 million. Available on a consistent national basis since 2002 it includes address, age, ethnicity and first language. There is no question on nationality but first language provides a reasonable proxy. Pupils are recorded when they enter the system but not when they leave. Year on year comparison can provide a strong indicator of migration by families with children using the variables described and by identifying children who join the system at an age above the start of schooling, although this will not capture children arriving and leaving during the year. Fuller use could be made of the information on date of arrival at the school to give an indication of ‘churn’ where migrants are accompanied by their children.

(b) Surveys

IPS – As described above, the IPS is a sample survey of those entering and leaving the UK. Despite its small sample size this is important as the only measure of immigration and emigration for all types of migrant.

Labour Force Survey (LFS) – the LFS is a rolling quarterly survey of 60,000 households. It includes questions on nationality, ethnicity and current address, address one year ago and date of arrival in UK. Its main drawback is its sample size. Local boost samples can provide more robust data locally but in their absence ONS currently extrapolates from the 2001 census which does not capture the new migrant destinations.

Local surveys are important to inform local service planning, and some regular **surveys**, such as the London Housing Survey, can provide data on migration or be adapted to do so. However, by virtue of being tailored to local circumstance, such surveys are unlikely to form a basis from which one could generalise about national trends.

(c) Administrative data

There is a range of administrative data which can provide important supporting information on migration and could be modified to provide more. Most of these sources are concerned with registrations rather than de-registrations and so are more valuable for measuring arrivals rather than those currently resident.

NHS central register/Flag 4 – Information derived from patient re-registration following a change of address (or change of GP) is the principal source of data used by the ONS to estimate internal migration. A person registering with a GP whose previous address is outside the UK is flagged (and a different flag is given to a returning migrant where this is known). Flag 4 data can therefore provide an indication of international migration to an area. Flag 4 data can be valuable in capturing those who may be staying for less than 12 months (although those staying for a short period are less likely to register). Its limitations are that there is a time lag between entering the UK and registering and some, particularly young men, are known not to register, or to delay registration unless and until they have a medical need; the flag is lost when a patient moves within the UK and registers with another GP; and no date is held for the registration. However, if data could be provided on when a Flag was assigned to a patient record it could be improved as a measure of international migrant flows.

National Insurance Number (NINO) registrations – National insurance numbers are a necessary first step for employment/self employment and for claiming benefits and tax credits. NINOs provide a record of residential postcode, arrival and registration date, country of origin and age. The data is available at local level and provides valuable information about migrants who have come to work in a particular area (although the individual may live in one and work in another neighbouring authority, depending on housing availability and transport links). It does not provide data on how long the migrant intends to stay, nor record de-registrations, so cannot currently be used as a basis for estimating migrants currently resident (and indeed it will not pick up on migrant changes of residence within the UK).

DWP are looking at ways of identifying the date of the last economic activity of each number holder and this should give an indication as to whether the holder is still in the country, although there clearly could be other reasons for ceasing to be in work, such as having a child.

Worker registration scheme (WRS) – this scheme was introduced specifically to regulate access to the labour market and restrict access to benefits for the A8 accession countries who joined the EU in 2004 (together with Malta and Cyprus, which are not covered by the scheme). It is intended to be a temporary measure. Registration is required to take employment (but not self employment) in the UK. Data is produced for first job by occupational status, date of birth, gender and nationality. This provides useful information about the arrival of specific types of migrants to an area although the data is grouped by address of employer rather than applicant, and it will be first rather than subsequent employment if the applicant changes jobs. As with much of the other administrative data, there is no way of recording how long someone on the register stays or whether they have left. Thus the figures should not be used to suggest numbers currently resident in a place. Interviews with migrants have suggested that WRS is regarded by some as a tax and evasion contributes to under counting. In addition, an A8 migrant who doesn't intend to work has the right to live in the county but, as per the self employed, will not figure in the WRS count.

Higher Education Statistics Agency (HESA) – The HESA maintains a record of all students in the UK including those whose country of usual residence is outside the UK. These students comprise a large percentage of the total of migrants coming to the UK (nearly 300,000 from outside the EEA in 2004). Students give an estimate of their intended length of stay. There is an eleven-year time series of data which can provide information on stock (the total number of international students) and flow (new students and departing students). The main drawback is that data is recorded by administrative address of the institution, not domicile. However, the latter is to be introduced from 2007 and should provide a complete picture by 2010. Students who work should also be included in the data on applications for national insurance numbers.

Electoral Register (ER) – Each local authority is required to keep a register of all those entitled to vote. An annual, in theory compulsory, form is sent to every household and there is a rolling revision throughout most of the year. The ER form records nationality in order to determine in what, if any, elections the registrant is entitled to vote. If the nationality has no voting rights then the name is not added to the register and if this applies to the whole household then the register will show no elector. However, there is potential to make much greater use of the ER process. The new ER software packages allow flags to be added to names so that they can be selected at times of elections. In theory this means that all names on completed forms could be recorded and non-electors flagged. This would then go some way to reflecting the population aged over 17. In addition, for those who have moved, the form asks for a previous address. This allows internal and external cross checks for ER purposes but it could also be used as a proxy migration figure. Comparison with the previous year's register should also give a view on out migration. The drawback of using ER data is that it tends to under record in those areas of high migration or temporary residents. Greater efforts to capture all residents would be needed if it was decided to make greater use of the register to track migration and support better data on local populations currently resident.

National Asylum Support Service (NASS) – can provide local data on those asylum seekers currently receiving national support for accommodation or subsistence.

2.5 The challenge to improve estimates of migration

As already mentioned ONS has acknowledged the many concerns about the accuracy of its Total International Migration data and mid year estimates, and set up the Improving Migration and Population Statistics Project (IMPS) to explore solutions. A key step was the establishment of an Inter-departmental Task Force on Migration Statistics. This reported in December 2006 and made a wide range of recommendations for improving statistics over the next one to seven years. These included:

- Obtaining more information about migrants as they enter or leave the country
 - Interviewing a larger sample of migrants having better identified which travellers are migrants. The recommendation was that this could be achieved by bringing forward key elements of the e-borders project including passport scanning
 - Gaining more data from landing cards and requiring a sample of all travellers to complete them
 - Ensuring that migration data could be collected from the points based system being developed to manage the flow of migrants coming to work or study

- Obtaining more information about migrants living in this country
 - Including a migration module in the Integrated Household Survey (which will replace the LFS from 2008)
 - Including questions in the 2011 Census that identify short and long term migrants

- Link different data systems to improve information on migrants' intentions on entry to the UK to subsequent events such as current and changing place of residence, employment, having a child and leaving the country
 - Work and Pensions longitudinal study could be used to provide information on patterns of employment, children and benefits among migrants and linked to, for example, NINO and WRS (while this continues)
 - Access to individual level School Census data would allow linking to other sources to improve statistics on migrants and their families
 - Additional information on student migrants should be collected by HESA and access to individual data provided to allow linking to other sources
 - Barriers to record linkage must be addressed. Work should start initially on sample data from entry records and two or more of NINO, NHS registration, Work and Pensions longitudinal study, PLASC, HESA, or WRS.

- Improve use of statistical and demographic models and bring together key information on migration held across government into a single report.

This is a powerful set of recommendations which, if implemented in full, would go a long way to providing the step change in the quality of migration statistics which is being sought. The concerns are around pace and the extent to which the recommendations will be implemented. The timescale in the report itself was one of up to seven years to introduce these improvements and the ONS action plan in response to the report is still to be agreed.

ONS has costed the full implementation of the report at £50m. It has recently produced proposals for prioritising the work in the light of its recent CSR settlement (and are suggesting an increase in their own expenditure of some £12m on migration and population) but it is clear that to implement the report in full will also require 'innovative funding models', which is to say financial support from other parts of government. Some aspects of the report, such as bringing forward the e-borders project, are outside the direct control of ONS, and as yet ministers have not given explicit support to the recommendations. A key issue is that of access to data. Linking individual records across data sets is the best way of tracking migration movements. Even the Census will not be able to tell us much about short-term migration beyond a single snapshot. The DWP data set, for example, holds information on periods of benefit and employment since 1999 and also earnings and National Insurance contributions. This is reckoned to cover 95 per cent of the population. Foreign students who do not work would be one significant group not captured by the data base but these would be covered by the HESA. The recent legislation on the independence of the statistics service does not give ONS a blanket right of access to individual data but will allow such access, via a Parliamentary Order, where a detailed business case can be established. The costings of the Task Force report include an element for developing such cases but their success will depend in part on wider government support.

2.6 The use of case studies

Following on from the Task Force report, the ONS has conducted case studies in four local authorities to investigate whether other data sources or methods might improve the accuracy of population estimates in areas with specific characteristics. The areas were chosen because they had characteristics which were known to make estimating particularly difficult. The four areas and the principal recommendations were:

- **Welwyn Hatfield** was selected to represent a cluster of 17 local authorities from university cities and towns spread across England and Wales. The main factor affecting estimates in these areas is the high proportion of students in the population. The study recommended that the feasibility of treating students as a special population group should be investigated (this would require data on students' term time addresses which is to be collected by the HESA from 2007)
- **Hammersmith & Fulham** was selected to represent a cluster of central London Boroughs with a high population density, high rates of migration and a high proportion of young males, and well above the national average proportions of students and population belonging to 'non-White' ethnic groups. The study endorsed the Welwyn conclusions and also recommended that further work should be done, in line with the recommendations of the Task Force, to explore the use of NINO, NHS registration data and the School Census and the linkages of this data with sources such as the Work and Pensions Longitudinal Study.
- **Barnet** was chosen to represent a cluster of outer London boroughs and some areas outside London with above average population density and migration, high proportions of young males, students and people from 'non-white' ethnic groups. The study also endorsed the proposals to consider students as a separate population and explore the wider use of NINO. It also recommended exploring how far the School Census could support ONS estimates of ethnic groups for compulsory school age (while acknowledging the absence of independent schools)
- **Derby** the most prominent factors in the Derby cluster were high proportions of people from 'non-white' ethnic groups, students and young men, as well as high population density. The recommendations on students and the investigation of the wider use of sources such as NINO were as in the other studies. However, they also identified two local sources of information being used by Derby which justified further investigation to assess their value in testing the plausibility of population estimates:
 - People UK is an individual life stage based classification tool produced by CACI, a private marketing and information company, to order. It can assign each adult in the UK into one of 50 different types based on their life stage, wealth and lifestyle. It is based on Ocean, a CACI database of individuals built up from a variety of different sources including data from the Electoral Roll and lifestyle surveys. It lists all persons aged over 18 but does not contain information on age and sex, so, for example young men cannot be separately identified. However, the study considered that it might have potential as an estimate of all persons aged 18 and over or to indicate changes in population over time if additional years' data were obtained. More work would be needed to investigate the quality of this data source.
 - Data provided to Derby's Social Inclusion and Development Team from schools on new arrivals from overseas.

While the case studies clearly represent an attempt better to understand local sources of data on population and migration, and have made some useful recommendations, particularly in respect of students, these are still largely of the 'further investigation is needed' variety and therefore agreed solutions continue to stretch into the future. An assessment of the overall conclusions from the studies and their applicability to other authorities is not planned until the end of 2007.

2.7 Other reports and projects

The Community Cohesion Data and Population Mapping (COHDMAP) project was established by the Institute of Community Cohesion (ICoCo) in 2005 to help develop more accurate estimations of local populations and in particular, the changing nationality and ethnic mix of neighbourhoods. The first phase of the project, lead by Professor Mark Johnson of Leicester De Montfort University, consisted of a consideration of those groups about whom it would be valuable to have information and an audit of available data sources. He identified the following sources as offering the greatest potential to meet the needs of service planners: PLASC; NHS patient registration records; electoral roll registrations (particularly if these could be 'enhanced'); WRS; the registration of births and deaths with the future possible inclusion of ethnicity data; and information from social housing landlords who are required to record the ethnicity of their tenants (using the ONS categories).

Following the completion of the COHDMAP report a further piece of work has been done to develop an approach to estimating local populations and their health characteristics. The work, which has been led by Andrew Lawrence (an ICoCo associate) and Dr Colin Thunhurst of Coventry University, has involved case studies in two areas of Coventry and two in Leicester where there has been a high rate of "churn". The COHDMAP results were used to identify those sources that could provide the most reliable data on population change in terms of both ethnicity and nationality and a series of focus groups and key informant interviews were carried out to draw on the intelligence of people within the communities themselves. The report, which was published in September 2007, makes a series of recommendations to central government and local practitioners about how information management could be improved to enable more reliable estimating to support service planning.

The Mayor of London commissioned Professor Phil Rees and Dr Peter Boden of Leeds University to undertake a review of methodologies which could underpin better estimates of London's new migrant population. The review gives an extensive description of the various potential sources of data and argues the case for using a range of complementary data sets alongside the ONS's Total International Migration (TIM) figures. "Definitional and conceptual issues are often cited as reasons why a data set cannot be used, primarily because of the desire for a 'one number' view of new migrants. We argue that the differences that exist between the datasets are the reason why the data *should* be used..."

The study recommended that a New Migrant Databank (NMD) be established which brings together the various data sets in a consistent and replicable manner. The proposed NMD would have:

- assembled tables of counts and derived indicators, geographic distribution, population composition, time series indicators for the UK, regions and local authorities (with the Leeds team referring particularly to London as required by their brief);
- made it possible to extract estimates of the total in and out flow and stock data for the UK, London and London boroughs for recent years (2001 to 2006) and hence to learn more about the potential offered by these different data sources.

Subsequently the Leeds team won ESRC funding to develop a NMD on a national basis. The project is planned to begin in October 2007 and last for two years. The NMD now envisaged would aim to aggregate the statistics from around six different national data sets (yet to be finalised) from 2001 – 2006 then harmonise them in order to be able to provide base projections for the 16 census ethnic groups. There will probably not be one golden number but projections for long term migrants, long term plus short term migrants, and long term plus short term migrants and visitors. A steering group is being established to support the project which will include the ONS, who are backing the project, and the GLA. This is an important development and offers the prospect of more consistent and robust figures about the census ethnic groups nationally. However, after two years the NMD will not be in the fully-fledged state originally envisaged. While area profiles could be produced on request it is felt that further work will be needed to ensure 'off the shelf' profiles are available for all local authority areas. While the ONS is backing the project it has not given any commitment to take over the NMD at the end or progress the work at that stage.

It is also not clear how far nationality and immigration status will be included in the databank. This is a major drawback for migration work. The NMD will use nationally available data, much of which is broken down to the local authority level and below, to generate local estimates. However, at present there is no facility to draw upon locally generated local data, which is a limitation.

The NMD will be using existing data. It will also be important that steps are taken, outside the project, to improve the capacity and usefulness of current sources such as NINO, Flag 4, HESA and particularly electoral registration along the lines described earlier. Government departments should be pressed to be more open and consistent in making small area data available from administrative sources and to make individual level data available – at least to the ONS –so that the work on linkages can be progressed.

2.8 Using a residential register

Elsewhere in Europe the use of population registers to track population movement continuously is fairly widespread. Registers are used in Germany, Holland, Sweden and Norway among others. In Belgium, for example, those moving across or within the boundaries of a local authority are required to register subject to a fine for omission. Data is collected by movement to and from areas, and by nationality (Belgian; non Belgian). The use of such registers means that the need for a periodic census is potentially reduced or eliminated. Such a register could, in principle, provide the solution, in the longer term, to the accurate measurement of migration in the UK. The technology should not present a significant problem but issues around the acceptability of such an approach are likely to be much more difficult, the culture in respect of personal data being very different in the UK from that in, say, Scandinavia.

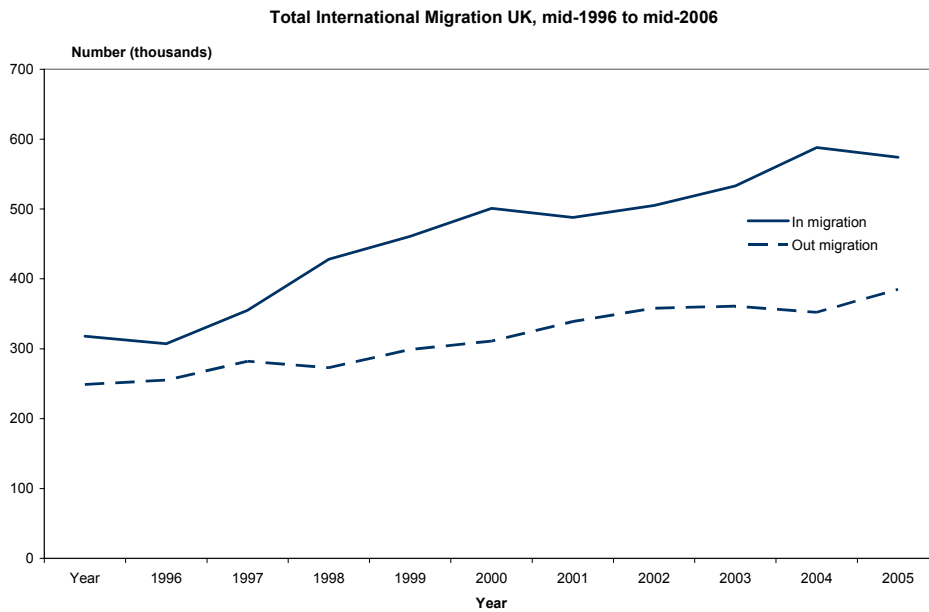
3 The nature and scale of international migration

- International migration is a growing global phenomenon. Long-term migration to the UK (defined as stays of over twelve months) has officially increased from 320,000 in 1997 to 574,000 in 2006. Out migration has also increased during this period, but more slowly. Since 1998 migration has been the principal component of population change, overtaking natural change through births and deaths.
- The focus on migration and the demand for better statistics has increased since the accession of 10 countries to the EU in 2004 (A10 or A8 excluding Malta and Cyprus). Long term A8 migration officially increased from 20,000 in 2003/04 to 77,000 in 2004/05 and 74,000 in 2005/06. But total registrations for National Insurance numbers from all 12 accession states, which also reflect short term migration, were much higher reaching nearly 720,000 between 2004/05 and 2006/07. A8 migrants are predominantly from Poland, and are generally young and without dependents. Despite the attention it has received A8 migration comprised only 16 per cent of non-British long term in-migration in 2005/06, according to the official figures, although, as noted above, the numbers recorded by National Insurance registrations are much higher; migration from the New Commonwealth made up 26 per cent.
- The growth in migration generally, particularly migrant workers, has also increased the demand for data on short term migrants, that is those staying less than 12 months. This is an area where even the Census is of limited value as it can only provide a snap shot. The definition of short-term migrants is not straightforward involving both intention (holiday, study, work etc) and length of stay. Initial IPS figures, for 2004, show an increase in short term migration for work but these appear too low to account for the gap between the figures for NINO registrations and long term in migration. ONS is to produce the first official national estimates in October but local figures cannot be estimated accurately from these and will need local data sources, ideally linked data on individuals.

3.1 The scale of international migration

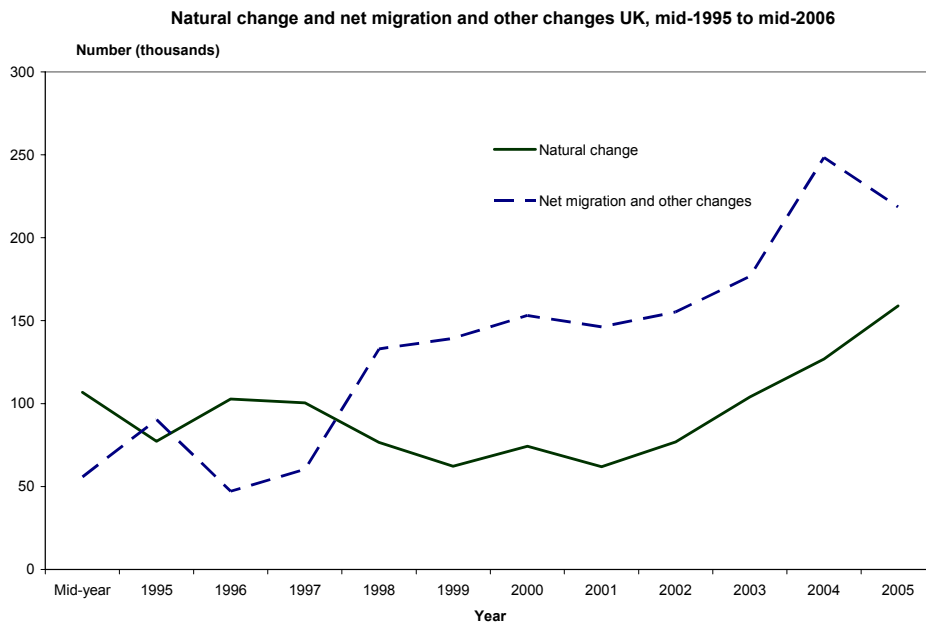
Although there are concerns about the accuracy of the ONS figures for Total International Migration there is consensus that long-term international migration to the UK has grown substantially in the last 10 years. The ONS figures suggest the increase is from just over 320,000 in 1997 to 574,000 in 2006 (although this was 25,000 lower than in the previous year). Out migration has also increased, but at a slower rate (Figure 1 overleaf). The net effect is that since 1998, net migration has overtaken natural change from births and deaths, as the principal component of population change (Figure 2 overleaf).

Figure 1: Total international migration UK, mid 1996 to mid 2006



Source: ONS

Figure 2: Natural change and net migration and other changes UK, mid 1995 to mid 2006



Source: ONS

The focus on migration, and the need for better statistics, has sharpened since the accession of 10 countries to the European Union in 2004 (usually referred to as the A10 countries or A8 excluding Malta and Cyprus which already had migration rights to the UK). Table 4 shows international migration for the three years from 2003/04 to 2005/06 by main area of origin.

Table 4: Total long term international migration, mid-year estimates: Citizenship, 2003-4, 2004-5, 2005-6, United Kingdom (thousands)

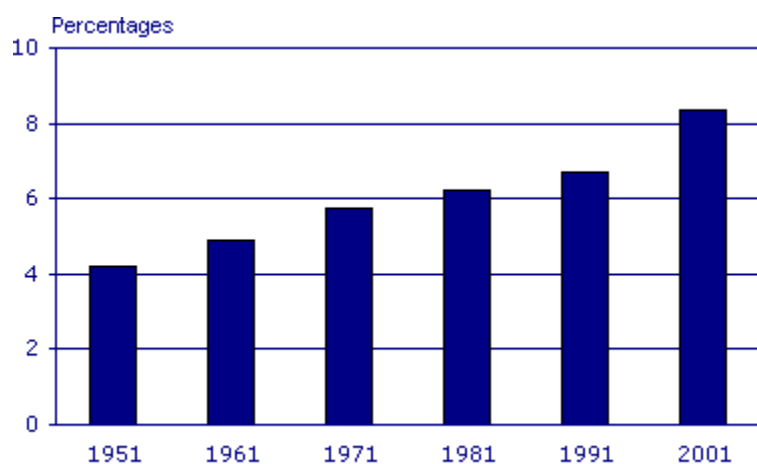
	Citizenship										
	All	British	Non-British	European Union			Commonwealth				
				EU15	A10	A8	EU25	All	Old	New	Other foreign
Inflow											
2003-04	526	93	433	67	21	20	82	195	70	125	155
2004-05	593	87	505	68	78	77	146	202	69	133	157
2005-06	559	91	468	73	76	74	149	179	58	121	140
Outflow											
2003-04	353	195	158	37	11	10	40	57	39	18	61
2004-05	334	188	146	37	4	3	42	58	35	23	47
2005-06	383	196	187	45	17	16	62	60	38	22	65
Balance											
2003-04	+173	-101	+275	+30	+11	+9	+42	+138	+30	+108	+95
2004-05	+258	-101	+359	+30	+74	+74	+104	+144	+34	+110	+110
2005-06	+176	-105	+281	+28	+59	+58	+87	+119	+20	+99	+75

Source: ONS: News Release 22 August 2007

Note: The EU25 estimate for 2003-04 comprises EU15 for the second half of 2003, EU25 for the first half of 2004

A traditional measure of diversity in the UK has been the percentage of people from black and minority ethnic backgrounds (BME). However many BME residents are, of course, longstanding British citizens and residents, often 2nd or 3rd generation. Another measure of diversity is the percentage of UK residents born outside the UK. This has been rising steadily from 4.2 per cent of the population in 1951 to 8.3 per cent in 2001. It is almost certainly higher than that now (Figure 3).

Figure 3: Overseas born population as a percentage of total UK population



Source: ONS

3.2 A8/A12 migration

The numbers of long term A8 migrants officially increased from 20,000 in 2003/04 to 77,000 in 2004/05 accounting for the great majority of the increase in migration that year. This level of A8 migration has continued into 2005/06. Table 4 above also shows that A8 migrants officially comprised only 16 per cent of non-British long term in migration in 2005/06 and their numbers continue to be well below those of new commonwealth migrants who made up 26 per cent.

However, as we have seen from Table 1 there is evidence from National Insurance registrations that the figure for long term A8 migration is a considerable underestimate and does not, of course, include substantial levels of short term migration. Almost 720,000 A12 migrants registered for National Insurance between 2004/05 and 2006/07. The majority of the A8 migrants have been Polish.

3.3 Short term migration

The ONS estimates of migration aim to measure migrants who are staying for over 12 months in accordance with international definitions of a long-term migrant. However, the recent increases in migration overall and that concerning A8 migrants seeking work in particular, has led to increased demand for estimates of short term migrants. We have seen that there is a very large difference between the official estimate of A8 migrants and NINO registrations and in part this is likely to be due to short-term migration. The ONS is exploring methods for estimating short-term migration and is planning to produce the first experimental national estimates in October 2007. Local level estimates, which local authorities need, are planned in the longer term but at present there is no agreed way of producing estimates at this level.

Defining short-term migrants is more complex than long term and depends on both the reason for a visit and the length of stay. The UN definition is: "A person who moves to a country other than that of his or her usual residence for a period of at least three months but less than a year except in cases where the movement to that country is for purposes of recreation, holiday, visits to friends and relatives, business, medical treatment or religious pilgrimage." This could, however, be extended to include for example all those coming to work even if less than three months, or those on long term holiday. ONS have consulted on the definition. Local government users were generally more interested in extending the UN definition to include all reasons for visits, central government departments generally wanted to include employment and study of less than three months. Data on average length of stay was also requested.

Table 5 sets out an initial view of in-flow and out flow of overseas residents by length of stay and reason for visit drawn from the IPS. Between 2003 and 2004 the number of short-term migrants who came for employment or study grew from 71,000 to 104,000. This growth was due almost entirely to an increase in those coming here to work, from 13,000 to 40,000, but this figure was still less than those coming to study. Moves for less than three months for 'other visits' (including holidaymakers) was overwhelmingly the largest category. The size of these flows shows the potential difficulty of including all moves of less than 12 months. Out-flows for under and over three months were much greater than in- flows but driven by 'other visit' reasons.

It is difficult to square these relatively modest figures for the increase in those short term migrants coming to work, between 2003 and 2004, with what we know from Table 1 about the gap between the numbers of foreign nationals registering for National Insurance and the official figures for long term migration. Clearly there is either a significant underestimation of short term migrants, long term migrants or both. Again, the reliability of the IPS, which is the basis for both estimates, is called into question. It will be important to see the estimates for short term migration for 2005 and 2006 when they are produced in October 2007 as, again as we see from Table 1, the gap between the estimate of long term migration and NINO registrations to foreign nationals is widening year on year.

Table 5: Flow of overseas residents into England and Wales: length of stay and reason for visit
Thousands

Reason for visit	2003		2004	
<u>Inflow</u>	<3 months	3-12 months	<3months	3-12 months
Total	19,699	216	22,045	237
Employment and study	537	71	528	102
Employment	53	13	89	40
Study	484	58	438	63
Other Visits	19,162	144	21,517	135
<u>Outflow</u>				
Total	56,933	431	59,176	375
Employment and study	185	41	161	34
Employment	141	31	118	24
Study	44	11	44	10
Other Visits	56,748	389	59,014	341

Source: ONS: Smith and Sharfman 2007

Whatever their accuracy nationally, the new short term migration estimates will not be available at a local level. It is also difficult to estimate stocks, rather than flows, of short-term migrants. Again, as with long term migration, work needs to be done to capture more effectively the data available from other sources. In the case of short term migration the most promising are likely to be NINO, work permits, WRS, LFS and GP registration. PLASC and electoral registration are clearly less useful in this case.

3.4 Illegal migrants

For obvious reasons it is very hard to arrive at a credible estimate of illegal or clandestine migrants. Using the 'residual method', which takes the total foreign born population in 2001 as the benchmark and then deducts the number of migrants known to be here legally, the Home Office has estimated that there were 430,000 illegal migrants in 2001 (0.7 per cent of the total population) with a range of 310,000 to 570,000. Others, such as the pressure group Migration Watch, have argued that the figure is much higher. Evidence of the levels of illegal migrants from amnesties in other European countries varies widely. If the UK had the same proportion of illegal migrants as Italy, then the number would be close to 900,000, if it was more like France the number would be only 100,000. John Salt of the Migration Research Unit at University College London, who was special advisor on the Home Office study, has estimated that in his opinion the level of illegal migrants in Britain is somewhere between the French and Italian levels – 400,000 to 500,000 or 14 per cent to 17.5 per cent of the legally resident migrant population. It is likely that illegal migrants are concentrated in localities of traditional migration and that their impact in those areas is significant. Ideally that should be recognised and understood but without periodic amnesties it would be very difficult to record numbers.

3.5 Asylum seekers

Asylum seekers were a major focus of attention at the turn of the century. Their numbers, including dependents, grew from 41,500 in 1997 to 103,100 in 2002 in which year they accounted for around 25 per cent of all non-British in migration. Numbers have fallen steadily since this peak to 28,300 in 2006. Asylum seekers now account for only 6 per cent of non-British in migration. The principal countries of origin for asylum seekers in 2006 were: Eritrea, Afghanistan, Iran, China and Somalia. Unaccompanied children, in particular, continue to impose a considerable challenge for some authorities, especially those close to points of entry.

4 Developing local measures

Given the inadequacy of national data on migration local authorities have sought to use a range of administrative and other data sources to provide a fuller picture of migration and its distribution. These have been described in chapter 2. All have some limitations but, particularly taken together, they can both provide a powerful challenge to the accuracy of current ONS estimates, especially those at local level, and useful information about the changing make up of a local area which local authorities need to plan and deliver services. This chapter covers the following:

- Tables comparing NINO registrations to foreign nationals, WRS and Flag 4 GP registrations with ONS estimates for international 'in migration' at local authority level show a degree of variation which casts serious doubts on the adequacy of the ONS data. For example, a comparison of Flag 4 data with migration estimates by authority shows 50 authorities where the Flag 4 figure is over 200 per cent higher than the migration estimate and over 70 others where it is 70 per cent or less.
- All the administrative sources can provide a partial picture of the distribution of migrants. NINO and WRS have been used to show that A8 migrants have had a much wider geographical distribution than other migrants, many going to areas with little previous experience of migration and diversity – only 13 of the local authorities with the highest proportion of BME residents in 2001 were also in the top 50 for the proportion of WRS registrations between May 2004 and March 2007.
- The growth in the percentage of births to women born outside the UK, from 12.8 per cent to 21.9 per cent of all births between 1996 and 2006 is a clear indicator of the growth of migration in recent years and its particular concentration in certain areas, notably London.
- PLASC data is used to show those authorities with the highest proportion of pupils whose first language is not English (a proxy for international migrants) and how this is changing year on year. Again London boroughs predominate.
- A range of examples are given of the many local authorities which have carried out local studies to understand better the changing nature of their communities using both the kind of data described above and qualitative methods including interviews with migrants and those who come into contact with them.

4.1 The development of additional indicators

The limitations of the current ONS method of calculating local population estimates – by allocating the total IPS figure ultimately on the basis of the 2001 Census – has already been discussed (Section 2.2). A number of indicators have now been developed by local authorities and other agencies, which have been used to augment or compare directly to the ONS projections. The recent focus on A8 migrants would appear to be because of their very rapid increase over a short period, their migration principally to work and the fact that their geographical distribution has been wider than that for traditional migration involving areas with hitherto relatively little experience of migration. This has increased the interest in developing specific indicators to understand and manage migration.

4.1.1 National Insurance Numbers (NINOs)

The first of these is NINO registration to overseas nationals. As discussed earlier, these give the residential address, and give an indication of the arrival of economic migrants. However they do not indicate whether the migrant changes residence within the UK, or leaves the UK, and do not include migrants who do not work, or are working in the informal economy. They are therefore not a good measure of migrants currently resident in a locality.

Table 6: Local authorities ranked by BME (2001) and NINOs registered to overseas nationals (2006/7) as percentage of population: top fifty

Authorities in italics appear in only one table all others appear in both

Authority ranked by percentage BME (2001 census)	%	Authority ranked by percentage NINO (2006/07)	%
Newham	60.6	City of London	7.9
Brent	54.7	Newham	6.6
Tower Hamlets	48.6	Brent	5.8
Ealing	41.3	Tower Hamlets	5.5
Harrow	41.2	Hammersmith and Fulham	5.2
Hackney	40.6	Haringey	4.9
Lambeth	37.6	Westminster	4.8
Southwark	37	Ealing	4.7
Redbridge	36.5	Hounslow	4.6
Slough UA	36.3	Waltham Forest	4.3
Leicester UA	36.1	Wandsworth	4.2
Waltham Forest	35.5	Lambeth	4.2
Hounslow	35.1	Southwark	3.8
Haringey	34.4	Slough UA	3.7
Lewisham	34.1	Kensington and Chelsea	3.7
Croydon	29.8	<i>Boston</i>	3.7
<i>Birmingham</i>	29.6	Camden	3.7
Luton UA	28.1	Hackney	3.7
Camden	26.8	Islington	3.6
Westminster	26.8	Merton	3.4
Barnet	26	Oxford	3.3
Merton	25	<i>Cambridge</i>	3.0
Islington	24.6	<i>Peterborough UA</i>	3.0
Enfield	22.9	Reading UA	3.0
Greenwich	22.9	Luton UA	2.9

Hammersmith and Fulham	22.2	<i>Isles of Scilly</i>	2.9
<i>Wolverhampton</i>	22.2	Barnet	2.8
<i>Blackburn with Darwen UA</i>	22.1	Lewisham	2.8
Wandsworth	22	Leicester UA	2.6
<i>Bradford</i>	21.7	Manchester	2.6
Kensington and Chelsea	21.4	Harrow	2.6
Hillingdon	20.9	Greenwich	2.6
<i>Sandwell</i>	20.3	<i>Bournemouth UA</i>	2.5
Manchester	19	<i>Northampton</i>	2.2
Coventry	16	Watford	2.1
<i>Oadby and Wigston</i>	16	<i>Crawley</i>	2.1
Kingston upon Thames	15.5	Redbridge	2.1
City of London	15.4	Coventry	2.0
Nottingham UA	15.1	Enfield	2.0
<i>Pendle</i>	15.1	Nottingham UA	2.0
Barking and Dagenham	14.8	<i>Southampton UA</i>	2.0
<i>Preston</i>	14.5	<i>Corby</i>	2.0
<i>Kirklees</i>	14.4	Kingston upon Thames	1.9
Watford	14	Barking and Dagenham	1.9
<i>Oldham</i>	13.9	<i>Welwyn Hatfield</i>	1.9
<i>Walsall</i>	13.6	Croydon	1.9
Reading UA	13.2	<i>Bristol, City of UA</i>	1.8
<i>Bedford</i>	13	<i>South Holland</i>	1.8
Oxford	12.9	Hillingdon	1.8
<i>Derby UA</i>	12.6	<i>Brighton and Hove UA</i>	1.7

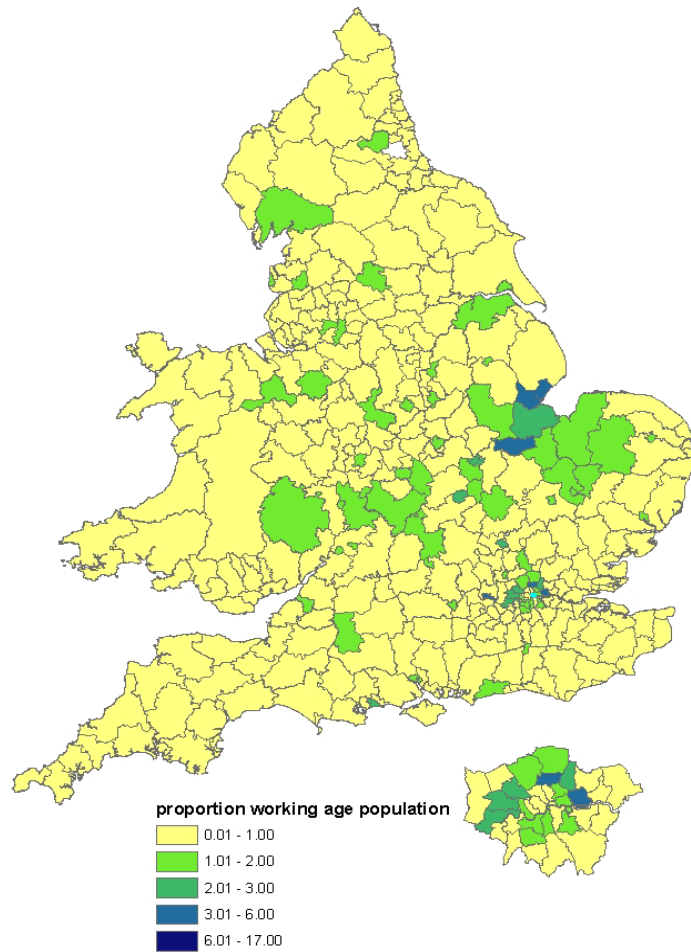
Sources: ONS, DWP

Table 6 compares the ranking of authorities by the proportion of BME residents at the 2001 census with the ranking by proportion of new NINO registrations who are overseas nationals to overall population in 2006/07. This shows that whilst there was a strong tendency for new migrants to go to areas of existing diversity this was by no means always the case. Thirty-seven of the top 50 authorities for percentage of BME residents were also in the top 50 for percentage of NINOs registered to overseas nationals. This included 26 London boroughs which occupied 18 of the top 20 places for percentage of NINOs. However, 13 authorities, which were not in the top 50 for percentage of BME residents, were in the top 50 for overseas nationals NINOs. These included rural areas, like South Holland and Boston – which was 248th for the proportion of BME residents (1.5 per cent) in 2001 but had the 16th highest percentage of NINOs in 2006/07 – but also towns elsewhere such as Corby, and Bournemouth. (See also Appendix 1a for a full list of authorities)

Table 6 uses NINO figures for all registrants who were overseas nationals. The geographical distribution becomes more widespread when the focus is on A8 migration. The maps at Figure 4 show, among other things, London with a relatively smaller proportion of A8 migrants than non A8 migrants and East Anglia higher.

NINO figures can also be used to test the plausibility of ONS local estimates. Tables 7 and 8 compare total international in migration for each local authority with NINO figures for overseas nationals. There are difficulties in the comparison. The years are not wholly comparable and a later NINO year has been chosen to take some account of the lag in registration. Nevertheless, the scale of the variation must raise serious questions about the accuracy of the ONS figures locally. (See also Appendix 1b for a full list of authorities)

A8 National Insurance allocations
as a proportion of working age population
(England and Wales, 2006/7)



Non-A8 National Insurance allocations
as a proportion of working age population
(England and Wales, 2006/7)

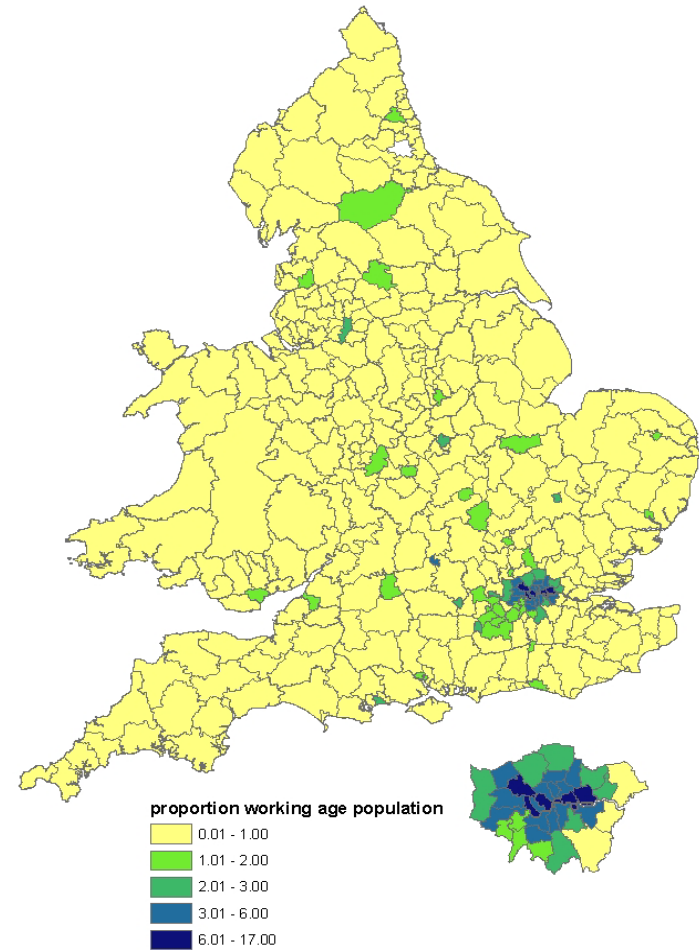


Table 7: Local authorities ranked by overseas national NINO registrations in 2006-07 as percentage of Total International In Migration 2005-06: top 10 variation

Local authority	NINO (2006-07)	NINO as % of TIIM (2005-06)
Boston	2140	930%
Merthyr Tydfil	420	840%
Hyndburn	500	625%
Corby	1050	618%
Mansfield	970	606%
Isles of Scilly	60	600%
West Lancashire	610	555%
South Holland	1480	510%
East Staffordshire	1040	452%
Blackpool	1390	448%

Source: DWP

Table 8: Local authorities ranked by overseas national NINO registrations in 2006-07 as percentage of TIIM 2005-06: bottom 10 variation

Local authority	NINO (2006-7)	NINO as % of TIIM
South Northamptonshire	270	23%
Castle Morpeth	80	24%
Redcar and Cleveland	150	31%
Durham	570	31%
Rutland	120	33%
South Derbyshire	190	36%
Oadby and Wigston	180	38%
Rochford	130	39%
North East Derbyshire	130	39%
Forest Heath	760	41%

Source: DWP

4.1.2 Worker Registration Scheme (WRS) data

The distribution of A8 migrants is also shown by a second indicator – the WRS. Registration is a requirement for all A8 migrants seeking work other than the self-employed, though we have already referred to anecdotal evidence from migrants, that many seek to avoid registration as it is a cost. Unlike NINO it records the address of the employer, which may be different to the residential address. As with

NINO it does not record movement to another employer, or have a procedure for de-registration if the migrant leaves the country or the labour market. It also does not include migrants who do not intend to work. When the top 50 authorities for percentage BME population in 2001 are compared (Table 9) with the rankings for proportions of total WRS applicants from May 2004 to March 2007 against overall population, only 13 authorities appear in both lists; 37 authorities with the highest proportions of WRS were not in the top 50 for BME residents in 2001. Boston rises to second in the WRS list with South Holland, 283rd in the BME table, fifth. London boroughs are far less prominent with only eight in the top fifty for WRS and 11 in the top 100. The City of London, and probably Westminster, stands out because WRS records place of work, rather than residence. (See also Appendix 1a for a full list of authorities).

Table 9: Local authorities ranked by BME (2001) and WRS (2004-7) as a percentage of the population: top 50

Authorities in italics appear in only one table all others appear in both

Authority ranked by percentage BME (2001 census)	%	Authority ranked by percentage WRS (May 2004 - March 2007)	%
<i>Newham</i>	60.6	City of London	31.7
<i>Brent</i>	54.7	<i>Boston</i>	10.6
<i>Tower Hamlets</i>	48.6	Westminster	6.6
Ealing	41.3	<i>Northampton</i>	5.7
<i>Harrow</i>	41.2	<i>South Holland</i>	5.3
<i>Hackney</i>	40.6	<i>Peterborough UA</i>	5.0
<i>Lambeth</i>	37.6	<i>Fenland</i>	4.2
Southwark	37	<i>East Cambridgeshire</i>	4.2
<i>Redbridge</i>	36.5	<i>Herefordshire; UA</i>	4.0
Slough UA	36.3	Luton UA	3.8
Leicester UA	36.1	<i>Corby</i>	3.6
<i>Waltham Forest</i>	35.5	<i>Isles of Scilly</i>	3.6
<i>Hounslow</i>	35.1	Camden	3.4
<i>Haringey</i>	34.4	<i>King's Lynn and West Norfolk</i>	3.3
<i>Lewisham</i>	34.1	<i>Welwyn Hatfield</i>	3.1
<i>Croydon</i>	29.8	Slough UA	2.8
<i>Birmingham</i>	29.6	<i>Breckland</i>	2.7
Luton UA	28.1	<i>Crewe and Nantwich</i>	2.6
Camden	26.8	<i>West Somerset</i>	2.5
Westminster	26.8	<i>Gedling</i>	2.4
<i>Barnet</i>	26	Hammersmith and Fulham	2.3
<i>Merton</i>	25	<i>Penwith</i>	2.3
<i>Islington</i>	24.6	<i>Arun</i>	2.2

<i>Enfield</i>	22.9	<i>Southampton UA</i>	2.2
<i>Greenwich</i>	22.9	<i>Chichester</i>	2.0
Hammersmith and Fulham	22.2	<i>Wrexham/Wreccsam</i>	2.0
<i>Wolverhampton</i>	22.2	<i>Stratford-on-Avon</i>	2.0
<i>Blackburn with Darwen UA</i>	22.1	<i>Cambridge</i>	2.0
<i>Wandsworth</i>	22	Ealing	1.9
<i>Bradford</i>	21.7	<i>North Warwickshire</i>	1.8
Kensington and Chelsea	21.4	<i>Wellingborough</i>	1.8
Hillingdon	20.9	<i>West Wiltshire</i>	1.8
<i>Sandwell</i>	20.3	<i>Wychavon</i>	1.8
<i>Manchester</i>	19	<i>South Oxfordshire</i>	1.8
<i>Coventry</i>	16	<i>West Lancashire</i>	1.7
<i>Oadby and Wigston</i>	16	<i>Newport/Casnewydd</i>	1.7
<i>Kingston upon Thames</i>	15.5	<i>Swale</i>	1.7
City of London	15.4	<i>Cheltenham</i>	1.7
Nottingham UA	15.1	Nottingham UA	1.7
<i>Pendle</i>	15.1	<i>St. Albans</i>	1.7
<i>Barking and Dagenham</i>	14.8	Kensington and Chelsea	1.7
<i>Preston</i>	14.5	Southwark	1.7
<i>Kirklees</i>	14.4	<i>North Kesteven</i>	1.6
<i>Watford</i>	14	<i>Redditch</i>	1.6
<i>Oldham</i>	13.9	<i>Gravesham</i>	1.6
<i>Walsall</i>	13.6	Bedford	1.6
<i>Reading UA</i>	13.2	<i>East Staffordshire</i>	1.6
Bedford	13	Hillingdon	1.6
<i>Oxford</i>	12.9	<i>Chester</i>	1.6
<i>Derby UA</i>	12.6	Leicester UA	1.6

Source: Home Office, ONS

Evidence from the WRS shows that the vast majority registering since May 2004 were young: 82 per cent aged between 18 and 34; 93 per cent had no dependents living with them in the UK when they registered and only 4 per cent had dependents under the age of 17.

4.1.3 Flag 4 registrations

The use of Flag 4 registrations for those registering with a GP whose previous address was abroad (See para 2.4) has also provided local authorities with another indicator.

Table 1b in the Appendix compares Flag 4 registrations in 2006 with estimates of total in migration by authority and, as with the NINO figures, raises doubts about the plausibility of the ONS local estimates. Although both sets of figures agree on which areas experience the highest level of migration, there is very considerable variation between authorities in how closely the Flag 4 figure matches the migration estimate: for 50 authorities the Flag 4 figure is over 200 per cent higher than the migration estimate, including South Holland where the figure is 433 per cent. On the other hand, in over 70 other areas the Flag 4 figure is only 70 per cent or less of the migration estimate. The top and bottom 10 authorities where the Flag 4 figure diverges most from the migration estimate are set out in Tables 10 and 11.

Table 10: Authorities ranked by extent to which Flag 4 (2006) exceeds estimate of total international in migration (2005-06): top 10 variation

Local authority	Flag 4 (2006)	Flag 4 as % of TIIM
Merthyr Tydfil UA	326	652%
Isles of Scilly	58	580%
Boston	1260	548%
Corby	876	515%
South Holland	1255	433%
Rother	728	404%
Rushmoor	1445	401%
Bolton	2198	386%
West Lancashire	397	361%
Swale	710	338%

Source: Dept of Health

Table 11: Authorities ranked by extent to which Flag 4 (2006) is below the estimate for total international in migration: bottom 10 variation

Local authority	Flag 4 (2006)	Flag 4 as % of TIIM
South Northamptonshire	287	24%
Melton	46	27%
Castle Morpeth	91	28%
Redcar and Cleveland UA	160	33%
Purbeck	224	34%
Forest Heath	657	35%
South Derbyshire	188	35%
High Peak	181	36%
Rochford	124	38%
Teesdale	43	39%

Source: Dept of Health

4.1.4 PLASC data

One of the best sources of local data for migrants with children is the Pupil Level Annual School Census or PLASC data, which is an annual count of all children in state schools and records first language and ethnicity. Year on year comparison can provide a strong indicator of migration by families with children, as well as churn, as can identifying children who join the system at an age above the start of schooling. Obviously PLASC is little help with migrant streams largely composed of single young adults. Table 12 shows the 10 authorities which have experienced the greatest absolute increase in children whose first language is not English between 2003 and 2006. Because this shows absolute numbers it tends to be dominated by larger authorities: three major cities top the table but the other seven places are all taken by London boroughs. For comparison Table 13 shows the top 10 authorities for percentage of children not speaking English as a first language in 2006. All are London boroughs.

Table 14 shows the 10 authorities with greatest percentage increase in children whose first language was not English between 2003 and 2006. Slough is the only non London borough in the list.

Table 12: Number of pupils whose first language is not English, 2003-2006, 10 authorities with greatest change

Local authority	2003 Number of pupils whose first language is known or believed to be other than English	2006 Number of pupils whose first language is known or believed to be other than English	Increase in number of pupils whose first language is known or believed to be other than English, 2003-6
Bradford	13,120	14,799	1,679
Birmingham	28,010	29,474	1,464
Manchester	6,530	7,990	1,460
Redbridge	7,970	9,409	1,439
Barking and Dagenham	2,000	3,366	1,366
Brent	9,140	10,441	1,301
Hillingdon	3,970	5,264	1,294
Enfield	7,250	8,538	1,288
Barnet	6,730	8,001	1,271
Tower Hamlets	11,410	12,627	1,217

Source: PLASC Dept for Children, schools and Families

Table 13: Authorities with highest percentage of pupils whose first language is not English, 2006

Local authority	2006 Percentage of pupils whose first language is known or believed to be other than English
Tower Hamlets	75
Newham	71
Westminster	69
City of London	65
Brent	58
Camden	58
Hackney	54
Ealing	54
Haringey	53
Kensington and Chelsea	52

Source: PLASC Dept for Children, Schools and Families

Table 14: Authorities with greatest percentage increase in pupils whose first language was not English between 2003 and 2006

Local authority	2003 percentage of pupils whose first language is known or believed to be other than English	2006 percentage of pupils whose first language is known or believed to be other than English	Increase in percentage points of pupils whose first language is known or believed to be other than English
Barking and Dagenham	14.1	24.0	10.0
Redbridge	43.1	50.5	7.4
Hillingdon	21.6	28.8	7.2
Camden	51.1	57.8	6.7
Slough	39.2	45.8	6.6
Brent	51.7	58.2	6.5
Barnet	32.8	39.2	6.4
Waltham Forest	36.0	42.4	6.4
Hounslow	42.8	49.1	6.3
Tower Hamlets	69.5	75.5	6.0

Source: PLASC Dept for Children, Schools and Families

4.1.5. Live births by country of origin

Another indicator of the growth and pattern of migration is the change in the number and proportion of births to mothers born outside the UK. To some extent these figures reflect patterns of past migration; recent migration will be reflected more in future birth patterns. Table 15 shows how births to mothers born outside the UK has increased from 83,123 in 1996 to 93,588 in 2000 and 146,944 in 2006. As a percentage of all births this represents a growth from 12.8 per cent to 15.5 per cent and 21.9 per cent respectively. This is also shown graphically in Figure 5.

Table 15: Live births: Country of birth of mother 1996, 2000-2006, England and Wales

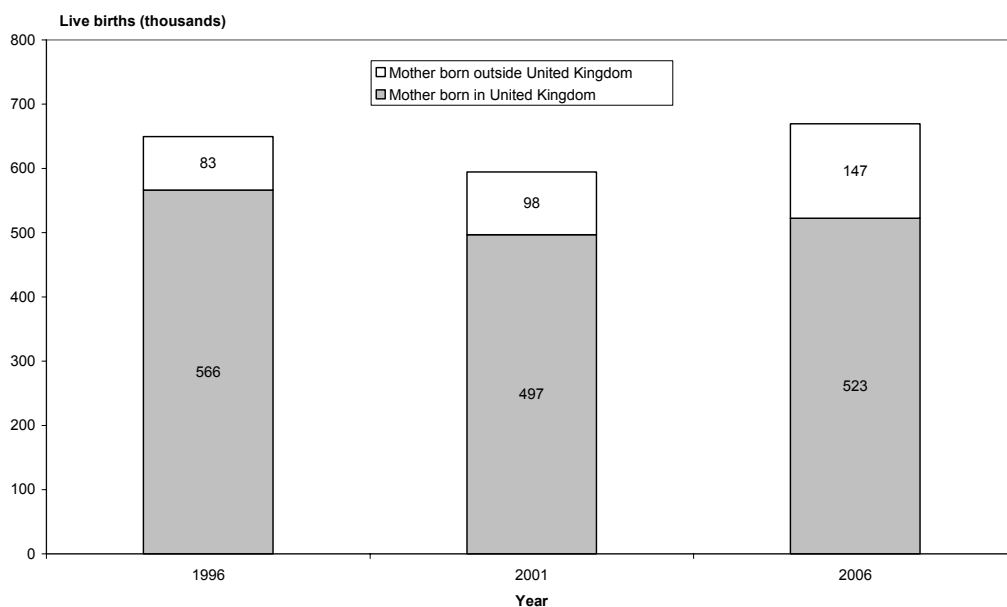
Country of birth of mother	1996	2000	2001	2002	2003	2004	2005	2006
Numbers of live births								
Total	649,485	604,441	594,634	596,122	621,469	639,721	645,835	669,531
United Kingdom	566,352	510,835	496,713	490,711	506,076	515,144	511,624	522,569
Total outside the UK	83,123	93,588	97,895	105,381	115,360	124,563	134,189	146,944
Irish Republic	4,968	4,050	3,843	3,708	3,734	3,597	3,463	3,462
Europe ¹	14,189	19,297	19,307	20,238	22,079	24,362	27,924	33,688
Rest of world	63,966	70,241	74,745	81,435	89,547	96,604	102,802	109,794
Not stated	10	18	26	30	33	14	22	18
Percentage of all live births								
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
United Kingdom	87.2	84.5	83.5	82.3	81.4	80.5	79.2	78.1
Total outside the UK	12.8	15.5	16.5	17.7	18.6	19.5	20.8	21.9
Irish Republic	0.8	0.7	0.6	0.6	0.6	0.6	0.5	0.5
Europe ¹	2.2	3.2	3.2	3.4	3.6	3.8	4.3	5.0
Rest of world	9.8	11.6	12.6	13.7	14.4	15.1	15.9	16.4
Not stated	:	:	:	:	:	:	:	:

Note: For comparability, the births data for all years for mothers born outside the United Kingdom were reclassified according to the 2006 country classification list and the definition of the European Union (EU25), as constituted in 2006, were used for all years' data.

¹ Europe is the total of Other European Union countries (consisting of EU25 excluding the United Kingdom and the Irish Republic) and Rest of Europe.

Source: ONS

Figure 5: Births by origin of mother 1996, 2001, 2006



In terms of individual authorities, London boroughs predominate: the top 10 authorities for percentage of live births to mothers born outside the UK in 2006 were all London boroughs, with nine exceeding 60 per cent.

Table 16: Top ten authorities for percentage of live births to mothers born outside the UK, 2006

Newham	74%
Brent	71%
Westminster	70%
Tower Hamlets	69%
Kensington and Chelsea	68%
Ealing	63%
Camden	62%
Harrow	61%
Haringey	61%
Waltham Forest	57%

Outside London the authority with the highest percentage of births to foreign-born mothers was Slough (53 per cent).

Table 17: Top 10 authorities for percentage of live births to mothers born outside the UK – excluding London, 2006

Slough	53%
Forest Heath	50%
Luton	48%
Oxford	42%
Cambridge	41%
Manchester	38%
Birmingham	36%
Reading	36%
Watford	36%
Woking	33%

Source for both tables: ONS (http://www.statistics.gov.uk/downloads/theme_population/FM1_30_2001_Revised/Table9.2.xls)

In 2001 58 authorities had more than 15 per cent of their live births to foreign-born women of which 28 were outside London. In 2006 this had grown to 119 authorities of which 86 were outside London.

4.2 Local authority studies

Much of the heat of the debate about the accuracy of migration figures at a local level stems from the direct link between population and grant allocation. It is equally important that local authorities and their partners have as full a picture as possible of the nature and the changing composition of their residents in order to:

- plan and deliver services in a way that meets local needs
- identify where action is needed to reduce tensions and conflict and build cohesion
- drive future policy
- provide accurate information about local population profiles to avoid misleading anecdote threatening community cohesion.

Many local authorities have risen to this challenge and have carried out local studies of their changing communities: over 50 authorities from across all regions who responded to our survey described work they had done to map new communities, much of this in response to the arrival of A8 nationals over the last three years. The studies draw on a variety of sources including the various data sets described earlier in the report, contacts with local organisations and employers, and focus groups often organised through local voluntary organisations. Some examples which show both a range of approaches and a geographical distribution are as follows.

Southampton – to better understand its new Eastern European community Southampton carried out a detailed analysis of the WRS, commissioned the EU Welcome project to interview 75 primarily Polish migrants, and a market research company to carry out in depth interviews of 14 people who had extensive dealings with the new migrants including churches, employers, trade unions and advice workers.

Norfolk – the county council, in association with the Norfolk Strategic Partnership, has carried out a number of studies of its changing demography. The *BME Communities Inclusion Project* of June 2006 provided a quantitative demographic profile of migrant data including statistics on NINO, WRS, the Seasonal Agricultural Workers Scheme, Work Permit entrants, NASS and PLASC.

Hull and East Riding – as part of its ongoing work to assess the impact of migrant workers the Audit Commission carried out a study in Hull and the East Riding which drew on NINO figures, a survey of migrant workers which had been carried out previously, and interviews with over fifty people from local organisations which came into contact with asylum seekers.

Ealing – has sought to estimate the overall number of migrants in the borough by using a combination of the 2001 census, the migration component of the midyear estimates, Flag 4 registrations, births to mothers born outside England and Wales, NASS data, Home Office estimates of the number of irregular migrants living in the UK at the time of the 2001 census, NINO and WRS.

Rochdale – in order to better understand the numbers and distribution of economic migrants Rochdale undertook a review of the available data sets but supplemented this with information from local voluntary groups, partners and, in particular, front line housing staff who were able to identify the main areas of settlement.

Stoke on Trent – used data from the NASS and recruitment agencies as well as NINO and PLASC to arrive at a view of the numbers and characteristics of asylum seekers, refugees and other migrants in the city. A particular difficulty they identified was how to distinguish migrant workers from working students who are often in the same age groups, live in the same locations and are employed in similar occupations.

Hyndburn – In Hyndburn there is a substantial new Polish community which NI data suggests is 200 but the council believes to be much higher. The council is therefore conducting extensive interviews with local Polish people, through a variety of local organisations, to better understand local numbers and the makeup and aspirations of this new community.

Northamptonshire – the ComPaSS partnership, which provides data in support of crime prevention for the county's seven Crime Reduction Partnerships, has commissioned a New Migrant Workers Project to draw up a standard methodology across the county for collecting and sharing data on economic migrants.

Gloucestershire – carried out an assessment of migrant workers across the county using not only NINO and WRS information but also work permit applications under the Sector Based Scheme which is a route of entry to the UK for low skilled workers into food manufacturing and parts of the hospitality industry for a maximum stay of 12 months, and the Seasonal Agricultural Workers Scheme.

Cumbria – Voluntary Action Cumbria commissioned Edge Hill University to map the migrant workers in the county and determine their advice and support needs. The report used NINO figures as the basis and supplemented this with interviews with employers, advice agencies and migrant workers.

Leicester – has carried out an analysis of migrant workers using NINO and PLASC data but also local Council information, some of it anecdotal, about library and translation usage, homelessness applications and rough sleepers

Northumberland – developed a picture of new migrant workers based on an analysis of the LFS, WRS and NINO which they supplemented with interviews with a number of local people including librarians and advice workers who came into contact with migrant workers.

Dyfed-Powys – faced with an influx of migrant workers in an area unfamiliar with significant levels of migration, the Dyfed-Powys police carried out a desk study of WRS and NINO data but supplemented this with links with local employers, visits to local Polish centres and multi agency consultation.

Greenwich – Greenwich undertook a study to better understand the numbers, distribution, characteristics and needs of its many new communities. This involved not only an analysis of the available data but also discussions with officers providing council services to new communities including housing and education; discussions with a range of external organisations including Greenwich Primary Care Trust, Greenwich Community College, Metropolitan Police, Jobcentre Plus, local housing associations, employment agencies, shops and cafes, and London-wide community organisations; interviews and focus groups with members of 20 new communities

Barking and Dagenham – in order to improve understanding at a time of very rapid demographic change the borough supplemented the standard data sets by carrying out its own research. A short survey form was attached to every request for addition to the Electoral Register. This provided information about who was moving into the borough, where they were settling and where they had moved from.

5 Assessing local impacts

Summary

The detailed impact of migration varies, depending upon the region's demography, labour market and economy, the stretch already being experienced on services and the previous experience in dealing with diverse communities and cohesion issues.

For example, areas which have had a declining and aging population and have not been traditional areas of migration, regard inward migration as a solution to arresting and reversing this trend. In some older urban areas, migrants are taking up vacant dwellings in declining housing areas. Other rural areas, not in decline but with near full employment, benefit from new labour in hard to fill occupations. Large cities and conurbations which have been traditional areas of immigration are attracting more migrants who are doing jobs that were previously unfilled. Here, the scale of numbers and needs is putting additional pressures on local services.

Many areas have undertaken studies to assess the economic benefit of migration and stress that migrants are over-represented in hard to fill occupations and are helping to fuel local economic growth. Information collected from over 100 councils and other public bodies indicates that whilst most report pressures on their services, very few have quantified the costs but rather have focussed on dealing with the impacts. Whilst one-off projects and small targeted initiatives are sometimes costed, pressures on mainstream services such as housing, education, information and advice services and measures to promote cohesion are, of necessity in the context of finite budgets, being absorbed by stretching other budgets and therefore the financial impact is hidden. Most migrants' service requirements will be best met through developing mainstream services rather than creating separate specialist services. Impact on the voluntary sector is seen to be considerable but not quantified.

The longer term costs of migration, in which migrants begin to settle permanently, attract dependents and make demands upon the social and physical infrastructure associated with population growth, have hardly been considered although some of these were beginning to emerge from our survey. These should be the subject of a further study.

This chapter illustrates some of the key issues affecting public services in relation to migration. Virtually all local authorities have been able to demonstrate a very flexible and responsive approach to new migration. In many areas commendable and innovative schemes have been developed. By and large, local authorities are just 'getting on with the job'. Many have also recognised the benefits that migration has brought to their area, despite the challenges. Migration costs have had to be met at the expense of mainstream budgets. However, whilst benefits in financial terms have clearly accrued nationally, it is difficult to see how far these have passed to the local level and at what rate. We would stress the urgency of addressing this issue, in order that key services can be maintained and developed at an appropriate level – and in order to avoid tensions and conflicts arising from the competition over resource distribution, whether real or perceived.

Overview of the evidence – key points from the thematic analysis

'National and local agencies were unprepared for migration on such a scale. Areas with limited experience of diversity and change may have had limited arrangements for interpretation, and community organisations with little experience of providing relevant support. Local people may be more conscious of, and concerned about, rapid change where it is more obvious because it is new. Some areas with migration experience have faced unexpectedly fast change and new issues linked to the particular set of entitlements and arrangements that apply to accession state nationals'. (*Audit Commission January 2007*)

Scope of the studies covered

The majority of local studies concentrate on discussion of the numbers and the problems associated with population count and identifying who is living in the local community; economic activity and the economic impact of migrant workers; and the needs of migrants.

Whilst these are relevant, the focus of this chapter is on the evidence of impact on local services and the potential costs and other impacts on these services. The framework for the chapter reflects the headline issues:

- corporate impacts and costs
- service specific impacts and costs
- impact and costs for local partner organisations
- longer term or structural costs.

A summary of available evidence, quoting from local studies, is available as Appendix 2b. A summary of information provided by themes is available as Appendix 2a.

5.1 Corporate impact and costs

5.1.1 The provision of information, advice and guidance

Advice services were the first point of contact with migrants for some of the councils and agencies responding to the survey. From the available evidence, the main issues highlighted were:

- 'There is widespread confusion about entitlements both among migrants and those who try to help them, with a general need for better advice, information and guidance' (*Audit Commission*)
- Many councils and Local Strategic Partnerships have produced leaflets and welcome packs or sponsored websites to support new migrants (*Bristol, Burnley, Fenland and East Cambridgeshire, Pendle/East Lancashire, Selby, West Lancashire*).
- Councils are reporting increased use of one stop shop services and other advice services (*Southampton, Ealing*).
- Voluntary sector advice agencies are also recording increases in migrants with problems which were often complex and difficult to resolve, typically linked with employment and accommodation (*Hull, East of England*).
- There is currently no comprehensive guidance on the legal positions of different categories of migrant workers. As a result, public agencies have to take separate legal advice when questions

about entitlements arise. This is costly and time-consuming for individual agencies; it also risks different interpretations of the law in different areas (*Hull and East Riding*).

- Information centres are frequently dealing with more than one issue from one visitor, resulting in lengthy visits. In some cases this reduces the standard and availability of the service to others (*West Lancashire*).

5.1.2 Translation services

Local authorities have recognised the need for improved communication between migrants who may have limited English language and members of the host community, especially employers and staff delivering services to migrants. Whilst the Commission on Cohesion and Integration recommends that the emphasis should be on developing English language skills, there is still a recognised need for translation of speech and written material into the first languages of recently arrived migrants.

- Harlow Council is one of many that have established a Language panel to provide a translation service for non-English speakers. They report an 85 per cent increase in demand in the last 18 months with the main increases coming from speakers of Mandarin, Polish and Cantonese.
- Several councils have quoted the cost of increased demand for translation services (*Harlow, Doncaster, Bristol*). However there is little evidence that councils have looked at translation costs across all service areas and combined these to give a full picture. Some of the costs given related to the Customer Service Centre only.
- Some authorities have sought to recruit translators who are fluent in both English and migrant languages. Russian speakers are in high demand as Russian is a second language for many eastern Europeans (*Wigan, Sefton, Bristol*).

5.1.3 Training

Some local authorities have developed training programmes for staff, particularly those delivering services at the front line.

- Training programmes include cultural awareness and basic phrases in migrant languages (*Sefton, Lancashire Fire & Rescue, Dorset*)
- Dorset County Council held an international migrant workers event in October 2006 and identified "Training and awareness raising for employers and staff of local organisations" as one of four key priorities. Their action plan includes training programmes and the development of networks.
- Some local authorities have highlighted the issue that many migrant workers are highly skilled but their qualifications are not recognised in the UK. This restricts the contribution they can make to the British economy.

5.1.4 Community cohesion and addressing tensions

For the majority of the respondents to our survey, community cohesion and tensions were key issues, but there was evidence of proactive responses to address these. Significantly, most of these focussed on understanding and addressing the needs of migrants, some on 'bridging' or integration activities, but fewer on working with local communities to better inform them of the facts and benefits of the changing population. Some of the examples of work being done include:

- There can be misunderstandings about laws, regulations and community expectations, partly because of assumptions about service arrangements based on experiences in other countries. Road traffic officers have particular concerns. Minor misunderstandings, for example about refuse collection, can cause preventable problems and bring risks to community cohesion (*Audit Commission*).
- Local partnerships are providing information for the local community about migrants, myth busting, building relations with the local media and developing projects to bring communities together (*Bristol, Devon, Flintshire*).
- Local partnerships are providing information for migrants on local life and supporting projects to better inform and engage migrants.
- Even where specific tensions have been addressed, concerns about potential tensions remain, including tensions between different migrant communities, with the host community and those arising from migrants' own concerns about poor employment practice (*Greenwich, Hull and East Riding, Southampton*).
- Some councils have newly developed Action Plans to promote cohesion, in partnership, or have specific themes within their Community Strategies (*Norfolk, Sefton, Suffolk*).
- Some councils have undertaken research which demonstrates little integration, that people felt that those from different backgrounds did not get on well together and where there are negative responses to other cohesion indicators, despite local leadership to tackle these issues (*Slough*).
- Rochdale council has found that some unskilled members of the indigenous local community feel that migrant workers are "taking our jobs". They have identified a need to develop training programmes to equip unskilled locals to compete for new jobs.

5.2 Service specific needs

Before looking at some of the impact of migration on specific services, it is worth stressing that it is difficult (and unwise) to generalise in relation to people's needs for services. As Leicester's New Arrivals Strategy points out, 'New arrivals are not a homogenous group, and have different and distinct needs both within and between groups. There is a need to take into account equality issues in terms of new arrivals. For example, age, disability, faith and beliefs, gender, race and sexuality. Evidence exists of disabled new arrivals being placed in inaccessible housing, the housing of rival ethnic groups in the same neighbourhood, and the placing of members of the lesbian and gay community among those who may persecute them for their sexuality.'

The importance of realigning mainstream service provision, rather than immediately creating specialist provision, must be a major part of any strategic response to new arrivals issues. Support to new arrivals requires extra resources that, in the first instance, need to be accessed quickly and used flexibly'.

5.2.1 Housing and homelessness

Housing, with Education, is one of the key service areas where migration impacts. The conventional private rented sector is predominantly the main source of supply, but in rural areas caravan parks and converted buildings are increasing. Over-occupancy and poor and potentially unsafe conditions are the major concerns. Whilst reports of homelessness or rough sleeping were not mentioned very frequently in the questionnaire returns, there is evidence of rough sleeping of migrants in London boroughs and there were reports of some migrants sleeping on beaches in the South coast area. Evidence supplied included:

- Many migrants are living in overcrowded properties in a poor state of repair, sometimes with a high fire risk. They are mainly in the private rented sector or provided by employers (*Bristol, Chichester, Crewe and Nantwich, Ealing, Hull, Lancs Fire & Rescue, Slough, Wiltshire, Wigan, Sefton*).
- Many migrants are not aware of their rights and many do not have written tenancy agreements. (*Bristol, Hull, Wiltshire, Devon*).
- The established Polish community plays a valuable role in helping new migrants (*Bristol*).
- There is some evidence of exploitation by employment agencies and employers who tie workers in to poor quality accommodation at high rents (*Bristol, Devon, Rochdale, Slough, NIACE*).
- In some areas there is pressure on regulatory services (eg inspection of properties in multiple occupancy) (*Slough, Hull*).
- There has been some increase in the numbers of A8 migrants receiving homelessness assistance or being rehoused (*Leicester, Southampton*).
- In some older urban areas which have low wage economies with declining traditional industries and high rates of housing vacancies the arrival of migrant workers has been absorbed by the existing housing stock (*Stoke, Rochdale*).
- Overall, the complex relationship between supply, demand, entitlement and need poses short and longer-term challenges (*Bristol, Cotswold, Hull and East Riding, Leicester, London Boroughs*).

5.2.2 Schools/education

The impact on schools is significant in many authorities, including those with A8 migrants. Pressures include those children arriving with no English and with an increasing number and diversity of first languages, the numbers arriving 'in year' (after the normal start of the academic year), some complex special needs and issues of attendance. Some areas have a high transience amongst the school population – this 'churn' is often not appreciated as the school population may appear 'static' in numerical terms, but the reality of turnover brings significant additional costs compared to those schools with a more stable school population. Some of the impacts described by authorities include:

- There is a growing pressure on schools as more family groups arrive to join migrant workers. Pressure areas are translation services, numeracy and literacy of young children, understanding of cultural differences and simply the numbers of children who had not been anticipated (*Bristol, Hull, Wigan, Slough*).
- There is a need for better information systems – recording the numbers and characteristics of migrant children, particularly records of their educational needs (*Bristol, Slough*).

- Some local authorities have established Assessment and support centres to identify the needs of new migrant children (*Bristol, Slough*).
- Many schools are coping with frequently changing populations from varying cultural backgrounds. A child's education is often disrupted by arrival in the middle of an academic term or by long visits back to the home country. Where parents are working very long hours it is often difficult for the schools to have effective contact with them (*Ealing, London Child mobility project, Hull, Leicester*).
- Some researchers were surprised that the numbers of migrants choosing Roman Catholic schools were not higher. The reason may be that parents think they would be charged fees as would be the case in Eastern Europe (*Stratford upon Avon*).
- The Association of London Government, in 2005, quantified the additional administration cost for registering new children at non-standard times as £400 for primary children and £800 for secondary age, but this excludes other unquantifiable work for extra learning and teaching support staff and liaison with other services to meet the child's needs. The report also highlights the disruption in the class caused by mobility and impact on attainment targets.

5.2.3 Children's services/child protection

The child protection issues relating to migrants include complexities of language, culture and potentially traumatic experiences in their home country. These complexities are made all the more difficult where there is high mobility.

- There are reports in some areas of increases in the child protection register including a significant number of new arrival families. It can be highly complex to investigate the family situation of transient families, including language and cross-cultural issues, to ensure effective safeguarding (*Ealing*).
- There is a statutory duty to care for unaccompanied minors. There can be extensive associated costs including placement costs and social work time. Lack of in-house care places can result in high cost external placements (*Ealing, Hillingdon*).
- Refugees who have experienced trauma and exploitation may need intensive high cost support (*Ealing*).
- Unaccompanied young people are eligible for support up to the age of 21 or 23/24 if in full-time education following the Hillingdon Judgement, placing further financial pressures on local budgets (*Ealing, Hillingdon*).
- Some young people may become vulnerable to involvement in crime and become clients of the Youth Offending Service (*Ealing*).
- There are concerns that some children of migrant workers were working longer hours than legally permitted for their age (*Hull and East Riding*).
- A question has arisen regarding the Children Act, where circumstances might lead to financial support to a parent under Section 17 of the Act as an alternative to taking children into care. The

legal position is that an A8 migrant working in the UK for less than 12 months would appear not to be eligible and the more expensive option of care would then apply (*Hull and East Riding*).

5.2.4 Adult education and ESOL

The availability and funding of ESOL (English as second or other language teaching) is a cause for concern across the country. Demand is greater than supply. Many see this as a solution to better community relations, cohesion and reducing tensions.

A further key issue is that many migrants are highly skilled but often end up in low skilled jobs. This has a double deficit in that their valuable and much needed skills are not utilised and that in some cases they may be perceived to be competing with the lower skilled members of the host community for low skilled jobs, causing resentments and tensions. Measures are needed to make it easier for people to use their skills here.

- There is insufficient provision of ESOL to meet the increasing demand (*Bristol, Cumbria, Hull, NIACE, Northants, Rochdale, Sefton, Southampton, South Somerset, Stratford upon Avon, Suffolk, Wiltshire, Wigan*).
- Part of the problem is the shortage of ESOL teachers (NIACE report).
- More restrictive rules that have been announced around the government's funding for ESOL will make the problem worse. Most A8s will not qualify for free lessons (*Bedfordshire, Hull, Northants, Suffolk*).
- One view is that migrants (or their employers) will pay their own fees (*Stratford upon Avon*) but others think that they will not be able to afford fees and there will be unfulfilled need (*Bedfordshire, Hull, Northants, Suffolk*).
- There is an unmet need for translation services to help communication between migrants and service providers (including schools). People fluent in English and Russian could help as Russian is the second language for many people from Eastern Europe (*Wigan, Sefton, Bristol*).
- Many migrants are highly skilled but take up low skilled jobs because their qualifications are not recognised in the UK. There is a need to make it easier for people to use their skills here. (An example is qualified teachers from Poland who can speak both English and Polish) (*Hull, NIACE*).

5.2.5 Town and country planning

Migration has impacted on planning services, predominantly in relation to housing issues. This has led to a need for greater enforcement activity and preparation of Supplementary Planning Guidance. No evidence has been supplied with regard to an increase in planning applications, for example in relation to conversions from single dwellings to houses of multiple occupancy, but this could be an area of further impact.

- The unplanned arrival of a wave of new migrants has put pressures on the housing stock in many areas, particularly where there was little spare capacity in the existing stock. In some rural areas this has resulted in a large number of unauthorised caravan sites. Concerns have been raised in West Lancashire district about the impact of unplanned caravan sites on the landscape and the amenity of local residents. They have issued supplementary planning guidance and worked with local growers

(who employ many of the migrants as seasonal workers) to establish clear standards for planning permission for temporary sites.

- Kerrier Council estimates that 3 to 4,000 migrant workers are living in the districts of West Cornwall, mainly in caravans on farm sites. Concerns were raised about the poor living conditions on some of these sites. A series of multi-agency site visits were made by environmental health, fire, housing, planning and police officers to inspect the sites and establish what needed to be done to comply with minimum standards. Many of the sites did not have planning permission so an interim planning policy was established to grant permission for temporary sites where minimum conditions are met.
- Slough Council has highlighted an issue of unauthorised sheds being erected in back gardens and then let as migrant accommodation contravening legislation on planning, multiple occupancy and environmental health.

5.2.6 Leisure and culture

Libraries are a front line service well experienced in responding to the cultural and language needs of a diverse population. There is a wealth of examples of libraries acting as a focal point in the community for migrants, but also a neutral space where people of all backgrounds can access services and meet others if they so wish, and libraries frequently organise events to encourage this. Access to IT is a key need for many migrants, and sometimes demand can be such that it causes difficulties and tensions.

Many communities seek to set up their own associations and seek premises to meet and socialise. Many authorities support these with grants and support from community development workers. Whilst they can be helpful in helping people to settle and feel at home, there are longer term issues about whether they reinforce separation.

Leisure and cultural activities provide unlimited scope to bring different communities together for intercultural dialogue and understanding and the impact on these services is generally viewed as a positive opportunity to enrich the services and the experiences that everyone can have.

- Libraries are a very popular public service with many sections of the migrant community, are experienced in developing specialist services to meet new language and cultural needs and can be a gateway to other services (*Leicester, Southampton*).
- In some cases, however, the high demand for access to IT services can be overwhelming and lead to tensions (*Devon*).
- There are reports of specialist/separate community associations for different migrant groups (*Greenwich, Leicester*).
- There are references in Action Plans to building cohesion through the use of arts and cultural activities (*Suffolk, Hillingdon*).
- There are limited references to integration through youth and play (*Ealing*).

5.3 Partner needs

5.3.1 Health and adult social care

New economic migrants are generally young and fit and do not make major demands on health services. There is evidence of pressures on maternity services, where women arrive late in the pregnancy, making planning service provision difficult. Inappropriate use of accident and emergency services (A&E) is also an issue.

- Migrant workers have had little impact on health services, as they are mainly young and healthy. (*Chichester, Crewe & Nantwich, Stratford upon Avon*).
- However the impact is beginning to increase (and is projected to grow further) as more family groups are arriving (*Crewe & Nantwich, Stoke on Trent*).
- Inappropriate A&E attendance has been reported as many A&E migrants are not familiar with the UK system which separates primary and acute care (*Ealing, Hull, Southampton*).
- Because of poor record systems in some hospitals many patients from A&E countries are not recorded as "Charge exempt overseas visitors" (which would enable PCTs to reclaim costs from the country of origin) (*Ealing*).
- An increase in maternity cases is reported. Many book appointments late, making planning difficult for providers. (*Ealing*)
- Many migrants find the UK health system too complicated and have had difficulty registering with GPs. Some have preferred to use services back home rather than tackle the bureaucracy here. Many are not aware of their rights (*Hull, Southampton, Stratford upon Avon, Wiltshire, Wigan*).
- Migrants need clearer information about how to access health services in the UK and health service staff need better information about the migrants and their needs (*Hull, Wigan*).
- Some health and social care service providers have had difficulties recruiting staff front line and medical staff. Overseas staff can help to overcome this situation but barriers need to be removed (*Hull*).

5.3.2 Police and community safety

Under-reporting of racist incidents and crimes is well documented in community safety studies. Consequently there is more anecdotal evidence of these than recorded information. Police authorities seek to make their services responsive to the needs of different communities through specialist officers and through their local Safer Neighbourhood Teams. Responses to the survey included:

- Migrants are more likely to be the victims of crime rather than the perpetrators, particularly hate crime (*Cherwell, Chichester, Newham, Ealing*).
- Some serious incidents of racial violence have occurred and tensions arisen where there is competition for scarce resources and a lack of community facilities (*Ealing, Hull and East Riding*).

- Migrant communities are less likely to report crime to the police due to language barriers, cultural mistrust of enforcement agencies or a lack of understanding about how the criminal justice system works (*Southampton, Greenwich, Flintshire*).
- Non-compliance with vehicle law, chiefly through drink driving, lack of documentation including tax and insurance and non-use of seat belts. Police and community safety partnerships are conducting campaigns in relation to this (*Chichester, Hull and East Riding, Cheshire*).
- There are only limited reports of migrants being involved in general criminal activity or of organised crime links with Eastern Europe, despite rumours to the contrary (*Chichester*). However there are some reports of increased indoor sex workers (*Leicester*).
- Noise nuisance was met with a co-operative response when neighbours' concerns were explained by Environmental Health Officers (*Hull and East Riding*).
- Policing the new regulations in relation to gangmasters is an additional requirement (*Cheshire*).

5.3.3 Fire and rescue services

As previously indicated, overcrowding and poorly maintained housing can lead to safety risks, not least fire hazards.

- The biggest risk in terms of fire safety is associated with HMOs and overcrowding, substandard conditions, poor maintenance and inadequate fire precautions.
- Fire safety issues include drying clothes in front of gas fires that are left unattended, various cooking related fires, candle fires and fires related to smoking and alcohol consumption.
- There have also been a number of arson attacks perpetrated against migrants.
- Language barriers cause difficulties during rescue and evacuation procedures, making them more hazardous.
- Developing good practice includes charting demographics and knowing where migrant communities are, fire safety literature in other languages, free Polish classes for firefighters, employment of a dedicated Polish speaking officer, fire safety talks in the workplace, information in Welcome Packs, key phrases in Polish for firefighters and a twinning arrangement with Koszalin (*Lancashire Fire and Rescue Service – all of the above*).
- Other Fire and Rescue Service issues relate to private transport and the lack of familiarity with British roads (*Cherwell*).

5.3.4 Voluntary sector

There is general recognition that voluntary organisations provide vital services and initial contact points with migrants. Citizens Advice Bureaux are most frequently mentioned but there is no information to assess any financial implications on CABs or the Voluntary Sector more generally.

- The voluntary sector has had a crucial role to play in providing services to a range of new arrivals. Owing to its grass-roots focus and flexibility, it is in many occasions best placed to respond to needs. This is particularly the case when large numbers of new arrivals come into the city (*Leicester*).

- A source of advice available to all communities of migrant workers is the CAB and this is a key service to new arrivals in the region. CAB workers told us that they are struggling to service clients who do not have sufficient fluency in English, but migrant workers were very positive about the service (*East of England*).

5.4 Structural issues

Few studies highlighted the longer term issues for public bodies and the physical infrastructure as a result of migration. Those who did referred to housing supply – and concerns about the implications of underestimating future needs, and the impact on house prices.

Many local authorities have highlighted the need for more reliable information to estimate and project population and housing needs. Several authorities have identified pressures on the housing stock that were not predicted by the official estimates that are used as the basis for regional spatial strategies.

- Many local authorities have identified pressures on the housing stock that are reflected in overcrowding, sharp rises in the price of cheaper properties and poor housing conditions (*Ealing, Hull, Slough, Wiltshire, Wigan, Sefton, Durham, Bristol, Chichester, Crewe and Nantwich*).
- Durham County Council and Easington district have argued that migration patterns need to be analysed at a national level as northern regions are now experiencing as great an impact from international migration as southern regions and at regional level because of the knock-on effects within regions. New immigrants to Tyne and Wear have contributed to a rise in the cost of private housing causing pressures on the stock of social housing and ripples of movement to neighbouring districts.
- In some older urban areas like County Durham, Stoke-on-Trent and some of the towns of North East Lancashire vacant properties have been able to absorb new migrants. Some employers have located in such areas partly because of the low cost of housing for their migrant workers. However, even in these areas there are signs of housing shortage: rises in homelessness, price rises in the cheapest housing, much lower vacancy rates, a fall in the number of first time buyers etc. These trends are significant in terms of national and regional spatial strategies and allocations of land for future development.
- Some authorities have adopted strategies to improve the local information base for estimating population and housing need. These often include protocols for information sharing amongst the key public agencies. An example is the work of the West Cornwall Migrant Workers Action Group (MIGWAG).

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Appendices

1 Supporting tables

1a: Local authorities ranked by BME population, 2001 and NINO registrations to foreign nationals, 2005/06, and WRS, 2005/06

1b: Ranking of local authorities by Flag 4 registrations, 2006 and National Insurance Number registrations to foreign nationals as a percentage of total international migration, 2005/06

2 Review of migration impact research

2a: Analysis by themes – Comments and quotes from local research reports.

2b: Summary of local evidence on impact

2c: List of authorities which responded to the survey

Appendix 1a: Local authorities ranked by BME population, 2001 National Insurance registrations to foreign nationals, 2005/06, and WRS, 2005/06

Figures in red indicate authorities in the top 100 for percentage BME residents, percentage NINO registrations or percentage WRS

Local authority	Percentage of population from BME community in 2001 Census	Ranking by percentage BME	Overseas nationals registering for a national insurance number 2005/06	Overseas nationals registering for a national insurance number as percentage of local population 2005/06	Ranking by percentage NINO	Number registering for workers registration scheme May 2004 to March 2007	Numbers on workers registration scheme as percentage of population May 2004 to March 2007	Ranking by percentage WRS
Adur	2.5	166	180	0.3	325	95	0.2	360
Allerdale	0.6	370	480	0.5	237	710	0.7	166
Alnwick	0.4	373	80	0.2	347	125	0.4	288
Amber Valley	0.9	333	280	0.2	352	245	0.2	346
Arun	1.5	248	1,260	0.9	132	3230	2.2	23
Ashfield	1.1	303	490	0.4	271	385	0.3	301
Ashford	2.4	169	1,010	0.9	115	975	0.9	136
Aylesbury Vale	5.9	96	1,170	0.7	168	1300	0.8	156
Babergh	1.3	272	310	0.4	294	465	0.5	235
Barking and Dagenham	14.8	41	3,120	1.9	44	380	0.2	339
Barnet	26	21	9,310	2.8	27	4020	1.2	78
Barnsley	0.9	333	960	0.4	270	750	0.3	302
Barrow-in-Furness	0.8	351	130	0.2	361	50	0.1	372
Basildon	3.1	145	820	0.5	242	490	0.3	313
Basingstoke and Deane	3.4	137	1,620	1	93	1505	1	119
Bassetlaw	1.5	248	610	0.6	215	940	0.8	140
Bath and North East Somerset UA	2.8	152	1,600	0.9	112	910	0.5	245
Bedford	13	48	2,120	1.4	64	2500	1.6	46
Berwick-upon-Tweed	0.4	373	170	0.6	185	195	0.7	164
Bexley	8.6	65	1,570	0.7	164	415	0.2	349
Birmingham	29.6	17	14,550	1.5	60	7110	0.7	173
Blaby	5.7	97	320	0.4	304	220	0.2	337
Blackburn with Darwen UA	22.1	28	1,250	0.9	124	1560	1.1	95
Blackpool UA	1.6	235	1,390	1	103	1840	1.3	69
Blaenau Gwent/ Blaenau Gwent	0.8	351	180	0.3	340	90	0.1	367
Blyth Valley	1	321	150	0.2	362	185	0.2	341
Bolsover	0.9	333	270	0.4	292	135	0.2	353
Bolton	11	54	2,010	0.8	153	1605	0.6	208
Boston	1.5	248	2,140	3.7	16	6165	10.6	2
Bournemouth UA	3.3	140	4,120	2.5	33	2285	1.4	61
Bracknell Forest UA	4.9	113	1,050	0.9	109	690	0.6	199

Bradford	21.7	30	6,580	1.4	67	6965	1.4	57
Braintree	1.8	218	820	0.6	203	1240	0.9	133
Breckland	1.5	248	1,310	1	94	3405	2.7	17
Brent	54.7	2	15,600	5.8	3	3185	1.2	83
Brentwood	3.6	135	360	0.5	230	240	0.3	300
Bridgend/ Pen-y-bont ar Ogwr	1.4	258	540	0.4	277	595	0.5	265
Bridgnorth	0.9	333	70	0.1	372	200	0.4	290
Brighton and Hove UA	5.7	97	4,450	1.7	50	2550	1	113
Bristol; City of UA	8.2	72	7,360	1.8	47	3590	0.9	132
Broadland	1.2	283	410	0.3	308	310	0.3	329
Bromley	8.4	66	2,200	0.7	158	725	0.2	338
Bromsgrove	2.2	180	210	0.2	354	265	0.3	314
Broxbourne	3.9	129	530	0.6	195	715	0.8	147
Broxtowe	4.5	122	790	0.7	161	195	0.2	354
Burnley	8.2	72	400	0.5	260	240	0.3	320
Bury	6.1	90	1,250	0.7	175	540	0.3	312
Caerphilly/ Caerffili	0.9	333	270	0.2	368	175	0.1	369
Calderdale	7	81	950	0.5	244	2740	1.4	59
Cambridge	10.6	56	3,770	3	22	2430	2	28
Camden	26.8	19	8,320	3.7	17	7690	3.4	13
Cannock Chase	1.4	258	130	0.1	370	210	0.2	342
Canterbury	3.4	137	1,140	0.8	146	1310	0.9	128
Caradon	0.7	363	270	0.3	312	260	0.3	306
Cardiff/ Caerdydd	8.4	66	4,440	1.4	63	1855	0.6	226
Carlisle	0.9	333	810	0.8	150	425	0.4	284
Carmarthenshire/Sir Gaerfyrddin	0.9	333	1,200	0.7	179	2635	1.5	55
Carrick	1.3	272	490	0.5	220	415	0.5	263
Castle Morpeth	1.9	205	80	0.2	367	395	0.8	153
Castle Point	1.8	218	140	0.2	366	125	0.1	364
Ceredigion/ Ceredigion	1.4	258	410	0.5	224	285	0.4	295
Charnwood	8.3	70	1,110	0.7	170	430	0.3	322
Chelmsford	3.3	140	980	0.6	199	590	0.4	294
Cheltenham	3.3	140	1,440	1.3	71	1880	1.7	38
Cherwell	3.9	129	1,640	1.2	74	1420	1.1	105
Chester	2	197	1,150	1	105	1885	1.6	49
Chesterfield	1.9	205	270	0.3	336	230	0.2	340
Chester-le-Street	1	321	70	0.1	374	35	0.1	374
Chichester	1.6	235	740	0.7	178	2180	2	25
Chiltern	4.5	122	470	0.5	225	665	0.7	165
Chorley	2.1	188	310	0.3	328	285	0.3	319
Christchurch	1.1	303	120	0.3	338	430	1	120
City of London	15.4	38	730	7.9	1	2915	31.7	1
Colchester	3.8	132	1,450	0.9	125	910	0.6	231
Congleton	1.2	283	190	0.2	359	385	0.4	279
Conwy/ Conwy	1.1	303	490	0.4	266	515	0.5	261
Copeland	0.7	363	160	0.2	355	110	0.2	362
Corby	1.7	225	1,050	2	42	1920	3.6	11
Cotswold	1.2	283	610	0.7	156	690	0.8	145
Coventry	16	35	6,230	2	38	2795	0.9	126
Craven	1.5	248	240	0.4	265	325	0.6	215

Crawley	11.5	52	2,090	2.1	36	950	1	118
Crewe and Nantwich	2	197	1,390	1.2	73	3010	2.6	18
Croydon	29.8	16	6,340	1.9	46	1795	0.5	246
Dacorum	4.6	120	940	0.7	176	1140	0.8	148
Darlington UA	2.1	188	690	0.7	169	470	0.5	258
Dartford	5.5	101	710	0.8	141	1325	1.5	53
Daventry	2	197	480	0.6	189	760	1	112
Denbighshire/Sir Ddinbych	1.2	283	460	0.5	249	375	0.4	287
Derby UA	12.6	50	3,040	1.3	70	2510	1.1	104
Derbyshire Dales	0.9	333	230	0.3	311	445	0.6	194
Derwentside	0.6	370	430	0.5	238	570	0.7	187
Doncaster	2.3	174	2,100	0.7	160	3375	1.2	84
Dover	1.5	248	670	0.6	190	965	0.9	130
Dudley	6.3	87	900	0.3	331	875	0.3	316
Durham	2.3	174	570	0.6	192	255	0.3	318
Ealing	41.3	4	14,300	4.7	8	5595	1.9	29
Easington	0.8	351	130	0.1	371	195	0.2	344
East Cambridgeshire	2.1	188	1,010	1.3	72	3270	4.2	8
East Devon	0.7	363	570	0.4	267	690	0.5	239
East Dorset	1	321	220	0.3	341	265	0.3	309
East Hampshire	1.7	225	600	0.5	221	830	0.7	163
East Hertfordshire	2.9	150	1,150	0.9	131	675	0.5	250
East Lindsey	1	321	790	0.6	207	1425	1	107
East Northamptonshire	1.7	225	290	0.4	298	480	0.6	219
East Riding of Yorkshire UA	1.2	283	1,260	0.4	284	3040	0.9	125
East Staffordshire	6.1	90	1,040	1	102	1715	1.6	47
Eastbourne	3.4	137	910	1	101	605	0.7	191
Eastleigh	2.6	160	440	0.4	289	365	0.3	308
Eden	0.4	373	360	0.7	174	595	1.1	91
Ellesmere Port and Neston	1.2	283	290	0.4	297	425	0.5	242
Elmbridge	6	94	1,310	1	97	1065	0.8	149
Enfield	22.9	24	5,710	2	39	1820	0.6	192
Epping Forest	4.9	113	600	0.5	241	695	0.6	230
Epsom and Ewell	8.7	63	570	0.8	138	215	0.3	307
Erewash	1.9	205	280	0.3	344	205	0.2	351
Exeter	2.4	169	1,270	1.1	88	915	0.8	155
Fareham	1.7	225	270	0.2	346	550	0.5	252
Fenland	1.4	258	1,200	1.4	66	3645	4.2	7
Flintshire/Sir y Fflint	0.8	351	730	0.5	245	1160	0.8	158
Forest Heath	6.1	90	760	1.2	75	830	1.3	66
Forest of Dean	0.9	333	250	0.3	321	360	0.4	271
Fylde	1.4	258	290	0.4	287	520	0.7	183
Gateshead	1.6	235	980	0.5	227	515	0.3	321
Gedling	3.8	132	340	0.3	323	2640	2.4	20
Gloucester	7.5	78	1,260	1.1	82	765	0.7	180
Gosport	1.7	225	280	0.4	296	130	0.2	358
Gravesham	10.5	57	920	1	106	1560	1.6	45
Great Yarmouth	1.4	258	940	1	95	445	0.5	257
Greenwich	22.9	24	5,820	2.6	32	1230	0.5	237
Guildford	4.1	127	1,780	1.3	69	765	0.6	227

Gwynedd/ Gwynedd	1.2	283	640	0.5	218	495	0.4	278
Hackney	40.6	6	7,630	3.7	18	1770	0.9	138
Halton UA	1.2	283	280	0.2	353	1525	1.3	70
Hambleton	0.8	351	360	0.4	273	610	0.7	172
Hammersmith and Fulham	22.2	26	9,310	5.2	5	4075	2.3	21
Harborough	2.1	188	260	0.3	313	585	0.7	169
Haringey	34.4	14	10,970	4.9	6	2220	1	114
Harlow	5.1	110	840	1.1	87	345	0.4	272
Harrogate	1.6	235	1,210	0.8	148	1455	0.9	124
Harrow	41.2	5	5,500	2.6	31	2145	1	111
Hart	2.3	174	650	0.7	155	660	0.8	161
Hartlepool UA	1.2	283	200	0.2	356	70	0.1	371
Hastings	3	149	600	0.7	166	945	1.1	94
Havant	1.5	248	280	0.2	349	250	0.2	343
Havering	4.8	116	1,000	0.4	264	590	0.3	328
Herefordshire; UA	0.9	333	2,120	1.2	76	7140	4	9
Hertsmere	7.5	78	870	0.9	111	975	1	106
High Peak	1.3	272	240	0.3	339	230	0.3	330
Hillingdon	20.9	32	4,420	1.8	49	4030	1.6	48
Hinckley and Bosworth	2.1	188	360	0.4	303	370	0.4	296
Horsham	2.2	180	600	0.5	251	775	0.6	202
Hounslow	35.1	13	9,800	4.6	9	2755	1.3	68
Huntingdonshire	2.8	152	1,350	0.8	137	1800	1.1	96
Hyndburn	8.3	70	500	0.6	196	205	0.3	331
Ipswich	6.6	85	1,900	1.6	53	1485	1.3	73
Isle of Anglesey/ Ynys Môn	0.7	363	170	0.2	348	100	0.1	363
Isle of Wight UA	1.3	272	620	0.4	263	715	0.5	251
Isles of Scilly	0.4	373	60	2.9	26	75	3.6	12
Islington	24.6	23	6,610	3.6	19	2425	1.3	65
Kennet	1.4	258	390	0.5	236	425	0.5	233
Kensington and Chelsea	21.4	31	7,250	3.7	15	3275	1.7	41
Kerrier	0.9	333	390	0.4	280	1050	1.1	99
Kettering	3.3	140	830	1	107	505	0.6	220
King's Lynn and West Norfolk	1.3	272	1,280	0.9	118	4685	3.3	14
Kingston upon Hull; City of UA	2.3	174	2,900	1.2	80	3580	1.4	56
Kingston upon Thames	15.5	37	2,970	1.9	43	1025	0.7	185
Kirklees	14.4	43	2,580	0.7	182	3170	0.8	152
Knowsley	1.6	235	270	0.2	363	280	0.2	350
Lambeth	37.6	7	11,170	4.2	12	1625	0.6	209
Lancaster	2.2	180	1,100	0.8	145	1585	1.1	86
Leeds	8.2	72	8,470	1.2	78	5990	0.8	146
Leicester UA	36.1	11	7,430	2.6	29	4570	1.6	50
Lewes	2.1	188	420	0.4	261	460	0.5	255
Lewisham	34.1	15	6,840	2.8	28	845	0.3	299
Lichfield	1.9	205	380	0.4	281	1415	1.5	54
Lincoln	2.2	180	1,330	1.5	57	1335	1.5	52

Liverpool	5.7	97	4,780	1.1	89	2360	0.5	241
Luton UA	28.1	18	5,380	2.9	25	6960	3.8	10
Macclesfield	1.9	205	760	0.5	235	790	0.5	243
Maidstone	2.7	157	1,310	0.9	117	1555	1.1	100
Maldon	1.4	258	180	0.3	329	230	0.4	291
Malvern Hills	1.4	258	290	0.4	283	490	0.7	190
Manchester	19	34	11,370	2.6	30	4835	1.1	97
Mansfield	1.7	225	970	1	100	1020	1	108
Medway UA	5.4	102	2,270	0.9	122	1985	0.8	154
Melton	1.2	283	230	0.5	253	215	0.4	270
Mendip	1.2	283	660	0.6	193	735	0.7	182
Merthyr Tydfil/ Merthyr Tudful	1	321	420	0.8	152	330	0.6	210
Merton	25	22	6,680	3.4	20	1825	0.9	123
Mid Bedfordshire	2.4	169	490	0.4	288	790	0.6	205
Mid Devon	0.8	351	320	0.4	268	665	0.9	129
Mid Suffolk	1	321	240	0.3	337	475	0.5	240
Mid Sussex	2.6	160	770	0.6	201	570	0.4	273
Middlesbrough UA	6.3	87	990	0.7	162	240	0.2	356
Milton Keynes UA	9.3	59	3,220	1.5	59	2125	1	116
Mole Valley	2.6	160	540	0.7	181	720	0.9	135
Monmouthshire/ Sir Fynwy	1.1	303	310	0.4	300	235	0.3	323
Neath Port Talbot/ Castell-nedd Port Talbot	1.1	303	230	0.2	364	160	0.1	368
New Forest	1.1	303	810	0.5	257	1920	1.1	93
Newark and Sherwood	1.5	248	560	0.5	233	1270	1.1	87
Newcastle upon Tyne	6.9	82	4,530	1.6	52	1515	0.5	234
Newcastle-under- Lyme	2	197	430	0.3	306	765	0.6	200
Newham	60.6	1	16,160	6.6	2	1470	0.6	216
Newport/ Casnewydd	4.8	116	1,410	1	96	2405	1.7	36
North Cornwall	0.9	333	520	0.6	191	650	0.8	157
North Devon	1	321	370	0.4	278	665	0.7	167
North Dorset	1.4	258	370	0.6	210	390	0.6	217
North East Derbyshire	1.1	303	130	0.1	373	180	0.2	352
North East Lincolnshire UA	1.4	258	800	0.5	229	965	0.6	204
North Hertfordshire	6.8	84	610	0.5	234	745	0.6	201
North Kesteven	1.1	303	600	0.6	205	1675	1.6	43
North Lincolnshire UA	2.5	166	1,240	0.8	147	1590	1	109
North Norfolk	0.8	351	510	0.5	228	1235	1.2	76
North Shropshire	1.1	303	250	0.4	274	445	0.8	160
North Somerset UA	1.4	258	1,200	0.6	194	1460	0.7	162
North Tyneside	1.9	205	590	0.3	322	260	0.1	365
North Warwickshire	1.4	258	190	0.3	324	1140	1.8	30
North West Leicestershire	1.2	283	380	0.4	272	610	0.7	181

North Wiltshire	1.8	218	700	0.5	219	520	0.4	285
Northampton	8.4	66	4,230	2.2	34	11190	5.7	4
Norwich	3.2	144	1,990	1.6	56	1450	1.1	88
Nottingham UA	15.1	39	5,630	2	40	4680	1.7	39
Nuneaton and Bedworth	4.9	113	590	0.5	243	765	0.6	196
Oadby and Wigston	16	35	180	0.3	316	100	0.2	355
Oldham	13.9	45	1,330	0.6	200	540	0.2	334
Oswestry	1.1	303	150	0.4	286	105	0.3	324
Oxford	12.9	49	4,910	3.3	21	2095	1.4	60
Pembrokeshire/Sir Benfro	0.9	333	670	0.6	208	550	0.5	260
Pendle	15.1	39	780	0.9	130	405	0.5	266
Penwith	1.1	303	390	0.6	198	1445	2.3	22
Peterborough UA	10.3	58	4,810	3	23	7915	5	6
Plymouth UA	1.6	235	2,260	0.9	114	1440	0.6	222
Poole UA	1.8	218	1,120	0.8	140	1745	1.3	71
Portsmouth UA	5.3	106	1,800	0.9	108	1135	0.6	212
Powys/Powys	0.9	333	630	0.5	250	540	0.4	283
Preston	14.5	42	2,090	1.6	54	870	0.7	186
Purbeck	1.2	283	290	0.6	187	275	0.6	206
Reading UA	13.2	47	4,290	3	24	2230	1.5	51
Redbridge	36.5	9	5,220	2.1	37	1465	0.6	224
Redcar and Cleveland UA	1.1	303	150	0.1	376	95	0.1	373
Redditch	5.2	107	880	1.1	83	1305	1.6	44
Reigate and Banstead	5	111	1,020	0.8	144	745	0.6	221
Restormel	1.1	303	840	0.8	136	595	0.6	218
Rhondda Cynon Taff/Rhondda Cynon Taf	1.2	283	670	0.3	332	310	0.1	366
Ribble Valley	1.6	235	210	0.4	291	340	0.6	214
Richmond upon Thames	9	61	2,930	1.6	55	1670	0.9	134
Richmondshire	1.8	218	560	1.1	84	370	0.7	168
Rochdale	11.4	53	1,380	0.7	180	885	0.4	274
Rochford	1.7	225	130	0.2	365	165	0.2	345
Rossendale	3.8	132	170	0.3	342	345	0.5	247
Rother	1.9	205	300	0.3	305	240	0.3	317
Rotherham	3.1	145	1,060	0.4	275	1300	0.5	248
Rugby	6	94	1,300	1.4	61	1025	1.1	92
Runnymede	5	111	920	1.2	81	1000	1.3	74
Rushcliffe	4.1	127	360	0.3	310	415	0.4	289
Rushmoor	4.4	124	1,540	1.7	51	305	0.3	298
Rutland UA	1.9	205	120	0.3	315	180	0.5	256
Ryedale	0.6	370	310	0.6	202	605	1.2	85
Salford	3.9	129	3,220	1.5	58	1310	0.6	207
Salisbury	1.3	272	650	0.6	211	710	0.6	203
Sandwell	20.3	33	3,380	1.2	77	1995	0.7	176
Scarborough	1	321	610	0.6	209	440	0.4	281
Sedgefield	0.7	363	260	0.3	330	175	0.2	347
Sedgemoor	1.1	303	760	0.7	171	1200	1.1	98

Sefton	1.6	235	1,110	0.4	282	1970	0.7	175
Selby	0.7	363	370	0.5	252	945	1.2	79
Sevenoaks	2	197	590	0.5	223	730	0.7	189
Sheffield	8.8	62	5,130	1	99	1965	0.4	292
Shepway	2.7	157	900	0.9	120	875	0.9	137
Shrewsbury and Atcham	1.6	235	430	0.4	262	600	0.6	198
Slough UA	36.3	10	4,400	3.7	14	3235	2.8	16
Solihull	5.4	102	730	0.4	295	825	0.4	282
South Bedfordshire	3.1	145	400	0.3	307	720	0.6	197
South Bucks	6.6	85	430	0.7	177	685	1.1	103
South Cambridgeshire	2.9	150	940	0.7	173	1160	0.8	141
South Derbyshire	2.8	152	190	0.2	357	325	0.4	293
South Gloucestershire UA	2.4	169	1,700	0.7	172	1740	0.7	174
South Hams	0.9	333	380	0.5	259	935	1.1	90
South Holland	1.2	283	1,480	1.8	48	4330	5.3	5
South Kesteven	1.6	235	1,210	0.9	110	1600	1.2	75
South Lakeland	0.8	351	1,000	1	104	1240	1.2	81
South Norfolk	1.1	303	350	0.3	327	305	0.3	325
South Northamptonshire	1.6	235	270	0.3	319	390	0.5	267
South Oxfordshire	2.1	188	1,100	0.9	134	2245	1.8	34
South Ribble	2	197	330	0.3	320	1285	1.2	80
South Shropshire	0.9	333	200	0.5	255	360	0.9	139
South Somerset	1.1	303	870	0.6	213	1255	0.8	151
South Staffordshire	2	197	160	0.2	369	275	0.3	326
South Tyneside	2.7	157	810	0.5	222	80	0.1	376
Southampton UA	7.6	76	4,460	2	41	4875	2.2	24
Southend-on-Sea UA	4.2	126	1,460	0.9	116	925	0.6	225
Southwark	37	8	9,690	3.8	13	4260	1.7	42
Spelthorne	5.7	97	770	0.9	133	395	0.4	269
St. Albans	6.9	82	1,210	0.9	119	2240	1.7	40
St Edmundsbury	2	197	620	0.6	197	735	0.7	170
St. Helens	1.2	283	560	0.3	318	595	0.3	303
Stafford	2.6	160	610	0.5	240	850	0.7	179
Staffordshire Moorlands	0.8	351	200	0.2	358	405	0.4	275
Stevenage	5.4	102	560	0.7	167	315	0.4	286
Stockport	4.3	125	1,050	0.4	290	945	0.3	304
Stockton-on-Tees UA	2.8	152	480	0.3	343	315	0.2	357
Stoke-on-Trent UA	5.2	107	2,110	0.9	127	1985	0.8	143
Stratford-on-Avon	1.3	272	1,270	1.1	90	2335	2	27
Stroud	1.3	272	460	0.4	276	1480	1.3	64
Suffolk Coastal	1.9	205	780	0.7	183	1425	1.2	82
Sunderland	1.9	205	1,440	0.5	231	540	0.2	348
Surrey Heath	4.6	120	750	0.9	113	800	1	115
Sutton	10.8	55	1,940	1.1	85	510	0.3	315
Swale	1.9	205	730	0.6	206	2140	1.7	37
Swansea/ Abertawe	2.2	180	1,470	0.6	184	555	0.2	335
Swindon UA	4.8	116	2,490	1.4	68	965	0.5	244

Tameside	5.4	102	1,030	0.5	247	660	0.3	311
Tamworth	1.9	205	360	0.5	246	400	0.5	238
Tandridge	3.1	145	370	0.5	258	475	0.6	213
Taunton Deane	1.6	235	760	0.7	165	1345	1.3	72
Teesdale	0.8	351	60	0.2	351	65	0.3	327
Teignbridge	1	321	440	0.4	301	570	0.5	264
Telford and Wrekin UA	5.2	107	1,370	0.8	135	1635	1	110
Tendring	1.3	272	500	0.4	302	810	0.6	229
Test Valley	2.1	188	610	0.5	217	865	0.8	159
Tewkesbury	1.4	258	370	0.5	256	760	1	117
Thanet	2.3	174	930	0.7	159	710	0.6	232
The Vale of Glamorgan/ Bro Morgannwg	2.2	180	340	0.3	333	205	0.2	359
Three Rivers	7.7	75	370	0.4	269	360	0.4	277
Thurrock UA	4.7	119	1,540	1.1	91	625	0.4	276
Tonbridge and Malling	1.7	225	560	0.5	239	1020	0.9	131
Torbay UA	1.2	283	1,030	0.8	149	1075	0.8	150
Torfaen/Tor-faen	0.9	333	170	0.2	360	90	0.1	370
Torridge	1	321	190	0.3	326	295	0.5	259
Tower Hamlets	48.6	3	11,800	5.5	4	2310	1.1	101
Trafford	8.4	66	1,730	0.8	142	2615	1.2	77
Tunbridge Wells	2.5	166	860	0.8	143	1390	1.3	67
Tynedale	0.7	363	200	0.3	309	150	0.3	332
Uttlesford	1.8	218	520	0.7	157	675	0.9	121
Vale of White Horse	2.4	169	870	0.7	154	540	0.5	262
Vale Royal	1.2	283	400	0.3	317	1050	0.8	142
Wakefield	2.3	174	2,080	0.6	186	4360	1.4	63
Walsall	13.6	46	1,390	0.5	216	2105	0.8	144
Waltham Forest	35.5	12	9,680	4.3	10	1310	0.6	223
Wandsworth	22	29	11,720	4.2	11	2585	0.9	127
Wansbeck	1	321	80	0.1	375	40	0.1	375
Warrington UA	2.1	188	1,390	0.7	163	1310	0.7	184
Warwick	7.1	80	1,150	0.8	139	720	0.5	249
Watford	14	44	1,690	2.1	35	900	1.1	89
Waveney	1.2	283	370	0.3	314	285	0.2	333
Waverley	2.6	160	690	0.6	204	580	0.5	254
Wealden	1.7	225	540	0.4	285	435	0.3	310
Wear Valley	0.8	351	150	0.2	350	150	0.2	336
Wellingborough	9.2	60	1,020	1.4	65	1335	1.8	31
Welwyn Hatfield	6.3	87	1,890	1.9	45	3165	3.1	15
West Berkshire UA	2.6	160	1,280	0.9	129	1580	1.1	102
West Devon	0.9	333	240	0.5	254	325	0.6	193
West Dorset	1.3	272	340	0.4	299	575	0.6	211
West Lancashire	1.5	248	610	0.6	214	1915	1.7	35
West Lindsey	1	321	230	0.3	335	490	0.6	228
West Oxfordshire	1.6	235	750	0.8	151	1360	1.4	62
West Somerset	0.8	351	180	0.5	232	875	2.5	19
West Wiltshire	1.9	205	1,100	0.9	126	2220	1.8	32
Westminster	26.8	19	11,790	4.8	7	16235	6.6	3

Weymouth and Portland	1.5	248	310	0.5	248	425	0.7	188
Wigan	1.3	272	1,130	0.4	293	995	0.3	305
Winchester	2.2	180	580	0.5	226	775	0.7	178
Windsor and Maidenhead UA	7.6	76	1,620	1.2	79	1945	1.4	58
Wirral	1.7	225	860	0.3	334	1310	0.4	280
Woking	8.7	63	1,270	1.4	62	575	0.6	195
Wokingham UA	6.1	90	980	0.6	188	1445	0.9	122
Wolverhampton	22.2	26	2,510	1	92	1725	0.7	171
Worcester	3.5	136	1,020	1.1	86	650	0.7	177
Worthing	2.8	152	550	0.6	212	340	0.3	297
Wrexham/Wreccsam	1.1	303	1,180	0.9	121	2565	2	26
Wychavon	1.2	283	1,030	0.9	128	2080	1.8	33
Wycombe	12.1	51	1,440	0.9	123	875	0.5	236
Wyre	1.1	303	280	0.3	345	170	0.2	361
Wyre Forest	1.8	218	400	0.4	279	440	0.4	268
York UA	2.2	180	1,870	1	98	945	0.5	253

Appendix 1b: Ranking of local authorities by Flag 4 registrations and National Insurance Number registrations to foreign nationals as a percentage of total international migration, 2005/06

Local authority	Total international migration 2005-6	Flag 4 (2006)	Flag 4 as % of TIM	Ranking	Number of population registering from overseas for a national insurance number 2005-6	NINO as % of TIM	Ranking
Adur	270	270	100%	221	180	67%	317
Allerdale	170	376	221%	38	480	282%	40
Alnwick	90	64	71%	304	80	89%	254
Amber Valley	340	208	61%	332	280	82%	276
Arun	660	1273	193%	55	1260	191%	85
Ashfield	210	222	106%	200	490	233%	61
Ashford	380	933	246%	33	1010	266%	46
Aylesbury Vale	1660	1049	63%	323	1170	70%	308
Babergh	410	288	70%	307	310	76%	293
Barking and Dagenham	1560	2921	187%	61	3120	200%	78
Barnet	6870	8564	125%	150	9310	136%	162
Barnsley	550	785	143%	111	960	175%	107
Barrow-in-Furness	170	132	78%	284	130	76%	288
Basildon	980	890	91%	247	820	84%	269
Basingstoke and Deane	860	1499	174%	73	1620	188%	87
Bassetlaw	340	573	169%	81	610	179%	100
Bath and North East Somerset UA	2710	2024	75%	292	1600	59%	337
Bedford	1180	1875	159%	89	2120	180%	99
Berwick-upon-Tweed	60	95	158%	91	170	283%	37
Bexley	760	1209	159%	88	1570	207%	73
Birmingham	11070	13746	124%	152	14550	131%	169
Blaby	360	196	54%	348	320	89%	254
Blackburn with Darwen UA	380	1046	275%	22	1250	329%	25
Blackpool UA	310	687	222%	37	1390	448%	10
Blaenau Gwent	60	113	188%	59	180	300%	30
Blyth Valley	120	111	93%	242	150	125%	180
Bolsover	150	126	84%	269	270	180%	97
Bolton	570	2198	386%	8	2010	353%	16
Boston	230	1260	548%	3	2140	930%	1
Bournemouth UA	2260	3091	137%	125	4120	182%	94
Bracknell Forest UA	1170	1081	92%	243	1050	90%	251
Bradford	6550	5918	90%	248	6580	100%	226
Braintree	370	632	171%	78	820	222%	70

Breckland	920	1262	137%	122	1310	142%	150
Brent	9060	9973	110%	187	15600	172%	111
Brentwood	740	464	63%	326	360	49%	355
Bridgend	180	346	192%	57	540	300%	30
Bridgnorth	100	64	64%	321	70	70%	310
Brighton and Hove UA	3390	5030	148%	107	4450	131%	170
Bristol, City of UA	7060	6983	99%	224	7360	104%	219
Broadland	360	306	85%	262	410	114%	201
Bromley	1890	2062	109%	192	2200	116%	196
Bromsgrove	250	277	111%	184	210	84%	267
Broxbourne	300	452	151%	103	530	177%	103
Broxtowe	1430	952	67%	316	790	55%	345
Burnley	140	380	271%	24	400	286%	35
Bury	1050	1084	103%	207	1250	119%	193
Caerphilly	170	206	121%	155	270	159%	129
Calderdale	1330	1013	76%	289	950	71%	307
Cambridge	5820	5128	88%	256	3770	65%	328
Camden	10330	7165	69%	308	8320	81%	278
Cannock Chase	110	106	96%	232	130	118%	194
Canterbury	1840	2235	121%	154	1140	62%	334
Caradon	340	208	61%	332	270	79%	282
Cardiff UA	4190	4937	118%	163	4440	106%	214
Carlisle	240	648	270%	25	810	338%	21
Carmarthenshire UA	360	836	232%	36	1200	333%	23
Carrick	630	433	69%	309	490	78%	285
Castle Morpeth	330	91	28%	374	80	24%	375
Castle Point	280	126	45%	363	140	50%	353
Ceredigion UA	460	635	138%	119	410	89%	253
Charnwood	2670	1544	58%	341	1110	42%	365
Chelmsford	1280	1022	80%	278	980	77%	287
Cheltenham	1370	1386	101%	217	1440	105%	217
Cherwell	870	1144	131%	138	1640	189%	86
Chester	1260	1128	90%	252	1150	91%	246
Chesterfield	320	240	75%	291	270	84%	265
Chester-le-Street	90	75	83%	272	70	78%	285
Chichester	590	877	149%	106	740	125%	179
Chiltern	550	697	127%	148	470	85%	264
Chorley	130	232	178%	70	310	238%	58
Christchurch	180	155	86%	261	120	67%	317
City of London	270	128	47%	359	730	270%	45
Colchester	3320	2252	68%	311	1450	44%	364
Congleton	400	215	54%	350	190	48%	359
Conwy	240	419	175%	72	490	204%	75
Copeland	130	173	133%	132	160	123%	186
Corby	170	876	515%	4	1050	618%	4
Cotswold	800	619	77%	286	610	76%	291
Coventry	4500	6474	144%	110	6230	138%	157
Craven	430	240	56%	345	240	56%	343

Crawley	930	1791	193%	56	2090	225%	66
Crewe and Nantwich	490	1062	217%	42	1390	284%	36
Croydon	4730	6088	129%	145	6340	134%	165
Dacorum	480	958	200%	50	940	196%	82
Darlington UA	390	441	113%	179	690	177%	102
Dartford	560	555	99%	223	710	127%	174
Daventry	950	513	54%	349	480	51%	351
Denbighshire	230	390	170%	79	460	200%	78
Derby UA	2640	2927	111%	183	3040	115%	197
Derbyshire Dales	410	207	50%	355	230	56%	342
Derwentside	130	201	155%	99	430	331%	24
Doncaster	1090	1466	134%	129	2100	193%	84
Dover	330	700	212%	44	670	203%	76
Dudley	930	835	90%	250	900	97%	238
Durham	1860	1097	59%	338	570	31%	373
Ealing	9410	10780	115%	174	14300	152%	138
Easington	90	124	138%	120	130	144%	147
East Cambridgeshire	640	1547	242%	34	1010	158%	130
East Devon	760	418	55%	346	570	75%	296
East Dorset	320	189	59%	337	220	69%	314
East Hampshire	570	651	114%	176	600	105%	216
East Hertfordshire	800	1031	129%	144	1150	144%	148
East Lindsey	430	363	84%	267	790	184%	92
East Northamptonshire	580	384	66%	318	290	50%	353
East Riding of Yorkshire	1400	1038	74%	294	1260	90%	249
East Staffordshire	230	714	310%	13	1040	452%	9
Eastbourne	380	988	260%	27	910	239%	57
Eastleigh	610	482	79%	280	440	72%	306
Eden	90	259	288%	17	360	400%	14
Ellesmere Port and Neston	300	261	87%	258	290	97%	239
Elmbridge	2020	1854	92%	246	1310	65%	327
Enfield	3200	4127	129%	143	5710	178%	101
Epping Forest	390	610	156%	96	600	154%	135
Epsom and Ewell	790	755	96%	235	570	72%	305
Erewash	350	162	46%	361	280	80%	280
Exeter	3080	1767	57%	342	1270	41%	366
Fareham	300	343	114%	175	270	90%	249
Fenland	400	1086	272%	23	1200	300%	30
Flintshire UA	260	318	122%	153	730	281%	42
Forest Heath	1870	657	35%	371	760	41%	367
Forest of Dean	260	219	84%	268	250	96%	240
Fylde	290	340	117%	164	290	100%	227
Gateshead	700	768	110%	188	980	140%	154
Gedling	350	297	85%	264	340	97%	236
Gloucester	580	1258	217%	41	1260	217%	72
Gosport	160	277	173%	75	280	175%	105

Gravesham	600	789	132%	137	920	153%	136
Great Yarmouth	280	801	286%	18	940	336%	22
Greenwich	3460	5789	167%	82	5820	168%	116
Guildford	1870	2023	108%	195	1780	95%	241
Gwynedd UA	370	661	179%	68	640	173%	109
Hackney	4060	4433	109%	191	7630	188%	88
Halton UA	230	269	117%	165	280	122%	190
Hambleton	450	229	51%	354	360	80%	280
Hammersmith and Fulham	5680	6365	112%	181	9310	164%	122
Harborough	390	290	74%	293	260	67%	317
Haringey	6250	7042	113%	180	10970	176%	104
Harlow	350	722	206%	49	840	240%	56
Harrogate	2130	1532	72%	301	1210	57%	341
Harrow	4080	4318	106%	199	5500	135%	164
Hart	630	610	97%	228	650	103%	220
Hartlepool UA	240	215	90%	251	200	83%	271
Hastings	190	572	301%	14	600	316%	29
Havant	420	255	61%	335	280	67%	317
Havering	780	1019	131%	140	1000	128%	172
Herefordshire, County of UA	610	1149	188%	58	2120	348%	19
Hertsmere	1140	947	83%	273	870	76%	290
High Peak	500	181	36%	369	240	48%	358
Hillingdon	3350	4702	140%	115	4420	132%	167
Hinckley and Bosworth	620	395	64%	322	360	58%	339
Horsham	1130	695	62%	330	600	53%	349
Hounslow	5990	7661	128%	146	9800	164%	124
Huntingdonshire	2340	948	41%	366	1350	58%	340
Hyndburn	80	269	336%	11	500	625%	3
Ipswich	1190	1682	141%	113	1900	160%	127
Isle of Anglesey	110	176	160%	87	170	155%	134
Isle of Wight UA	580	493	85%	262	620	107%	211
Isles of Scilly	10	58	580%	2	60	600%	6
Islington	5220	5376	103%	208	6610	127%	176
Kennet	360	380	106%	202	390	108%	208
Kensington and Chelsea	8690	4285	49%	357	7250	83%	270
Kerrier	420	261	62%	329	390	93%	243
Kettering	630	559	89%	253	830	132%	168
King's Lynn and West Norfolk	820	1383	169%	80	1280	156%	132
Kingston upon Hull, City of	3300	2720	82%	275	2900	88%	260
Kingston upon Thames	3330	3622	109%	193	2970	89%	252
Kirklees	2610	2469	95%	236	2580	99%	230
Knowsley	250	241	96%	231	270	108%	209
Lambeth	6690	9009	135%	128	11170	167%	117
Lancaster	1490	1742	117%	166	1100	74%	300

Leeds	13510	9017	67%	314	8470	63%	330
Leicester UA	7090	7326	103%	206	7430	105%	218
Lewes	390	368	94%	237	420	108%	210
Lewisham	4500	6096	135%	126	6840	152%	137
Lichfield	190	413	217%	40	380	200%	78
Lincoln	540	1065	197%	51	1330	246%	53
Liverpool	5160	4859	94%	239	4780	93%	245
Luton UA	3660	5109	140%	116	5380	147%	143
Macclesfield	1150	776	67%	312	760	66%	324
Maidstone	510	1067	209%	46	1310	257%	49
Maldon	290	155	53%	352	180	62%	333
Malvern Hills	520	411	79%	279	290	56%	344
Manchester	11540	12451	108%	197	11370	99%	231
Mansfield	160	432	270%	25	970	606%	5
Medway UA	700	1690	241%	35	2270	324%	27
Melton	170	46	27%	375	230	135%	163
Mendip	710	767	108%	196	660	93%	242
Merthyr Tydfil UA	50	326	652%	1	420	840%	2
Merton	5560	5869	106%	201	6680	120%	192
Mid Bedfordshire	970	915	94%	238	490	51%	352
Mid Devon	480	301	63%	325	320	67%	317
Mid Suffolk	450	255	57%	343	240	53%	348
Mid Sussex	790	940	119%	161	770	97%	234
Middlesbrough UA	960	1220	127%	147	990	103%	221
Milton Keynes UA	2430	3287	135%	127	3220	133%	166
Mole Valley	510	609	119%	160	540	106%	215
Monmouthshire UA	170	260	153%	101	310	182%	93
Neath Port TalbotUA	90	166	184%	64	230	256%	50
New Forest	960	1057	110%	186	810	84%	265
Newark and Sherwood	330	442	134%	131	560	170%	113
Newcastle upon Tyne	5240	5386	103%	209	4530	86%	261
Newcastle-under- Lyme	630	532	84%	266	430	68%	316
Newham	7290	11816	162%	86	16160	222%	69
Newport UA	570	927	163%	85	1410	247%	52
North Cornwall	380	439	116%	170	520	137%	160
North Devon	430	339	79%	282	370	86%	263
North Dorset	510	331	65%	320	370	73%	303
North East Derbyshire	330	143	43%	364	130	39%	368
North East Lincolnshire UA	580	696	120%	157	800	138%	159
North Hertfordshire	490	480	98%	227	610	124%	184
North Kesteven	430	502	117%	167	600	140%	156
North Lincolnshire UA	540	1062	197%	52	1240	230%	64

North Norfolk	340	261	77%	287	510	150%	139
North Shropshire	200	239	120%	159	250	125%	180
North Somerset UA	1070	943	88%	255	1200	112%	202
North Tyneside	950	494	52%	353	590	62%	332
North Warwickshire	170	138	81%	277	190	112%	203
North West Leicestershire	410	294	72%	303	380	93%	244
North Wiltshire	580	609	105%	203	700	121%	191
Northampton	3300	3516	107%	198	4230	128%	173
Norwich	2680	2679	100%	222	1990	74%	298
Nottingham UA	6220	6302	101%	215	5630	91%	248
Nuneaton and Bedworth	250	332	133%	133	590	236%	60
Oadby and Wigston	470	276	59%	339	180	38%	370
Oldham	1130	1550	137%	123	1330	118%	195
Oswestry	120	189	158%	94	150	125%	180
Oxford	6040	6757	112%	182	4910	81%	277
Pembrokeshire UA	270	427	158%	92	670	248%	51
Pendle	180	520	289%	16	780	433%	11
Penwith	320	231	72%	298	390	122%	189
Peterborough UA	2090	3586	172%	77	4810	230%	63
Plymouth UA	3050	1915	63%	324	2260	74%	299
Poole UA	800	931	116%	169	1120	140%	154
Portsmouth UA	3060	2201	72%	300	1800	59%	338
Powys UA	270	505	187%	62	630	233%	61
Preston	800	1742	218%	39	2090	261%	47
Purbeck	660	224	34%	372	290	44%	363
Reading UA	2870	4489	156%	95	4290	149%	142
Redbridge	3570	4791	134%	130	5220	146%	144
Redcar and Cleveland UA	490	160	33%	373	150	31%	374
Redditch	260	725	279%	20	880	338%	20
Reigate and Banstead	1180	1039	88%	257	1020	86%	262
Restormel	430	438	102%	213	840	195%	83
Rhondda, Cynon, Taff UA	690	829	120%	156	670	97%	237
Ribble Valley	190	168	88%	254	210	111%	207
Richmond upon Thames	3490	3379	97%	229	2930	84%	268
Richmondshire	490	223	46%	362	560	114%	199
Rochdale	1000	1496	150%	104	1380	138%	158
Rochford	330	124	38%	368	130	39%	368
Rossendale	60	167	278%	21	170	283%	37
Rother	180	728	404%	6	300	167%	118
Rotherham	810	1008	124%	151	1060	131%	171
Rugby	450	1134	252%	29	1300	289%	34
Runnymede	1410	1387	98%	225	920	65%	326

Rushcliffe	780	468	60%	336	360	46%	362
Rushmoor	360	1445	401%	7	1540	428%	12
Rutland UA	360	156	43%	364	120	33%	372
Ryedale	450	246	55%	347	310	69%	313
Salford	2590	2987	115%	171	3220	124%	185
Salisbury	460	672	146%	109	650	141%	152
Sandwell	1070	2650	248%	32	3380	316%	28
Scarborough	670	643	96%	233	610	91%	247
Sedgefield	110	113	103%	210	260	236%	59
Sedgemoor	440	481	109%	190	760	173%	110
Sefton	290	829	286%	19	1110	383%	15
Selby	260	345	133%	134	370	142%	151
Sevenoaks	1270	631	50%	356	590	46%	361
Sheffield	7340	6032	82%	276	5130	70%	312
Shepway	440	863	196%	54	900	205%	74
Shrewsbury and Atcham	350	577	165%	84	430	123%	188
Slough UA	1260	3138	249%	31	4400	349%	17
Solihull	970	718	74%	295	730	75%	295
South Bedfordshire	600	399	67%	317	400	67%	317
South Bucks	440	685	156%	97	430	98%	233
South Cambridgeshire	1230	944	77%	288	940	76%	289
South Derbyshire	530	188	35%	370	190	36%	371
South Gloucestershire UA	1490	1508	101%	216	1700	114%	200
South Hams	510	317	62%	328	380	75%	297
South Holland	290	1255	433%	5	1480	510%	8
South Kesteven	600	823	137%	124	1210	202%	77
South Lakeland	450	700	156%	98	1000	222%	68
South Norfolk	480	328	68%	310	350	73%	302
South Northamptonshire	1190	287	24%	376	270	23%	376
South Oxfordshire	1090	941	86%	259	1100	101%	225
South Ribble	80	143	179%	67	330	413%	13
South Shropshire	120	130	108%	194	200	167%	118
South Somerset	850	1070	126%	149	870	102%	222
South Staffordshire	130	120	92%	244	160	123%	186
South Tyneside	980	903	92%	245	810	83%	275
Southampton UA	4460	5202	117%	168	4460	100%	227
Southend-on-Sea UA	1320	1225	93%	241	1460	111%	206
Southwark	9080	9932	109%	189	9690	107%	213
Spelthorne	530	733	138%	118	770	145%	145
St. Albans	780	1153	148%	108	1210	155%	133
St. Edmundsbury	630	697	111%	185	620	98%	232
St. Helens	390	274	70%	306	560	144%	149
Stafford	390	832	213%	43	610	156%	131

Staffordshire Moorlands	120	166	138%	117	200	167%	118
Stevenage	310	403	130%	141	560	181%	96
Stockport	1340	961	72%	302	1050	78%	284
Stockton-on-Tees UA	770	596	77%	285	480	62%	331
Stoke-on-Trent UA	870	2171	250%	30	2110	243%	55
Stratford-on-Avon	790	901	114%	177	1270	161%	125
Stroud	690	502	73%	296	460	67%	317
Suffolk Coastal	940	573	61%	334	780	83%	273
Sunderland	1480	1239	84%	270	1440	97%	235
Surrey Heath	740	767	104%	204	750	101%	224
Sutton	1210	1597	132%	136	1940	160%	126
Swale	210	710	338%	10	730	348%	18
Swansea UA	1180	1659	141%	114	1470	125%	183
Swindon UA	1120	2027	181%	65	2490	222%	67
Tameside	710	818	115%	172	1030	145%	146
Tamworth	120	217	181%	66	360	300%	30
Tandridge	580	480	83%	274	370	64%	329
Taunton Deane	660	872	132%	135	760	115%	197
Teesdale	110	43	39%	367	60	55%	347
Teignbridge	850	396	47%	360	440	52%	350
Telford and Wrekin UA	490	1452	296%	15	1370	280%	43
Tending	690	431	62%	327	500	72%	304
Test Valley	810	676	83%	271	610	75%	294
Tewkesbury	460	334	73%	297	370	80%	279
Thanet	470	885	188%	60	930	198%	81
The Vale of Glamorgan	620	471	76%	290	340	55%	346
Three Rivers	770	377	49%	358	370	48%	357
Thurrock UA	590	1018	173%	76	1540	261%	48
Tonbridge and Malling	340	523	154%	100	560	165%	121
Torbay UA	730	716	98%	226	1030	141%	153
Torfaen	60	124	207%	48	170	283%	37
Torrige	310	166	54%	351	190	61%	336
Tower Hamlets	6390	6412	100%	220	11800	185%	91
Trafford	1620	1656	102%	212	1730	107%	212
Tunbridge Wells	510	908	178%	71	860	169%	114
Tynedale	180	102	57%	343	200	111%	204
Uttlesford	520	489	94%	240	520	100%	227
Vale of White Horse	1240	1259	102%	214	870	70%	309
Vale Royal	450	388	86%	260	400	89%	254
Wakefield	950	1651	174%	74	2080	219%	71
Walsall	750	1191	159%	90	1390	185%	90
Waltham Forest	4260	6730	158%	93	9680	227%	65
Wandsworth	7830	10254	131%	139	11720	150%	141
Wansbeck	90	60	67%	315	80	89%	254

Warrington UA	810	815	101%	219	1390	172%	112
Warwick	1860	1088	58%	340	1150	62%	335
Watford	970	1444	149%	105	1690	174%	108
Waveney	470	481	102%	211	370	79%	283
Waverley	1010	966	96%	234	690	68%	315
Wealden	430	768	179%	69	540	126%	178
Wear Valley	80	110	138%	121	150	188%	89
Wellingborough	640	663	104%	205	1020	159%	128
Welwyn Hatfield	1500	1513	101%	218	1890	126%	177
West Berkshire UA	1010	1147	114%	178	1280	127%	175
West Devon	290	209	72%	299	240	83%	274
West Dorset	700	496	71%	305	340	49%	356
West Lancashire	110	397	361%	9	610	555%	7
West Lindsey	260	174	67%	313	230	88%	259
West Oxfordshire	500	576	115%	173	750	150%	139
West Somerset	110	184	167%	83	180	164%	123
West Wiltshire	390	765	196%	53	1100	282%	41
Westminster	11590	7092	61%	331	11790	102%	223
Weymouth and Portland	280	221	79%	281	310	111%	205
Wigan	460	1168	254%	28	1130	246%	54
Winchester	790	763	97%	230	580	73%	301
Windsor and Maidenhead	2130	1920	90%	249	1620	76%	292
Wirral	970	823	85%	265	860	89%	258
Woking	930	1421	153%	102	1270	137%	161
Wokingham UA	2070	1345	65%	319	980	47%	360
Wolverhampton	1490	2749	184%	63	2510	168%	115
Worcester	370	769	208%	47	1020	276%	44
Worthing	660	789	120%	158	550	83%	271
Wrexham	360	1141	317%	12	1180	328%	26
Wychavon	590	697	118%	162	1030	175%	106
Wycombe	800	1683	210%	45	1440	180%	97
Wyre	400	516	129%	142	280	70%	310
Wyre Forest	220	313	142%	112	400	182%	95
York UA	2860	2238	78%	283	1870	65%	325

Appendix 2a: Analysis by themes – Comments and quotes from local research reports

The provision of advice information and guidance

Audit Commission: Crossing borders: Responding to the local challenges of migrant workers January 2007

There is widespread confusion about entitlements both among migrants and those who try to help them, with a general need for better advice, information and guidance.

Migrant workers can find it hard to get trusted advice. Long working hours, poor English and no knowledge of where to go all limit access. In more rural areas, transport is an additional barrier. Many areas report considerable unmet demand, with heavy use of those advice services that are offered. It can be difficult for local public and voluntary agencies to find the right information on benefits and entitlements, and staff may feel constrained by a lack of training or readily accessible and relevant translated material. Where interpretation is needed, the time taken to advise migrant workers can be double that required for other clients.

Bristol City Council in a briefing paper for corporate management team on Polish workers

states, 'Greater clarity and information on benefits situation would be of use. Although the official position is essentially that A8 migrants have no entitlement to benefits until they have worked in UK for 12 months, they do have entitlement to basic benefits such as Housing/Council Tax benefit from the outset, provided they are registered with Workers Registration Scheme. Questions commonly arise as to the eligibility of children of A8 migrant workers to free school meals, for example.'

The council provides a 'welcome pack'.

Burnley Borough Council

In 2006, a partnership of 12 different public bodies across East Lancashire collaborated to produce a 'Welcome Pack' for people moving to East Lancashire, including people from countries that have recently joined the European Union. As well as being produced in English, the pack was produced in translated versions in Polish, Lithuanian and Czech. The pack provides residents with information about key services that are available to them, and about where they can get advice on a range of issues, including housing, employment, policing, health, banking and education. It also sets out clearly the law and the responsibilities that all residents have on such issues as driving motor vehicles, drugs laws and tax liabilities. By bringing all this information together into one publication, the pack helps ensure that information on people's rights and responsibilities and on relevant services is provided in an efficient way. Burnley Council's contribution to the cost of producing the 'Welcome Pack' was 'in kind' work to the value of £1,134, mainly for design work.

Doncaster MBC reports, 'Increased immigration also increases the time spent on administering benefits due to the complicated rules for determining whether a person from abroad is entitled to benefit or not. Because the rules are so complicated, a number of claims have, inevitably been paid in error and overpayments have been written off as a result (eg £4,000 written off for three cases in 2006/07).

Dorset Strategic Partnership lists access to information and advice as one of its strategic priorities at a partnership event in October 2006.

Ealing reports 'The main impact of migration has been on the front line benefits service, before January there were a lot of new claims for benefit from the Somali community. Since January this has shifted and there is now an influx of Polish, we have also found many of the Polish who have migrated have moved into the borough in work but have then lost their jobs and subsequently need to claim benefit. We have many visitors to the centre asking for advice on entitlement and we have a Polish speaker on the benefit reception. We are currently in contact with the DWP to find out if we can have the benefit entitlement leaflet in Polish. We also have a Somali speaker working in the Customer Service Centre who is able to assist with interpreting.'

Hull and East Riding report (in the report to the Audit Commission on a study visit to the region) that, 'Hull City Council had organised two series of advice sessions in collaboration with other agencies, including the police and Jobcentre Plus. These ran from June-December 2005 and from February-May 2006. They were well-attended, and had identified a number of common issues, including employment problems and housing conditions. Although the second series of advice sessions had finished, plans were being made for further sessions. It was not clear whether these sessions were seen as a new and permanent service specifically for migrant workers or a temporary arrangement designed to identify key advice issues for migrant workers, which could then be tackled through existing mainstream advice services.

The Citizens Advice Bureau in Hull had identified a number of common problems faced by migrant workers. A number of these had come through two outreach sessions that are run in two areas of the city with high migrant populations. Cases had typically been about problems with employment; sample cases suggest that poor English makes it difficult for migrant workers to resolve the problem themselves or to seek advice.

Hull Independent Housing Aid Centre (HIHAC) had dealt with relatively few cases for migrant workers. Most were thought to involve Portuguese nationals rather than Eastern Europeans. Problems typically involved contracts that tied employment to accommodation, where accommodation costs were being deducted direct from wages. Cases were difficult to resolve because attempting to move from the accommodation could threaten the worker's continued employment.

Overall those providing advice to migrant workers felt that the number of cases were manageable within existing resources and ways of working. However, it was not clear that migrant workers know how to access advice services. Advice services had yet to establish networks with churches and community organisations that were in more direct contact with Eastern European workers; such contacts might result in an increase in numbers seeking advice.'

However the report later states: 'There is currently no comprehensive guidance on the legal positions of different categories of migrant workers. As a result, public agencies have to take separate legal advice when questions about entitlements arise. This is costly and time-consuming for individual agencies; it also risks different interpretations of the law in different areas.

It further states: 'Many of the complaints that advice agencies and others relayed concerned the actions of employment agencies. These included retaining passports; failing to provide contracts of employment, payslips or P45s; failure to pay wages in full; payments below the minimum wage; large deductions from wages for accommodation; and accommodation deposits that were "non-returnable". Concerns about agencies providing accommodation through renting properties and sub-letting to migrant workers were outlined. Another problem identified by advice workers was that employment rights seemed unclear when the agent was acting on behalf of the actual employer.

Southampton City Council's One stop Shop, known as Gateway, records the ethnicity of people who visit it and also the number of people who ask to use its translation services. Gateway provided a snapshot of the ethnicity of clients asking for advice of the 1,289 clients visiting in the 8-week snapshot 7.9 per cent were from A8 countries.

Gateway also provides a translation service for clients and between January and December 2006 170 interpreters were used of which 70 per cent were for Polish clients.

West Lancashire District Council

The district council's Customer Service Point in Skelmersdale is seeing increasing numbers of enquiries from migrant workers; recent estimates indicate that around 20-30 migrants each week visit the CSP, the majority being Polish. The type of enquiries generally relate to:

- benefits (new claims, change of circumstances)
- Council Tax (new occupier, vacation, bill enquiries)
- street scene (recycling, bin rounds)
- housing (applications, rent)

Help is also given by the Customer Service Advisors in directing them to Lancashire County Council and utility services. The council has introduced translation and interpretation facilities at the CSP (and contact centre and website) and anticipates an increasing use of these facilities.

The Skelmersdale Information Centre for Young People is a specialist one-stop shop service for 11-25 year olds operated by Lancashire Youth & Community Services (Lancashire County Council) in partnership with Connexions Lancashire and Skelmersdale Information for Young People Association. The workers at the centres deal with 100-150 people daily. However since 2004 the Centre has been dealing with increasing numbers of EU/A8 nationals – mainly Portuguese and Polish from school age to retirement age. Figures over the last financial year (except January and March 2007) show 839 visits from EU/A8 nationals. The centre often deals with more than one issue from any visitor – education, benefits, housing, money, the law etc. Also, these nationals often come with all their correspondence over previous month (utility bills, benefits, court summons etc) – meaning lengthy visits from clients over 25 years old which reduces the standard and availability of the service provided to the core client group.

Translation services

Bristol City Council – “Polish workers in Bristol”

This paper comments that “The Translating and Interpreting Team report that demand for Polish interpreters and translation has increased significantly. In 2004/05 there were 49 such requests. During the current year this has increased to 202, an increase of some 312 per cent. With regard to translating services, Julia Verne, of Polski Bristol, has suggested that it would be useful to have more Russian speaking translators and interpreters available. As many Eastern European nations were formerly Communist states, Russian is the second language in many of these countries, and so would be of use in communicating with a range of Eastern European migrant workers”

Harlow District Council

Harlow Council reports that it has established a Language panel to provide a translation service for non-English speakers. The council reports an 85 per cent increase in demand in the last 18 months with the main increases coming from speakers of Mandarin, Polish and Cantonese.

Wigan MBC – “Eastern European migrants in the borough of Wigan”

identifies the following issues concerning translation services:

- “General pattern seems to be that a minority speak fluent English, the majority have basic English, but a significant minority (perhaps as high as 40 per cent) have no English at all when they arrive.
- Universal language card (as used by police) needs to be made available to identify languages.
- There is a significant need for translation facilities – agencies are willing to help with identification of language needs but don’t have enough translation/interpretation resources.
- Russian spoken extensively (as a second language) across the Baltic States.
- Need to identify priority language needs – and take account of dialect and literacy issues”.

A district council in the north of England has provided information on the cost of translation for its benefits service (£1300 per annum) but has asked that the information remains anonymous.

Community cohesion and addressing tensions

Audit Commission: Crossing borders

‘There can be misunderstandings about laws, regulations and community expectations, partly because of assumptions about service arrangements based on experiences in other countries. Road traffic officers have particular concerns. Minor misunderstandings, for example about refuse collection, can cause preventable problems and bring risks to community cohesion.

Cohesion cannot be taken for granted and small tensions can develop, which can fuel local resentment. These include noise and disruption when large numbers of migrant workers leave for work early in the morning, noise linked to increases in the numbers living in individual properties, street drinking, failures to understand local refuse and recycling systems, tensions over other residents’ parking spaces if HMOs do not have adequate parking, and migrant workers appearing to monopolise the internet in libraries.’

Cherwell (Banbury study)

‘Structured discussions between professionals with direct contact with Poles drew attention to Polish concerns over discrimination, particularly related to economic competition. There are a lack of venues beyond the workplace for Poles and residents to meet and with many working 12 hour days there is a lack of opportunity for socialising.’

‘There have been several incidents where road accidents have sparked off tension in community relations between Poles, the Pakistani heritage community and Travellers, in which Poles and Polish vehicles were targeted. These tensions have lasted only a few weeks, which may indicate that community relations are relatively good. However the incidents do suggest that different groups do perceive differences between them and that this could be a basis for strains’.

Cheshire County Council

‘We have worked together to produce a Welcome Pack which has been translated into Polish and have ensured that the local press has published myth-busting information’.

Chichester The report cites a number of examples of incidents of hate crime and the fear of crime amongst migrants. They note underreporting and difficulties in recording ethnicity and the category 'white other'. They discuss a range of local attitudes and reactions – with those most in contact with immigrants being the most positive. Different perspectives are described – from the point of view of the migrants themselves and the host community.

Dorset One of the four strategic priorities is Neighbourhood Support Work to ensure community Integration and cohesion.

Ealing: An extract from Ealing: A borough profile – A report for the Metropolitan Police Service

Prepared by Tara Young & Simon Hallsworth

It is arguable that competition for scarce resources and lack of facilities within the community compounds racial differences and creates conditions for tension and violence. A recurring concern for practitioners within the community was the difficulty newly migrant populations, such as the Somali population, experienced when attempting to integrate into the local community. One practitioner working in the Copley Close area noted the extreme levels of racial violence directed at the Somali community by certain sections of the white population.

A significant factor in creating the tension was the perception that the Somali community was exploiting or capitalising upon their 'refugee' status taking up scarce resources such as housing, benefits and other social care.

This perception of migrant populations is not new or restricted to the Somali community as the history of first and second generation of Asian and African-Caribbean immigrants can attest, but the consistency of this viewpoint represents a continuing community safety concern.

One way to diffuse these tensions and aid successful integration lay, for this practitioner and several others, in the construction of adequately funded and affordable community-based facilities (ecumenical spaces) for the local population, irrespective of ethnic difference, with particular emphasis on services (e.g. childcare, second language and practical skills courses), social spaces that help solidify community relationships and aid integration.

Hull and East Riding

'Community tensions were seen as a potential concern. In Goole there have been two violent incidents when gangs of local youngsters attacked migrant workers. But these incidents took place in January, and no further attacks have been reported. People in Goole have also complained about migrant workers monopolising computer terminals at the local library and failing to use refuse collections properly: the Council acted to address these issues by increasing the number of computers in the library and producing a leaflet advising on refuse collection. Fewer complaints have been heard recently. But concerns about potential tensions between migrant workers and local populations remain – in particular, that over the longer-term, migrant workers may do better economically than some groups in the indigenous population.

There were also concerns about potential tensions between different migrant communities. Migrants from Eastern and Central Europe are not a homogeneous group, but citizens of different states. Some refugee communities from Africa or the Middle East feel they are facing unfair competition for jobs with European Union migrants. To date there has been no significant evidence of an increase in communal tensions, but local agencies were aware that community cohesion cannot be taken for granted.'

London – Population mobility and service provision: A report for London councils – London School of Economics

The report summarises ‘6 important issues relating mobility and transience to social cohesion’:

- In some boroughs, the increasingly diverse nature of in-migration had reduced the concentrations of particular minorities – ‘we’re all minorities now’. In some ways this was seen as easing the situation – although there were always likely to be tensions relating to the last entrants.
- The rapid rise in employment related migration was seen as generating problems of anti-social behaviour and local neighbourhood management – often simply because of the lack of leisure or adequate housing facilities which result in workers congregating on the streets
- Concerns arise from the competition for housing and the extent to what priority ‘needs’ takes over ‘entitlement’.
- Lack of information and communication and the role of voluntary organisations
- Many of the perceived problems come from rapid growth in demand – rather than mobility as such. Many boroughs are used to high turnover rates, but the issue is that the attributes of migrants are changing and it is costly to develop adequately flexible systems to respond to their needs
- Many boroughs see migrants improving the conditions in the area in terms of education, employment and spending power. Migration and mobility are normal processes but the rate of increase over the last few years has put particular strains on the system.

Slough has produced some innovative practice and developed expertise to build cohesive communities. However, the Council is concerned about the fast pace of the changing patterns of its communities. ‘This is causing a tightening of resources and services at a time when it is critical to invest in order to mitigate the short term effects of new inward migration. If the town continues to attract in poorer communities that cause both white flight and the flight of the wealthier sections of other non white communities, its future sustainability is in doubt.

The nature and mix of migration over the last 18 months is demonstrated on school rolls. 888 pupils from non English speaking countries moved onto Slough school rolls over the last 18 months. 200 were from Poland, 185 from Pakistan, 104 from Somalia and 91 from India. The remainder were from other African, European or other Asian countries.

As a result of concerns about the changing ethnic mix and how the varied communities are viewing each other, the council has undertaken a number of recent audits and surveys to “test the temperature”, map the incoming communities and understand their intentions in respect of length of stay in the town. Three pieces of work have been completed to date:

- a community cohesion audit conducted using independent expertise from a Neighbourhood Renewal advisor to DCLG (Raj Bhari) and trained local community researchers
- an independent set of focus groups with some of the latest incoming communities carried out by Populus

- independent survey work of the migrant communities, stakeholders and local employers.

In addition to this specific social market research, the council continues to work with communities through its service provision, regular consultation and multi ethnic and multi faith forums. This work also enables us to understand the current tensions. Regular information sharing is undertaken with the police and other partners and with the third sector. Community cohesion is a shared challenge for our local strategic partnership. This range of research and community engagement enables the council to be confident that its description of what is happening in and between the communities in Slough is accurate.

The research shows that neither the more settled communities nor the newer asylum seeking communities and European migrants are feeling well integrated. In fact, the research exemplifies the challenges set out in the White Paper "...established communities can feel uneasy with change. They begin to hear and believe stories about ethnic minorities getting preferential treatment and can develop a sense of grievance."

Suffolk County Council: New and emerging communities forum action plan contains a range of actions including a communications strand to undertake myth-busting, produce a welcome pack and build dialogue between groups to aid integration into the local community.

Housing and homelessness

Bristol – 'Polish workers in Bristol' – identifies the following housing issues:

- 'Poor quality accommodation for some in private rented sector and issues around migrant workers not knowing their rights as tenants. Some cases of short-term homelessness for recent arrivals.
- There appear to be relatively few Polish people currently approaching housing services for accommodation. It would seem that most migrant workers are either being assisted to find private sector accommodation via the pre-existing post-war Polish community in Bristol (the Polish Church/Polski Bristol organisation and the Polish Consul are very active in this respect) or that employers are providing accommodation themselves. Migrant workers are vulnerable to possible exploitation by landlords and may be unaware of their rights as tenants. There are even some unconfirmed anecdotal reports of council properties being sublet to Polish migrants. There may also be issues around substandard and overcrowded living conditions. The city council's Private Sector Support Team, which monitors conditions in private sector housing was approached with a view to establishing what data they have on recent migrants and their locations within the city, however, they can report little evidence in this respect, as their information sources are geared primarily towards private sector landlords rather than tenants. Nevertheless, the Policy and Equalities Team report that the BME Housing Delivery Plan is due to be reviewed and updated shortly, and this will seek to identify and address specific issues for Eastern European migrant workers.
- The Observer newspaper has recently highlighted the problem of the numbers of homeless Eastern European people in some London boroughs. While the Homelessness service in Bristol has expected to see an increase of demand on their services due to the recent migration, no such upsurge appears to have taken place. At the time of drafting, three hostels within the city have reported that they have no resident Polish people. Homelessness believe they do not currently have any rough sleepers that are Polish. However, they do note that there have been a number of reports in the recent past of Eastern Europeans sleeping rough in the city. The Streetwise (Anti Begging) Initiative co-ordinator has reported that 'there were two (Eastern European, not necessarily Polish) people in Castle Park who

we spoke to and I think came up as unidentified on Outreach hot count lists. They said there were more sleeping in the park but were all hoping to get a place together'. There have also been reports of Polish/Eastern European People sleeping in Broadmead. The Head of Security at Broadmead reported that there were groups of up to 12 people sleeping in the glass covered walkway at the Castle Park Bridge entrance to the Galleries. Both Streetwise and the Assertive Outreach Team checked this out but consistently failed to find anyone. However, Julia Verne, of Polski Bristol, believes that homelessness is more of an issue than is currently recorded by the authority, at least with regard to relatively short-term homelessness among recent migrants.

- The Polish Consul reported that he had, on a couple of occasions, arranged for truly destitute Polish migrants to be sent back to Poland, and had worked with the Assertive Outreach Team (commissioned by the Council from English Churches Housing Group) to arrange return flights for them. The homelessness issue is somewhat exacerbated by the fact that the Polish Consul has knowledge of a number of instances where employment agencies have held onto people's passports and put them into accommodation tied employment. The work turns out only to be intermittent and commonly covers little more than the costs of accommodation. A number of those who have complained have returned from work only to find their belongings on the street and the locks changed. The Polish Consul has complained to the Police about this practice but reports that little has been done thus far to resolve the issue.'

Chichester – 'Recent immigration to the Chichester district (scale and impact)' notes that there is a shortage of affordable housing for low paid workers all the way along the south coast strip, with mobile homes, converted cottages, farm buildings and hostel accommodation outnumbering the private rented sector in Chichester, though there is some private rented in "cheaper towns" like Bognor and Littlehampton. Some evidence of sleeping rough on the beach is given as evidence of the acute housing needs.

Crewe and Nantwich presentation at LARIA conference 10/05/07 – identifies poor housing conditions and lack of knowledge about rights as being a significant issue for migrant workers. In response to this the local authority has used "Invest to save" resources to set up drop-in centres to give advice and support.

Devon 'Migrant workers – Scoping the issues for Devon' – identifies examples of exploitation of migrant workers who were recruited in Poland and placed in very poor and overcrowded accommodation. The report includes a migrant worker task group project plan which sets out actions to tackle this and other issues.

Ealing – Impact of international migration to Ealing – identifies overcrowding as an issue which contributes to crime and anti-social behaviour by young people who are hanging around on the street.

Hull and East Riding – Migrant workers – impact on local areas and services (Audit Commission) comments that, 'The availability of housing is a key factor in the location of migrant workers. Migrant workers depend on the private sector for accommodation, and for the lower paid this will mean renting from a landlord. The HMRP survey showed that even those who had been in the UK for over two years were mostly living in privately rented accommodation (Appendix 2).

There was some evidence that the private rented sector was expanding locally, with an increase in multi-occupancy of dwellings: in Hull some large houses were being converted from flats into single, multi-occupied dwellings. The availability of cheap housing was also believed to be encouraging people to buy

properties to rent: this was said to be driving up house prices in parts of Goole, where local landlords were actively seeking migrant workers, who are seen as good tenants.

A number of areas in Hull and the East Riding are part of a Housing Market Renewal Pathfinder because of problems of low demand and property prices. Some of these neighbourhoods, along with areas more traditionally associated with significant levels of private renting, are the easiest places in which private renting and multi-occupancy can expand. This means that migrant worker populations are concentrated in certain residential areas, while others – typically social housing estates and higher value privately owned areas – will have comparatively few migrant residents.

Outside the urban areas, there are occasional properties that are rented to migrant workers. Some employers also provide accommodation close to work using caravans. East Riding of Yorkshire Council did not believe that such use of caravans was a planning problem.

Two main problems with housing conditions were believed to be faced by migrant workers. One was over-occupancy, with excessive numbers sharing a property. Some of this may be due to unscrupulous landlords, but it was also thought that migrant worker tenants may be willing to sublet rooms – illegally – in order to share housing costs. There was also some concern that landlords let whole properties to employment agencies, which then sublet them to excessive numbers of migrants. The other main concern was the possible poor condition of properties, especially when this could lead to hazardous conditions, such as fire risks.

There have been few complaints from migrant workers themselves to date; complaints seemed to be more often made by neighbours and these usually concerned over-occupancy. It was not clear whether migrant workers tolerate overcrowding as a temporary inconvenience that reduces their housing costs – or whether they do not know how to complain or are fearful of the consequences of doing so. Where migrant workers had sought advice about housing, it tended to be about rent levels or the payment of deposits: there were some concerns about agencies requiring large "non-returnable" deposits when letting accommodation to migrant workers.

Enforcement is seen as an issue by local authority staff. The legal position is unclear when an agency is renting a property and subletting. Subletting by tenants also complicates the process. In more straightforward legal situations, there was a concern that enforcement could lead to eviction: this may have ramifications for social services if children are involved. To date local authorities had sought to tackle problems through improving the information available to landlords and tenants and through informal discussions with landlords rather than through the use of formal enforcement procedures.

The impact to date of migrant workers on the workload of staff dealing with conditions in the private rented sector had been small, though it was thought likely to increase. In Hull a database of cases involving migrant workers was being set up to provide information that could be used to plan future service priorities.

The area had so far been able to accommodate increased numbers of migrant workers from Eastern Europe because of the availability of vacant and low demand property. However, the availability of property will be falling, and this may have implications for others looking for housing. In Goole, for example, it was suggested that landlords were preferring migrant workers, who paid rent regularly, to benefit claimants, who were sometimes less reliable in paying rent; such claimants could be left with fewer or no housing options. The willingness of landlords to buy properties for renting to migrant

workers could also reduce the availability of low cost homes for owner-occupiers. Housing strategies will need to be updated to take account of the effects of migrant workers on local housing markets.”

Lancashire Fire and Rescue service – ‘Migrant communities working group: interim progress report’ has identified a “pressing concern” about fire risk arising from the overcrowded conditions in which many Eastern Europeans are living due to the shortage of affordable accommodation. The report says that many economic migrants are living in multiple occupancy, often in properties provided by their employers. Many of the properties lack fire precautions and adequate facilities for washing and drying clothes. Fires have been caused by drying clothes in front of gas fires that had been left unattended, smoking, alcohol and arson committed by people who have negative attitudes towards new migrants. They have developed an action plan to address these issues including home fire safety checks, fire safety leaflets in Polish, some basic Polish classes for fire fighters, the appointment of a Polish Community Fire Safety co-ordinator and material in welcome packs.

Leicester ‘A8 migrants in Leicester’ notes that ‘The council’s housing department has noted a significant increase in the numbers of A8 nationals since April 2005 receiving homelessness assistance, accessing the Housing Register and or being re-housed.’

Rochdale – The local authority says that: ‘As is the situation in the rest of the country, the majority of economic migrants are living in private housing. There is evidence of exploitation, often in connection with housing that is tied to jobs. There do not appear to be many dependents living in the borough, and little impact on services at the moment. ’

Sefton – ‘Migrant workers’ report says that: ‘Some migrant workers used employment agencies to enter the UK, but many subsequently sought to work independently. The main problem with agencies was tied accommodation and hidden costs. It was difficult to find affordable housing, particularly in Southport, to the point where availability of affordable housing might become a constraint on the further absorption of migrant workers. A small proportion of employers offer non-statutory support and assistance to their migrant workforce, mainly accommodation and registering workers with the WRS.’

Slough – The council has identified 1,050 Houses of Multiple Occupation and estimate it will cost £400,000 to investigate them all. This has raised the following issues for the council:

- “How can we stabilise and regulate our private rented sector when the local landlords are ready to move quickly to bring small houses and illegal sheds in and out of use rapidly? The current registration system does not work as landlords move these properties quickly in and out of the market and would not pay for the requirements to license, relying instead on not being caught given the levels of resource the council can allocate to private sector housing regulation.
- How can we create neighbourhoods where people want to stay when they become wealthy enough to move on? The current housing mix lends itself to first step housing and the environment of the town is becoming ever more crowded.
- How can we meet the current high level of demand for housing when the town is already the 2nd most overcrowded in the country?”

Southampton – ‘East European nationals living in Southampton’ found that a small but increasing number of Eastern Europeans are applying for social housing.

Stoke on Trent – The local authority has commented that most migrant workers have been absorbed by the private rented housing stock where vacancy rates were high. Their arrival has provided a counter to the loss of population from Stoke to surrounding smaller towns and villages.

Stratford upon Avon Worcester research report – Most A8 migrants are living in accommodation provided by employers (caravans, houses in multiple occupation or hotel rooms) plus private rented sector. These appear to be sufficient to meet current demand albeit with occupancy levels that are higher than normal. If migration continues at the same pace as last three years there may be shortages. No pressures on social housing – this could change if migrant workers settle here but their aspirations appear to be for purchase rather than rent. No evidence of exploitation apart from a couple of high profile cases. Housing Association reports that homelessness/rough sleeping is at very low level.

Wiltshire – ‘Migrant workers in Wiltshire’ – Migrant workers were interviewed about their accommodation. Most were in accommodation rented in the private sector, often provided by their employer. Many did not have a copy of their tenancy agreement nor knowledge of housing advice services. People were living in overcrowded conditions and the housing was often in a poor state of repair.

Wigan – ‘Eastern European migrants in the borough of Wigan’ – identifies the following Housing issues:

- Eastern Europeans want to work and have decent accommodation.
- Figures based on place of employment may hide where people actually live.
- High weekly rental costs.
- Multiple occupancy is a concern.
- Myth busting leaflet around eligibility criteria for housing and tenancy needed (perhaps based on Glasgow Council model).
- Need to ensure key professionals and staff are fully updated.
- No control of housing locations to create a balance/ mix.
- Most live in areas with cheap private rented properties – the same areas where ex-Council problem tenants live – which can lead to tensions.
- If A8 nationals are not in work, they get no assistance – leading to destitution.

New immigration and housing market change – David Robinson (Sheffield Hallam University)
Due to report summer 2007. Funded under Housing and Neighbourhood Committee, Joseph Rowntree Foundation.

This aims to consider the links between housing market change and minority ethnic housing experiences. It will examine the housing pathways of new immigrants and consider the ways in which resources, priorities, perceptions and the identities of new immigrants shape their pathways. It will consider the barriers that new immigrants face in meeting their housing requirements and achieving their aspirations and will also consider the extent to which the housing pathways of new immigrants impact on local

housing markets. Outputs are expected to contribute towards ongoing deliberations about how to break down the barriers restricting the housing opportunities of minority ethnic households and how to manage housing market change in areas of new immigration.

Schools/education

Bristol – ‘Polish workers in Bristol’ identifies the following issues:

- ‘Although national and some local statistical data points to A8 migrants being predominantly young and single, there is growing anecdotal evidence that a number of A8 migrants are settling in the area and subsequently bringing partners and children over also. This will undoubtedly impact on Council services in the future. There could, for example, be a future shortage of Polish/Eastern European translators to work in schools which are taking in increasing numbers of Eastern European children. Julia Verne, of Polski Bristol, also believes that there may be possible issues initially around numeracy and literacy among young Polish children entering UK schools, as children in Poland do not tend to start school until age seven. The range and extent of these issues will become more apparent in coming months, as from September 2006, schools have added an ‘Eastern European’ category to their equalities monitoring data. There will also be a likely shortage of translators/interpreters to work with adults. More Russian speakers/translators would be useful, as it is the second language of many Eastern European countries and so could aid a range of A8 migrants.
- From September 2006 the Equalities and Inclusion Manager in Education is planning to introduce three new categories for monitoring the status of children entering Bristol schools, namely White Western European, White Eastern European and Black Somali. Anecdotal evidence suggests that there are increasing numbers of Polish Children being registered in certain schools, specifically Catholic schools. There is some evidence also that children of Polish migrant workers are beginning to be born in the Bristol area. Julia Verne, of Polski Bristol, notes that last year the priest of the Polish Church performed six baptisms; this year the figure is already 20. The increase in Polish speaking children in Bristol will inevitably raise the demand for Polish/Eastern European speaking translators in certain schools in the near future. Julia Verne runs a Polish language school on a Saturday morning. Whereas last year there were some 35 children attending such lessons, there are now 100 plus and accommodation is becoming a problem
- The Equalities and Inclusion team are currently setting up a Newly Arrived Assessment and Support Base for all pupils with English as an additional language. This will be funded for two years from Neighbourhood Renewal to try and support this work, and relieve some of the immediate pressure.
- Polski Bristol has highlighted that there are a number of qualified teachers amongst the new Polish migrants, who could be utilised as bilingual teaching assistants in a number of schools. Unfortunately, currently the process by which Eastern European professionals can get their qualifications recognised in the UK can take some considerable time. Julia Verne also believes that there may be possible issues initially around numeracy and literacy among young Polish children entering UK schools, as children in Poland do not tend to start school until age seven.
- Lorraine Ayensu’s paper on migrant workers highlighted that there has been a sharp rise in the number of people from Poland and other Eastern European Accession countries requesting assistance with learning English. Some research is currently being carried out nationally through NIACE (The National Institute of Adult and Continuing Education) to chart the extent of the increase in demand.

- It would appear that English as a Second Language to Overseas Learners (ESOL) provision, within Bristol as elsewhere, is geared towards Entry Level 3 (comprised of two levels: 1 & 2), which is quite advanced, rather than the more basic, Entry Levels 1 and 2. This is due to funding arrangements, Entry Level 3 courses are offered to meet Learning and Skill Council (LSC) targets, whereas Entry Levels 1 and 2, do not directly impact on LSC targets and therefore receive little funding. This was already an issue with existing immigrant communities, but the influx of A8 migrants had worsened the situation considerably. The Employment and Skills Team within Economic Regeneration are hoping to fund some work related ESOL training through Neighbourhood Renewal over the next year, which will include basic levels, but unless the rationale of the funding regime changes, this is likely to remain an issue¹”

Ealing – ‘Impact of international migration to Ealing’ says that schools have to deal with a frequently changing population which makes planning and ensuring stability a challenge.

Hull and East riding – Migrant workers – impact on local areas and services (Audit Commission)

says, ‘A number of schools were admitting children of migrant workers as pupils. Although individual schools had figures for the number of such pupils, there seemed no overall comprehensive data because of the limitations of the national pupil data collection system (PLASC) which does not record nationality or language effectively. However, there was general agreement from a variety of sources that the number of children from Eastern and Central Europe had increased over the last two years. In some cases, it appeared that parents had spent some time in this country before being joined by their children: this may mean that numbers will continue to rise.

The capacity of individual schools to manage this varied. In Hull most schools had some experience of children from minority communities; this experience was less common in the East Riding, and the arrival at school of children without English had therefore been more challenging. Roman Catholic schools were popular with migrants from Poland. A key to success will be the local authority's arrangements to support schools with pupils who do not speak English: this includes the arrangements to provide central support to schools, especially those with limited experience of working with children with little English, and arrangements for funding schools for such pupils, who can often arrive during the school year. Such arrangements were not reviewed during the visit.

There were mixed views about the attitude of migrant workers towards education. One was that education was highly valued by parents: children attended school regularly and were highly motivated learners. Another was that some parents and children did not appear well-educated, and that some children seemed to have received less education than would be expected for their age. It was agreed that parents' long working hours often made it difficult for schools to keep in touch with them, leaving aside any barriers created by language.

The increasing number of children accompanying or joining migrant workers raised a number of issues for schools and councils.

¹ NIACE, in the final report of their inquiry into ESOL provision, stated as one of its final recommendations: ‘The design of the new LSC employability and ESOL programme should take into account the distinctive needs of ESOL learners, and have both learning and employability outcomes, and ensure that the learning outcomes should address the needs of Entry Level learners as well as higher-level learners who count towards the LSC’s current Public Service Agreement (PSA) targets’.

- School places Until recently there have been surplus places in many schools in Hull and parts of the East Riding, but these are being reduced through re-organisation. There were already difficulties finding places for children in certain year groups, and this could make it difficult to place children, especially if they arrive during the school year. One concern was that children might not go to school at all. Another was that some parents take their children back to their country of origin for extended holidays – not realising that they may lose their place in school by doing so.
- School admissions Admissions could be complicated if children arrived during the school year and the parents were seeking a specific school. Parents seeking a place at a popular school can appeal against a refusal of a place. This can be a daunting process; in Hull the Council provides parents with translation services where these are needed.
- Links with parents Migrant parents were often working long hours, which made contact and communications difficult. Some schools were translating key letters to parents: because of expense, these were kept to a minimum. In Goole, community education services had set up sessions where parents could join their children in learning: as well as helping parents to reinforce what children were learning in school, these sessions were intended to help parents with their English.
- Welfare There were concerns that some children of migrant workers were working longer hours than legally permitted for their age.

There were no reports of pressures on early years services because of children of migrant workers. Two children's centres in Hull were aware that the parents of some of their children were migrant workers. Very few children of migrant workers were known to social services. However, there had been some discussion of the legal position if a council provides support under the Children Act for the child of a worker from an A8 country who has not been working in the UK for more than 12 months. '

Leicester – 'A8 migrants in Leicester' comments that 'Amongst the impact on local services is the level of mobility in schools. There were 285 newly arrived pupils at the start of term in September 2006. Including this number, between September 2006 and March 2007, there have been 917 new primary school pupils and 544 new secondary students. Evidence indicates that schools are reporting increased numbers of Polish pupils. From summer 2007 schools in Leicester will adopt the new DfES 'Pupil First Language' system that will allow a comprehensive recording of the first language of all students in Leicester. School census information in Leicester has indicated that the percentage of pupils describing themselves as 'white European' has risen from 1.1 per cent in 2005 to 1.9 per cent in January 2007'.

London – 'London child mobility project' (DFES and GOL)

This report highlights some of the key issues for London's children who frequently move between boroughs and between services. It looks at how agencies are adapting and responding to these issues in challenging circumstances, often whilst financially stretched and it makes recommendations based on the research of the issues. These include suggestions about how agencies can be supported in overcoming the barriers between them to ensure better outcomes for children and young people on the move, within and between borough boundaries. The report is not exclusively about the children of migrant workers but many of the issues it addresses are relevant to the challenges faced by them.

London – 'Breaking point: Examining disruption caused by pupil mobility', the Association of London Government 2005, quantified the additional administration for registering new children at non-standard times as £400 for primary children and £800 for secondary age, but this excludes other unquantifiable work for extra learning and teaching support staff and liaison with other services to meet

the child's needs. The report also highlights the disruption in the class caused by mobility and impact on attainment targets.

Sefton – 'Migrant workers' report says that, 'Of the service providers contacted, migrant workers were a growing part of their caseload. These services include: local GPs, fire services, community & voluntary organisations serving families with children, local colleges and schools, some churches, and housing associations.'

Slough – The council reports that 900 primary and secondary school children new to the UK have presented themselves in Slough in the last 18 months. The council has responded innovatively to this situation. It was proving increasingly difficult to place children, particularly at secondary level, into schools as a lack of records meant that their educational needs were largely an unknown quantity. In response to this and in partnership with head teachers the council established the Slough Assessment Centre which caters for newly arrived secondary school pupils without school records. The centre also provides support for newly arrived parents. Many families new to the country have complex needs and require a level of information, advice or support that cannot usually be met by schools. By consulting new arrivals and their parents about their experiences and needs, the assessment centre has been able to provide comprehensive and accessible information. The council has identified a need for similar assessment centres for primary school children but does not have sufficient resources to meet the need.

Stratford upon Avon – Worcester research report – Local Roman Catholic schools report low numbers of migrant workers' children. One suggestion made for why more migrant children are not attending RC schools is that church schools charge fees in Eastern Europe and there may be a perception that the same applies in UK.

Wigan – 'Eastern European migrants in the borough of Wigan' – identifies the following issues for Education:

- Schools have concerns about lack of attendance (possibly due to unfamiliarity with UK education system and culture) and bullying.
- Children are turning up to school unwell – medical assistance has been requested.
- Only 4 hours support given by EAL if children enrol at school and are unable to speak English – more English language classes needed.
- English classes for parents also needed.
- Also a need for translation and interpretation services.
- Crisis in schools with the same resources as neighbouring schools but many more non-English children.
- Cultural awareness packs needed for Eastern European parents (including audio).
- Cultural awareness packs for host community.
- Safeguarding issues – eg anecdotal stories of child locked in room for 12 hours a day so parents can work; 9 children living in greenhouse.

- W&L College can compare EU qualifications with UK equivalent.
- Approximately equal numbers of young women and young men are enrolling with the college to upskill to UK standard and to learn English.

Children's services/child protection

Ealing – Impact on social services referral and assessment services – Ealing's child protection register has risen steadily over the past two years. This includes a significant number of new arrival families. It can be highly complex to investigate the family situation of transient families and ensure effective safeguarding of children, for example, lessons learnt from the tragic Victoria Climbié case.

Cost of interpreters – Assessing potential child protection issues with transient communities who may not speak English is very complex and as well as addressing cross cultural issues, there are costs of arranging and delivering translation services.

Unaccompanied minors – the authority has a statutory duty to accommodate children and young people who have a right to be here but do not have a parent or guardian to care for them. There are extensive associated costs, which include placement costs and social work time costs. Lack of in-house foster care places in Ealing often means that external placements are needed at a cost of between £250 (in-house) to £900 (external) per week.

In addition where they may be refugees and experienced trauma and some form of exploitation, they may need intensive support at high cost. Many are very vulnerable and require specialist placements. They often take longer to develop independent living skills, due to adjustment to a new country and culture, so need to stay longer, in more expensive placements.

Impact of the Hillingdon Judgement 2.5 years ago enables them to access the same support under the Leaving Care Act with housing, education and accommodation up to the age of 21 or 23/24 if in full-time education, placing further pressure on local budgets.

Impact on youth offending services – A number of young people may become vulnerable to involvement in youth crime as they may not have the preventative factors in place of a stable home life, steady career in education, positive role models. In addition many new communities experience significant racism, poverty and poor housing, a combination that can attract some young people to crime and the lure of easy access to material goods. Involvement in the youth offending service can result.

Hillingdon

Hillingdon cares for a large number of unaccompanied asylum seeking children (UASC) due to the presence of Heathrow. All UASCs arriving at Heathrow are referred to the London Borough of Hillingdon by immigration officers as the borough is designated the responsible authority for child protection under the Children Act 1989. There are also a number of non-asylum children arriving at Heathrow who require protection. Further, the Hillingdon Judgement requires those UASCs over 18 leaving care to be accommodated and supported up to the age of 23 if in full time education.

The government grant does not cover the actual costs incurred. The cost to the council in 2005/6 was £4.7 million with an estimated ongoing impact of £6 million.

The Association of London Government, May 2006, provided an analysis of the costs of supporting Asylum seekers leaving care and quantified the shortfall, after grants on this element of the UASC costs as almost £20million. Hillingdon has the highest costs by a factor of almost three compared to the next highest authority. Kent, Lambeth, Harrow, Hounslow and Haringey are the highest of the London boroughs, with Manchester and Solihull being the highest outside London.

Hull and East Riding

Welfare: There were concerns that some children of migrant workers were working longer hours than legally permitted for their age.

Responsibilities under the Children Act: Local authorities have responsibilities to help children under the Children Act. In certain circumstances, financial support to a parent would be made under Section 17 of the Act as an alternative to taking children into care. However, the current legal position of a worker from an A8 country who has been working in the UK for less than 12 months would appear to prevent an authority making payments under Section 17: instead the authority would have to take the less satisfactory and more expensive option of taking children into care.

Wigan – see above section

Adult education and ESOL

Bedfordshire – ‘Research brief – Assessing the needs of migrant workers in Bedfordshire’

explains the change that has been made to the way ESOL is funded: ‘LSC funding of English as a Second or Other Language (ESOL) has expanded rapidly in recent years and has prompted a policy change. On the 18th October 2006, the Minister of State for Higher Education and Lifelong Learning announced that the existing universal entitlement to free ESOL training up to level 2 will be removed. From August 07/08, fee remission will only be available to people who are unemployed, receiving means-tested benefits and tax credits.

Many Eastern European workers will not fall into these priority groups due to their employment and qualification profiles. Research also suggests that very few people with ESOL needs access benefits even if they are eligible. Nationally, only 3 per cent of workers from European Union Accession States receive tax credits, despite around 8 in 10 earning between £4.50 and £5.99 per hour.

The announced changes to ESOL will mean that the cost of paying for courses will shift from the public purse to individuals, unless the employers make a contribution. This will have a potential impact on low paid workers and may have a detrimental impact on the health and safety of workers with ESOL needs.’

Bristol – ‘Polish workers in Bristol’ says that a key issue in Bristol is that there is: ‘Insufficient provision of English as a Second Language to Overseas Learners (ESOL) at levels basic enough to help recent arrivals. Communication issues can have knock-on effects in other areas, such as health and safety in the workplace.’

Cumbria – ‘Mapping advice and support needs in Cumbria for migrant workers’ identifies the importance of providing accessible courses on English language. This was seen as a priority by migrant workers, employers and all the agencies involved in this piece of research.

Hull and East Riding – Migrant workers – impact on local areas and services (Audit Commission)

identifies ESOL as a priority: 'The rise in the number of migrant workers from Eastern Europe since summer 2004 had produced an increase in the demand for English for Speakers of Other Languages (ESOL) courses. This was most clearly demonstrated in Goole, where the number of ESOL students had risen to over 450 a year. The main groups taking classes were Poles and Latvians, followed by Portuguese and Spanish, and most recently Lithuanians. In Hull nearly 2,500 students were recorded as taking ESOL classes during the current year; it is likely that significant numbers were from Eastern Europe, but systems do not currently record nationality.

Improved English was seen as a priority for both migrants and their employers. In both Hull and Goole, courses were being run on employers' premises and at non-standard times, such as lunch breaks. In Goole ESOL was being re-organised so that shorter and nationally accredited courses replaced lessons stretching over the academic year. Hull was also re-organising and expanding its ESOL provision, though the Council believed that it would still not keep pace with demand. A key question for the future would be funding – and how far migrants or employers were prepared to finance ESOL courses.

There was no information about the extent to which migrant workers were seeking other adult education or training. Some migrant workers hold educational or occupational qualifications from their country of origin, but they are not able to take advantage of these in their current employment, which is often unskilled. Some migrants may be interested in converting their qualifications so that their expertise can be formally recognised in Britain. Hull City Council was considering whether to investigate mechanisms for enabling the transfer of qualifications.

Small-scale initiatives to encourage learning had also been launched in Goole. The library was making available books in other languages and DVDs and books to support English language learning. Community education was working with migrant workers whose children attend schools in Goole on family learning involving both children and parents.'

Northamptonshire – Learning and Skills Council – Impact of A8 migrants on ESOL provision in Northamptonshire says that demand for ESOL is high in Northamptonshire with Polish migrants being the largest proportion of learners. Cost for the academic year 2005/06 across the main providers was £511,456. The report explores some of the current issues about the relative funding for basic skills and ESOL and harnessing other skills brought by migrant workers.

Rochdale – The local authority has commented that 'demand for English for speakers of other languages (ESOL) courses is far higher than supply'.

Sefton – 'Migrant workers' report says that interviews with migrant workers revealed that: 'The majority (of migrant workers) are aware of their poor language skills. This has implications for health & safety at work, communicating with official agencies, and everyday relations with co-workers and neighbours"Amongst service providers "there was an aspiration that frontline deliverers should have the skills and information to offer a more appropriate service to deal effectively with their needs. All the agencies raised language as an issue, as they relied on a mix of written and verbal interaction to define need and offer support. Sometimes a migrant worker with language competencies could act as a translator for a group of non-English speakers, but the agencies expected to acquire access to language facilities themselves.'

Southampton – ‘East European nationals living in Southampton’ states that a survey of migrant workers identified the need for English language skills as a high priority but that courses were well oversubscribed.

South Somerset – ‘Migrant workers in South Somerset – a look at language needs and information that might help migrant workers to settle in South Somerset’ – Identifies a need for more information on ESOL courses and translation services.

Stratford upon Avon – Worcester research report – Most migrant workers have a sufficient command of English on arrival to enable them to obtain work. Many, especially the eastern Europeans are highly educated and/or skilled. They accept menial jobs when they arrive but are motivated to improve their language skills and employment situation. The influx of A8 migrants has resulted in a significant demand for ESOL courses with Stratford college as the main provider. Funding bases for these courses are changing but the expectation is that if government funding is reduced or withdrawn the students will still enter the courses and pay their own fees.

Suffolk – Letter from the council leader to the Secretary of State describes the large increase in the number of children entering school in Suffolk in the last few years with ESOL needs and requests the Secretary of State to increase the funding (through the Ethnic Minority Achievement grant) to meet those needs.

Wiltshire – ‘Migrant workers in Wiltshire’ – Interviews with migrant workers showed that ESOL courses are oversubscribed and times of classes sometimes don’t fit in with work commitments. Some students had problems when tutors don’t speak any Polish.

Wigan – ‘Eastern European migrants in the borough of Wigan’ identifies the following issues about language:

- General pattern seems to be that a minority speak fluent English, the majority have basic English, but a significant minority (perhaps as high as 40 per cent) have no English at all when they arrive.
- Universal language card (as used by police) needs to be made available to identify languages.
- There is a significant need for translation facilities – agencies are willing to help with identification of language needs but don’t have enough translation / interpretation resources.
- Russian spoken extensively (as a second language) across the Baltic States.
- Need to identify priority language needs – and take account of dialect and literacy issues.

Town and country planning

West Lancashire District Council has reported that concerns have been raised in the district about the impact of unplanned caravan sites on the landscape and the amenity of local residents. The council has issued Supplementary planning guidance and worked with local growers (who employ many of the migrants as seasonal workers) to establish clear standards for planning permission on temporary sites.

Chichester District Council – Recent immigration to Chichester District: scale and impact (report for the borough by Chris Gaime of the University of Chichester, 2006)

This report describes the pressures put on the local housing stock by the arrival of large numbers of migrant workers. People are accommodated in mobile homes, converted cottages and farm buildings, agency run hotels, private rented housing in the towns and some social housing for those who qualify. The report raises some concerns about the standard of accommodation in some mobile homes. Where homes are permanent or occupied all year round planning permission is required and other regulations such as environmental health apply. However such regulations are less stringent where mobile homes are used for temporary accommodation. Mobile homes for farm workers, sited on farms are exempt from the need for planning permission for temporary occupancy and are subject to fewer inspections by other regulatory services.

Kerrier District Council estimates that 3 to 4,000 migrant workers are living in the districts of West Cornwall (Kerrier and Penwith), mainly in caravans on farm sites. Concerns were raised about the poor living conditions on some of these sites. A series of multi-agency site visits were made by environmental health, fire, housing, planning, police and gangmaster licensing authority officers to inspect the sites and establish what needed to be done to comply with minimum standards. Many of the sites did not have planning permission so an interim planning policy was established to grant permission for temporary sites where minimum conditions are met. This pragmatic partnership approach generated a significant improvement in the living conditions of the migrant workers.

Slough Borough Council has highlighted an issue of unauthorised sheds being erected in back gardens to provide living accommodation for migrants. This contravenes legislation on planning, multiple occupancy and environmental health and puts a significant pressure on the Borough's regulatory services.

Leisure and culture

Devon provided a case study which illustrated the pressure on the library service and some cohesion challenges arising. Extracts from this case study are:

'Large numbers of migrant workers and language school students make use of the computer facilities in our public libraries. This puts pressure on the limited resources available, particularly in the summer, when there is a considerable influx of such people, as libraries lack the capacity to cope with the extra demand. It affects most libraries to a degree, but is particularly acute in coastal holiday areas such as Sidmouth and Exmouth and in the larger libraries, especially Exeter Central and Barnstaple.

Libraries allow all users ½ hour free per day, and subject to demand and the availability of computers, longer for £1.50 per additional ½ hour. They do not provide different levels of service for different categories of user. Demand is such that at times there are significant queues, and this is one major reason why the daily free period is limited to ½ hour, which in itself gives rise to complaints, as many people think we should allow at least an hour free of charge.

Not surprisingly, the "migrant" or "visitor" demand gives rise at times to considerable resentment on the part of regular users, whose perception is that they fund the service via their council tax, and it is therefore "their" service.

The pressure is so great at times that library staff struggle to cope, and other work and service to the wider public suffers. Last year, for example, Exmouth Library reported day-long queues for the computers throughout the summer, sometimes as many as 18 or more queuing for 7 machines. It doesn't help, of course, that communication is often a challenge, though libraries have tried to address this to a degree by

producing simple basic information sheets in 28 languages about joining the library and using the computers, along with "question and answer" sheets in the same languages.

Additional computers (where space permits) and staffing in the libraries most affected would help to alleviate the situation, and would be preferable to alternative provision elsewhere, which would risk creating an "us and them" situation. It would not only benefit the workers/students from abroad (who clearly appreciate the ability to keep in contact with their families at home), but would also help foster international relations by eliminating some of the public resentment which builds up and at times boils over. If funding for this could be made available, it would be a very positive move for all concerned."

From the Libraries' perspective addressing the issue could involve the provision of additional facilities. It will also be important to address the misconceptions of certain members of the public. For instance migrant workers are subject to Council Tax (and Income Tax etc.) in the same way as other residents. These are the types of issues that a 'Myth Buster' would address.

Greenwich, from their evaluation of the needs of different migrant groups comments: 'Many women from African/Muslim refugee communities are reluctant to use public leisure services because of cultural and religious issues. For example, women felt uncomfortable at using public baths and attending public aerobics classes. Some people said they had difficulties understanding instructors in organised classes because of language barriers. Some communities with high prevalence of HIV/AIDS were uncertain whether they had rights to use public leisure services.

The majority of new ethnic communities raised the need for youth activities such as youth clubs, sports and arts activities. Refugee communities were concerned that their children and young people may get involved in drugs and crime and wanted to see more activities to divert young people from these activities. For some, mainstream youth clubs were seen as places of exclusion rather than integration. Young people from recently arrived communities experienced problems attending mainstream youth provision because of language difficulties.

Leicester

The Central and Westcotes (Narborough Road) Libraries have reported a significant increase in library usage from the Polish community. The main demand is for computers so that they can look for jobs, write CVs and use e-mail.

Southampton

Southampton Central library has recently acquired a collection of 392 Polish books which have been issued 2,749 times. Although they do not record ethnicity specifically the librarians say that there are a large number of Eastern European visitors to both Central and Shirley libraries many of which use the computers to contact home. It is estimated that as many as 1 in 10 of the computer users at Shirley Library, during summer 2006 were of Polish or Eastern European origin. Many of the Polish visitors to libraries are young men with families who are avid readers of books in English and Polish.

Play services has reported that over the last 12 to 18 months a large increase in the number of Polish children who are using the play scheme in Newtown and also coming in for advice but they do not have any firm numbers.

Health and adult social care

Chichester – Recent immigration to the Chichester district (scale and impact) says that recent migration has had minimal impact on health but there are very specific localised health issues.

Crewe and Nantwich – Presentation at LARIA conference 10/05/07 – said that whilst migrant workers have had little impact on health services so far, this is starting to change as more family groups are now joining migrant workers who came earlier.

Ealing – Impact of international migration to Ealing – Identifies the following Health and Social Care issues:

- Many patients from A8 countries are not being recorded at hospitals as “Charge exempt overseas visitors. ” Under EU legislation the PCT is entitled to reimbursement from the country of origin under reciprocal arrangements but this doesn’t happen if records are not kept.
- Increased demand for translation services.
- An increase in maternity and termination cases, many of whom are late bookers, making planning more difficult.
- Inappropriate A&E attendance, often by people from countries that do not have a separate primary care system as we have in the UK so their nationals are not familiar with the UK system.
- An increase in mental health needs and in complex and challenging behaviour particularly from people who have come from war zones.

Hull and East Riding – Migrant workers – impact on local areas and services (Audit Commission)

notes that ‘Primary care trusts in the East Riding and Hull had not identified any health problems associated with migrant workers. Health service staff in Hull have noted that some migrant workers come from countries classed as high risk for TB, but few were screened for TB as many do not register with or visit GPs; the risk this poses is currently unknown.

In the East Riding, some migrant workers had faced difficulties in registering with a small number of GP practices; these problems had been resolved. The Minor Injuries Unit at Goole hospital had some concerns about foreign nationals attending with minor ailments, although numbers had fallen as problems with registration with GPs were resolved. Lack of knowledge of the health services available was felt to underlie this issue, and the trust running the hospital is looking to prepare leaflets to improve awareness of the range of health services.

Although the number of children of migrant workers in the area is currently small, NHS services were keen to ensure they had made contact with families. In Hull, for example, a health visitor attended a special session run for parents at a local primary school. Overall, it was felt that health services were managing contacts effectively.

Like many other areas, care providers in both the public and independent sectors in Hull and the East Riding of Yorkshire have had difficulties recruiting and retaining staff. The two councils have been discussing with a consortium of independent care providers how to expand the pool from which staff can be recruited. Recruitment from overseas has been identified as an option.

A survey of independent care providers, carried out in the second half of 2005, had found that one in five already recruited overseas staff, while only 15 per cent of those who had not so far recruited overseas staff ruled it out as an option for the future. Of those who had recruited overseas staff, the majority were satisfied with the results and most said they would do so again. Care homes seemed most positive about use of overseas staff; providers of home care were less willing or found management more difficult. Just over half the care providers who had recruited overseas had done so through an agency, and the two councils were proposing to use a similar approach to seek staff in the future. A further survey was being carried out to ascertain potential demand from the independent sector. This would be used, along with the council's own estimates of demand, to prepare a specification against which specialist employment agencies would be asked to tender. The specification would set out the quality and risk requirements that agency would have to meet; care providers who use the service would also be asked to agree to good practice approaches to training and risk management for staff recruited from abroad. The councils were likely to take on specific responsibility for:

- communication and language training
- introduction to the social and legal aspects of living in Britain and the local area
- advice on access to accommodation, health services, banking etc
- general welfare support, including mentoring.

The proposals were being discussed at a senior level within both authorities, and subject to approval should be operational within a year.'

Southampton – 'East European nationals living in Southampton' reports that the more established migrants are now registering with GPs but local hospitals have seen a large increase in emergency admissions from non whites (thought to be mainly Eastern Europeans).

Stoke-on-Trent – The Local Authority has commented that there is some evidence of increased pressure on local health services (particularly maternity and children's services) as family groups have started to join migrant workers.

Stratford upon Avon – Worcester research report – The influx of migrant workers has had a minimal impact on local healthcare providers, with most workers being young and healthy. They only access health care for contraception, accident injuries or an illness requiring a doctor's note for an employer. Helping migrants to understand how to register with a GP would reduce demands on acute services such as A&E.

Wiltshire – 'Migrant workers in Wiltshire' – Migrant workers interviewed said they make little use of healthcare services in UK. Some used services back in Poland as there are language barriers in UK. Also some workers commented that the UK system seems complicated.

Wigan – 'Eastern European migrants in the borough of Wigan' – identifies the following issues for Health:

- "Lack of awareness and of entitlement to services amongst EU migrants and providers.
- Specific health needs within different ethnic groups.
- Limited government guidance for Primary Care on migrant workers.
- Not a priority issue for health services – many other competing priorities.

- We don't know enough about specific health issues for EU migrants – and no designated staff to deliver the work.
- Different areas have different densities of EU migrants – so should the work be targeted?"

Police and community safety

Cherwell: Banbury: Polish migration to Banbury 2004-07 reports:

Crime – Thames Valley Police have observed that Poles tend to be the victims rather than perpetrators of crime in the area. As many Poles were drawn to Banbury through the connection with Champion Recruitment many migrants have already been screened to some extent. This, it is speculated, has diminished the likelihood of crime developing.

However Poles are particularly likely to be the victims of crime. Many Poles may not speak English, may be identifiable by their cars or voices, may live in more deprived areas and work a wider range of hours. Poles may be the victims of scams either from the resident community or from more established Poles in the country. Poles may also be at risk of street crime that may be opportunistic or racist-related. Fortunately the Banbury Polish Association has attached a monitor to support it, but the association is not in communication with all Poles.

Trafficking and exploitation – The Employment Agency Standards Inspectorate is investigating exploitation at work following a BBC documentary that uncovered widespread abuse at work, including withholding documents, deductions from pay, failure to pay the minimum wage, overcrowded accommodation. Discussions with representatives of the West Oxfordshire CAB have drawn attentions to reports of exploitation in Oxfordshire.

There are also concerns nationally over bonded labour and sex-slavery, in which Poland and other EU accession countries are used as a transit point for Ukrainians and Russians. Public agencies, including the Police and Trading Standards should be vigilant to the risk of this occurring in Banbury.

Cheshire County Council advises that the **Cheshire Constabulary** have responded to a number of issues including:

- conducting publicity campaigns (sometimes in translation) around a number of road safety issues such as car insurance and drink driving
- publicising myth-buster information in the local press
- conducting publicity campaigns around community safety issues such as the carrying of knives
- taking action to prevent trouble during key football matches such as a televised football match of Poland playing England
- policing the new regulations relating to gangmasters.

Chichester: Recent immigration to the Chichester District: scale and impact – reports that the police are necessarily aware of the presence of new immigrants for a variety of reasons:

- vehicle registration, insurance etc
- immigrant involvement in crime
- potential crime links with Eastern Europeans
- immigration law infringements
- immigrants being the target of crime, especially hate crime

As with other aspects of the rise in new immigration, the situation is not static – so ages, nationalities and issues have changed over the last few years. However, none of the above issues are identified by the police as major problems. It is also worth noting that the public's relationship with and expectations of the police in many other countries is different from in the UK, and this is certainly the case in the countries of Eastern Europe where most new immigrants come from. As a result the police are more likely to be feared or mistrusted rather than confided in. The strategies evolved by the police have been to appoint a constable with special responsibility for ethnic minorities (and other minorities too) and to be proactive in going to speak with groups of workers at their workplaces and at Polish, Latvian and Lithuanian community meetings about various issues. The vast majority of respondents to the local questionnaire had had no contact with the police; of the very small number who had, most found them friendly and helpful, with a couple of negative comments.

Ealing Council reports:

Anti-social behaviour in particular has increased, with unknown numbers of Polish and Eastern European street drinkers causing issues. We have no ideas of accurate numbers. However, such work is being progressed with St Mungo's, being funded by the Safer Ealing Partnership. We are also working closely with Hammersmith and Fulham in an attempt to track movements of such persons.

Street Crime – including robbery and street prostitution:– again no accurate figures, however, more reports of street sex crime, are being received by the police and the community safety team. In an attempt to identify the size of the problem, Safer Ealing Partnership has recruited two outreach workers specifically aimed at addressing the scale of the problem and any associated issues, which may arise or be evident from this work, such as trafficking of women/children, drugs and health issues.

We cannot provide specific numbers, however, we are working with the police to try to estimate the source details of the migrants, such as country of origin, sex, faith, age groups. This plotting should allow us to deal with the issues in a much more coordinated and professional manner.

Flintshire Community Safety Partnership reports an increase in incidents of hate crime, most of which are race related. They also report: "Many migrant workers from the new European states come from societies where confidence in and respect for the police is low. There needs to be increased trust between police and migrant workers in order to encourage the reporting of crimes and not take the law into their own hands as some groups have expressed a willingness to do. The Open Door Project, staffed by members of the police force, has been useful in this regard and it is apparent that good relations have been fostered as an outcome."

Hull and East Riding – Migrant workers – Impact on local areas and services

The police in Hull and the East Riding recognised early the potential impact on an increase in migrant workers on their work. They have been actively seeking to improve their intelligence about communities – for example, by contacting major employers and employment agencies for information about numbers. They were also analysing their own operational data in order to plan responses.

Responses to date included:

- briefing and training for front-line staff
- improved interpretation facilities on police radios and in command centres
- signs in other languages in police stations
- language training for 40 police staff with plans to extend this pilot.

The main problems associated with Eastern European migrant workers were drinking and drink-driving, forged and missing vehicle documentation, and shop-lifting – though this did not mean large-scale

problems. Environmental health staff, who were dealing with issues such as noise, reported that migrant workers were usually co-operative when neighbours' concerns were explained to them.

The police reported that individual cases can take longer to deal with because of language limitations. There have also been concerns about people failing to return to court when bailed. The problems with driving offences reflected those encountered with earlier refugee populations: a DVD about driving law that was made for refugees could be re-issued in Eastern European languages.

Two violent incidents in Goole in January 2006, when gangs of local youths attacked migrant workers, had raised concerns about community cohesion in some areas. The response to the Goole incidents was rapid and firm, and there has been no further violence. The police also called a meeting of other agencies in Goole to review community cohesion issues. A local police officer was working to develop links with migrant communities and those, such as local churches, working with migrants. Each division had a recently appointed community cohesion officer with responsibility for developing wider intelligence. Links with wider community safety structures were less apparent. Substance misuse services, for example, had few contacts with Eastern Europeans, although anecdotes suggested there will be cases of misuse.

Southampton City Council: East European nationals living in Southampton quotes a representative of the Hampshire Constabulary:

'There are inherent risks in quoting raw crime figures in the context of migrant communities when there is uncertainty over actual population figures of such groups. Quoting raw crime data in this context can be damaging to communities in respect of public perceptions concerning the level of criminality that exists within them. For this reason, the police are extremely cautious about the use of crime data in this context.'

Quoting raw data of police recorded crime can also be misleading as certain minority communities are less likely than other groups to report crime to the police. The reasons for this are varied and include language barriers, cultural mistrust of enforcement agencies or simply a lack of understanding about how the criminal justice system works. British Crime Survey data can serve as a useful comparison to police recorded crime but it uses different parameters and may miss a proportion of people from migrant communities.'

Fire and rescue services

Cherwell: Banbury – where people live in multiple residency housing, particularly where there may be overcrowding, transitory residence or smoking there is an increase risk of fire. Fire & Rescue is aware of this risk and has been giving talks to English language lessons, however there may also be a need for discussion with the Banbury Polish Association and leaflets as part of a wider Polish public information campaign.

Lancashire fire and rescue service: Migrant communities working group: interim progress report August 2007

The report is illustrated with eight case studies illustrating some of the problems in delivering this service to migrants.

The most pressing concern is that there is a shortage of affordable accommodation for Eastern European migrants across the area with the result that they are living in overcrowded homes in order to save money and to enable them to send money home to their families. The accommodation being used (many are living in what is known as a house in multiple occupation—HMO) is often poorly maintained. When

combined with overcrowding conditions, the risk of fire occurring and causing serious injury or death is heightened.

It is common practice for employers to provide accommodation for their newly arrived workers and to take the cost of the rent from their wages at source. This effectively ties the worker to the employer, but it also means that many of the workers have no choice about the type or standard of accommodation that they have to live in. It is not uncommon to find 12 to 20 people in three-bed houses with wall-to-wall mattresses, three-storey bunk beds, shift-pattern sleeping and sharing beds.

Properties often lack fire precautions and adequate facilities for washing and cleaning. Licensing of three-storey HMOs is mandatory under the Housing Act 2004 (which took effect on 6 April 2006) depending on the number of occupants, but the licensing of smaller HMOs – known as additional licensing – is discretionary.

In addition to the language barriers there are other problems associated with large numbers of people living in overcrowded and substandard accommodation coupled with poor knowledge of fire safety education.

Fire safety issues include drying clothes in front of gas fires that are left unattended, various cooking related fires, candle fires and fires related to smoking and alcohol consumption. There have also been a number of arson attacks perpetrated against this group.

Access to this group is further exacerbated because of an inherent lack of trust of uniformed services in general. Additionally, in East Lancashire there has been a notable rise in racial tensions resulting from negative attitudes towards this particular group from the indigenous Bangladeshi community who believe that the lower paid jobs have traditionally been theirs by right.

Because the migrant workers are prepared to work long hours for less than the minimum wage it has been a perception by some Bangladeshis that they have stolen their jobs. Fear of the police means that attacks on Poles by Bangladeshis are largely going unreported.

Lancashire Fire and Rescue Service have been successful in a number of initiatives including:

- data sharing with other agencies
- local, regional and national partnership working and sharing practice
- fire safety literature in Polish
- translation services and subscription to Language Line
- free Polish classes for firefighters
- appointment of a Polish Community Fire Safety Practitioner
- fire safety information in welcome packs
- fire safety talks in the workplace and through Polish churches, clubs and children's centres
- key phrases in Polish for Firefighters – laminated card
- joint work with the local college ESOL classes
- a visit from a senior Polish fire officer
- an informal twinning project with the fire authority in the northern Polish town from which most migrants coming to Morecambe originate
- research and performance management of fires in relation to this vulnerable group.

Voluntary sector

Cherwell: Banbury

The Banbury Polish Association has developed good links with public agencies and has secured funding from Cherwell Council.

Berwick upon Tweed CAB

Berwick Citizens Advice Bureau was granted a small sum of money by Northumberland County Council to carry out a survey among migrant workers who live, and or work, in the Borough of Berwick-upon-Tweed. The aim of the research was to elicit information that could inform the future planning of public service provision as well as private sector employment. The objectives of the survey were to obtain information in relation to family and personal, employment, health care, housing, education and welfare benefits. The questionnaire method was used to directly survey migrant workers themselves, supplemented by short interviews.

Bristol

'A member of the Community Development Team has been working with a group made up of representatives from the Bright Project (an organisation set up in order to improve the standard of benefits and legal advice for Black and other Minority Ethnic voluntary sector organisations in Bristol), South Gloucestershire Council, the Anglo Polish Society and the Polish Consul, with a view to securing funding to set up a Polish Information and Advice officer in a room adjacent to that of the Polish Consul and also to hire a Polish speaking worker to circulate a questionnaire to as many Polish people as possible, which would give the authority much better evidence in terms of the numbers of Poles in Bristol, where people are located, their skills etc. Another member of the Community Development Team, working with a homeless organisation known as Action Works, has obtained £300 from Neighbourhood Renewal to hold a consultation event with Eastern European migrants to identify housing and other issues among this new community.'

East of England

'A source of advice available to all communities of migrant workers is the CAB and our interviews both with advice workers in the bureau and with migrant workers demonstrated how key this service is to new arrivals in the region. Although CAB workers told us that they are struggling to service clients who do not have sufficient fluency in English, some migrant workers were very positive about the service.'

Leicester's New Arrivals Strategy states 'The voluntary sector has had a crucial role to play in providing services to a range of new arrivals. Owing to its grass-roots focus and flexibility, it is in many occasions best placed to respond to needs. This is particularly the case when large numbers of new arrivals come into the city.'

Structural issues

Most of the local authorities who responded to our survey highlighted the need for more reliable information to estimate and project population and housing needs. Several authorities have identified pressures on the housing stock that were not predicted by the official estimates which are used as the basis for regional spatial strategies.

Kerrier and Penwith District Councils have, through their West Cornwall Migrant Workers Action Group (MIGWAG), developed protocols for the sharing of information amongst local agencies to improve the information base for local estimates of population and housing need.

Ealing, Hull, Slough, Wiltshire, Wigan, Sefton, Durham, Bristol, Chichester and Crewe and Nantwich have all identified pressures on the housing stock which are reflected in overcrowding, sharp rises in the price of cheaper properties and poor housing conditions. (See details in the Housing and Homelessness section of this appendix).

Durham County Council and Easington District Council have argued that migration patterns need to be analysed at a national level as northern regions are now experiencing as great an impact from international migration as southern regions and at regional level because of the knock-on effects within regions. New immigrants to Tyne and Wear have contributed to a rise in the cost of private housing causing pressures on the stock of social housing and ripples of movement to neighbouring districts.

Easington Council has said that:

“The real issue for Easington at the present time appears to be the indirect effect of International Migration into Tyne and Wear. We are now experiencing more inter-district migration than was anticipated. There is much to suggest this is being fuelled by significant population growth within Tyne and Wear arising from international migration (62 per cent of North East national insurance registrations to overseas nationals in 2006 were in Tyne and Wear). This seems to be displacing Tyne and Wear's indigenous population to nearby Districts, like Easington, in an unpredicted way (ie we are not stealing Tyne and Wear's population at the expense of their decline but easing the strain on their housing stock). Durham County Council's population projections for districts like Easington make critical assumptions about migration based on population projections for the region as a whole – the two cannot be separated. To plan for the needs associated with this (housing, schools etc) we need accurate population statistics for the region (including the Tyne and Wear conurbation) and not just the district. It would seem vital to see the bigger picture on this to adequately address current issues and avoid future problems. Increasing demands are being placed on the social housing stock, reflected in rising waiting lists, as increased migration pushes up house prices and reduces the availability of houses. To plan adequately for existing and future housing needs (social and private) we need accurate population information and robust projections. Housing provision has long lead in times so we need this immediately.”

Appendix 2b: Summary of local evidence

Region: South East

Southampton City Council (Unitary)

'East European Nationals Living in Southampton – An overview of the nature and impact of in-migration by East Europeans into Southampton since May 2004'

Simon Winkworth, Jola Kalinowska, Vanella Mead

February 2007, 28 pages

The report gives a brief overview of national information and research about East European migration, an analysis of the Southampton situation using the WRS and a survey of 75 migrants. It also includes a summary of discussions with 14 service providers undertaken by a market research company for the council, anecdotal information on the impact on a range of local services and some community cohesion issues.

There are probably between 10,000 and 12,000 A8 nationals in Southampton. The majority of those registered with the WRS are Polish, aged under 30 and male. Their highest need for services is English language teaching and courses in the city are over-subscribed. Access to housing and improved information in Polish on local services, driving and criminal justice are further priorities. Service providers report an increase in the demand and usage from East Europeans: children of A8 families make up 1.1 per cent of pupils; more established migrants are registering with GPs, however local hospitals have seen an increase in emergency admissions from this group; a small but increasing number are applying for social housing; increased use of library services; 8 per cent of visits to the council's 'One Stop Shop' advice centre and local community advice centres have seen increased demand. Issues raised by waste collection services, environmental health, police, and play services are included.

Chichester District Council (District)

'Recent Immigration to the Chichester District: Scale and Impact'

A study commissioned by Chichester District Council 2006

Chris Gaine, Professor of Applied Social Policy, University of Chichester

January 2007, 61 pages

It is tentatively estimated that are 2,500 newcomers to Chichester since 2004 – 2 per cent of the population at the time of the 2001 census. The majority work in agriculture along the coastal strip. The report analyses employment in a range of sectors and stresses the workers are complementary and not replacement workers and are essential to the local economy. It provides information to counter myths and misconceptions about migrants.

A significant issue for concern is a shortage of affordable housing for low paid workers all along the coastal strip, with mobile homes, converted cottages and farm buildings and hostel accommodation outnumbering private rented sector in Chichester, though there is some private rented in Bognor and Littlehampton. Some evidence of sleeping rough on the beach is given as evidence of the acute housing needs. The increase of new migrant children in schools is small, although across West Sussex as a whole there was a 21 per cent increase in referrals to the ethnic minority achievement team who are responsible for language support and Eastern European children were the largest new group. There is minimal impact on local health provision, though some localised health issues are described. Police issues include non-compliance with vehicle law including drink driving, and new migrants being the target of crime, especially hate crime.

The report raises as a second area of significant concern, public hostility towards and considerable public ignorance about the new migrants. The high priority recommendations arising from the report, therefore, focus on public preparation and education and addressing housing needs and standards.

Slough Borough Council (Unitary)

'There's no accounting for some people: An analysis of the current ONS underestimation of Slough's population and an assessment of its financial implications'

July 2006, 57 pages

Between 1991 and 2001, Slough experienced the ninth fastest population increase of any local authority in the country. The ONS mid year estimates report Slough as having the second largest decreasing population. 'There's no accounting for some people' questions the ONS methodology and highlights its significant impact on the borough's financial settlement over a period of years.

The council has raised increasing concerns about community cohesion in Slough and some growing challenges which the council believes are exacerbated by the reductions in discretionary services brought about by the consequences of the population undercount. It identifies additional funding requirements of £790,000 for community cohesion, counselling and embedding new arrivals, conflict resolution, youth diversion, skills development and schools assessment centres. The council has identified 1,050 Houses of Multiple Occupation and estimate it will cost £400,000 to investigate them all. 900 primary and secondary school children new to the UK have presented themselves in Slough in the last 18 months.

Banbury – within Cherwell District Council, Oxfordshire (District)

'Polish migration to Banbury 2004-07 : Impact on public services'

Draft document for discussion 2007, 13 pages

From 2004-06 there has been a migration of between 500-1500 Poles to Banbury. The population is expected to remain static or grow slightly in the next five years; it is likely to become less transitory, more established and more family orientated.

The impact on public services is likely to be small, focused on certain services in the short-term (as almost all migrants are of working age) and greater in 5-15 years time as families start to develop. Crucially it is the ability of individual Poles to acquire English, financial independence and social integration with the resident population that determines how great a role public services play in the future. Some of the immediate service impacts are described.

The document recommends that the early and targeted allocation public resources are likely to facilitate earlier integration into Banbury society and reduce costs for public agencies in the long term.

Oxfordshire Partnership Local Strategic Partnership (County)

Briefing paper 9: Population

July 2007, 38 pages

A summary of existing data sources and information – to be used to inform the partnership's review of their Community Strategy.

Vale of White Horse District Council (District)
Paper on mapping new migrant communities
Katherine Doherty August 2007, 6 pages

Produced in response to our questionnaire, the paper summarises statistical information regarding new migrants using WRS figures (540 people), ethnicity data regarding applicants to the Council's Housing register (16 from Poland and Lithuania) and nationality data for those on the electoral register (235 people).

The council wants to build on this work to improve its understanding of how new migrant communities are developing in the Vale and plans further mapping work

Region: London

London Borough of Ealing (Outer London Borough)
Briefing: Impact of international migration to Ealing
Sally Burrows and Karen Mawson: Policy Performance and Partnerships
June 2007, 31 pages

This briefing paper summarises the data sources for population in the borough and notes their limitations. Overall, a combination of data sources suggests that over 12,000 migrants arrived in Ealing in 2005. Ealing has the most Indians in London, also the most Poles, Afghans, Armenians and Iraqis. The borough queries the ONS MYE figures which have recorded a decrease in in-migration.

The paper includes reports directly from a range of services on the impact of migration including health – primary care, mental health and Ealing Hospital; police and community safety; customer services and benefits service; children and families, schools, headteachers, children's social services; adult social care; housing; voluntary sector. The reports indicate new and significant challenges in a borough well used to working with diverse communities.

London Borough of Barking and Dagenham (Outer London Borough)
Population statistics: Briefing note, 3pages

The paper summarises the council's case that the ONS have undercounted the borough's population significantly. They point to a failure to capture long term migration, short term migration, illegal immigrants and that the population projections use historic data rather than data projected forward based on, for example, housing developments.

City of London (Inner London Borough)
Paper in response to questionnaire, 2 pages
Lesley Aalbers, August 2007

The paper highlights the issue of 'short term' migrants – those staying in the city for a few months and then returning abroad. These are typically those who are resident for 3 to 6 months for business purposes. The City of London has 5,795 residential units but, according to the 2001 census there are only 5,024 households – the difference being largely attributable to the proportion of 'second' residences and short term migrants.

London Borough of Tower Hamlets (Inner London Borough)

Letter from the chief executive to the ONS

15 August 2007, 5 pages

The letter covers the key population issues for Tower Hamlets which include weekday residents, significant local development, unacceptably high confidence in the International Passenger Survey, short-term migrants and illegal migrants.

London Borough of Hillingdon (Outer London Borough)

Impacts of Heathrow on Hillingdon

Roger Tym and Partners December 2005

Summary of the key issues relating to UASCs, 2 pages

Unaccompanied Asylum Seeking Children (UASC) arriving at Heathrow are referred to the London Borough of Hillingdon as the designated responsible authority under the Children Act 1989. The council currently supports 900 UASC at a cost of £6 million above that which can be claimed from government grants. £1 million relates to those who are over 18 and have Exhausted All Appeals (EEA) but the council continues to support under the 1948 National Assistance Act and the Children Leaving Care Act 2000 – confirmed in the ‘Hillingdon Judgement’.

The LGA and ALG made a joint submission in May 2006 providing information on the costs of UASC and recommending the removal of grant thresholds so that the full costs incurred by local authorities would be refunded.

London Borough of Greenwich (Inner London Borough)

New communities in Greenwich

Social Inclusion and Justice Division, 23 pages

This report provides a demographic profile of the new ethnic communities in Greenwich and summarises some of the key issues identified by the communities themselves as being important.

The borough has seen a rapid increase in the number of migrant workers from Eastern Europe especially from Poland and Lithuania but the total numbers are lower than in many other London boroughs. Learning English was seen as vital for all communities. Eastern European communities were strongly motivated to attend ESOL classes and this is seen as key to accessing jobs and improving job prospects. (Over 60 per cent of ESOL evening classes provided by Greenwich Community College are attended by Eastern Europeans). However, ESOL classes are oversubscribed. Other service areas are covered – in respect of the needs of the broad range of nationalities in the borough.

London Borough of Newham

Newham's Population and the Office of National Statistics Mid-Year Estimates

Michelle von Ahn

October 2006, 7 pages

Newham estimates that the population has been undercounted by at least 5,000 people since 2002.

London Borough of Merton (Outer London Borough)

Emerging communities in Merton

Powerpoint presentation

Suggests the ONS population underestimate is 11,000 and notes a large rise in Polish speaking children in schools. Tamil is the language most spoken by EAL children in Merton schools.

Population mobility and service provision

A report for London councils

Tony Travers, Rebecca Tunstall and Christine Whitehead with Segolene Pruvot. London School of Economics. February 2007, 69 pages

The report examines and seeks to measure a number of impacts of population mobility and transience in London boroughs. It examines: – the scale of recent migration and other mobility affecting the capital; existing sources of research into the costs and consequences of population mobility; boroughs' own experiences of mobility and the impacts this generates; estimates of some of the costs of mobility for boroughs; a description of some of the service consequences of population movement; the implications of mobility for local government finance; evidence about the relationship between transience and social cohesion.

The report states 'Even though there is a commonsense understanding of the costs and consequences deriving from high levels of mobility in a city such as London, it is not always easy to measure whether mobility 'above trend' means that costs become disproportionate to that level of mobility, or to separate out mobility impacts from other cost drivers within the complex services provided in the capital. But this difficulty does not mean that such costs do not exist. In particular, it is not clear whether it is the fact that mobility occurs, the nature of population moving, the extent of churn both within the area and for individuals, or all three – that impacts on costs and social cohesion'.

Following an overview of the nature of impacts on services the report suggests that these 'would imply annual costs to London boroughs of substantial sums that are very likely to exceed £100 million per annum and which might do so by a larger amount'.

The report advocates improving the research base to understand and define the concepts involved and to assess the order of magnitude of the costs that come with mobility and transience of different kinds.

DfES and GOL London Child Mobility Project (Supplied by Westminster Council)

PriceWaterhouseCoopers May 2006

The report covers the following areas:

- how child mobility impacts on the Every Child Matters outcomes for children
- types and definitions of child mobility
- why the challenges are so great in London
- young people's experiences of mobility
- service delivery issues for mobile children including:
 - cross-cutting issues
 - issues pertaining to specific groups.

The study raises key issues which impact on children and the range of agencies which are seeking to provide services for this group.

Region: East Midlands

Leicester City Council (Unitary)

A8 migrants in Leicester

Trish Robert-Thomson

March 2007, 9 pages

The City's case for proper funding for its population

Report to Cabinet

July 2007, 15 pages

The A8 report covers evidence of estimated numbers, regional and national developments and local challenges to community cohesion. Amongst the impact on local services is the level of mobility in schools. There were 285 newly arrived pupils at the start of term in September 2006. Including this number, between September 2006 and March 2007, there have been 917 new primary school pupils and 544 new secondary students. Evidence indicates that schools are reporting increased numbers of Polish pupils. From summer 2007 schools in Leicester will adopt the new DfES 'Pupil First Language' system that will allow a comprehensive recording of the first language of all students in Leicester. School census information in Leicester has indicated that the percentage of pupils describing themselves as 'white European' has risen from 1.1 per cent in 2005 to 1.9 per cent in January 2007.

The council's Housing Department has also noted a significant increase in the numbers of A8 nationals since April 2005 receiving homelessness assistance, accessing the Housing Register and or being rehoused. The council's Translation and Interpretation Unit have indicated that there has been a significant rise in requests for interpretation into Polish, along with some requests for Czech, Slovakian and Portuguese. The report also notes concerns about community cohesion and action to be taken by the council and its partners.

The Cabinet Report outlines the city's calculations of an undercount of 20,000 people in the MYE.

Leicestershire County Council (County)

Cohesive Communities in Leicestershire

Research and Information Team in collaboration with the Centre for Social Action De Montfort University

July 2007, 70 pages

Overview and context of cohesion in the county, written to inform broad strategic developments for the LSP, Community Strategy and Local Area Agreement. Proposes challenging stereotypes and myths, devolving power and neighbourhood management, increasing volunteering, responding to emerging new communities and improving personal circumstances and perceptions.

Northamptonshire Learning and Skills Council (LSC)

Impact of A8 migrants on ESOL provision in Northamptonshire

Aubrey Davis, Northamptonshire LSC

January 2007 (Draft), 22 pages

Demand for ESOL is high in Northamptonshire with Polish migrants being the largest proportion of learners. Cost for the academic year 2005/06 across the main providers was £511,456. The report explores some of the current issues about the relative funding for basic skills and ESOL and harnessing other skills brought by migrant workers.

High Peak Borough Council (District)

The experiences and needs of ethnic minority residents and workers in the borough of High Peak

Tracey White, University of Derby

June 2005, 70 pages

Qualitative research on the experiences and perspectives of a broad range of people from black and minority ethnic communities, settled or new to High Peak

South Holland District Council (District)

The dynamics of migrant labour in South Lincolnshire

Drasute Zaronaitė and Alona Tirzite

Published by South Holland District Council 2006

(supported by the East Midlands Development Agency and Lincolnshire Enterprise), 140 pages

The report gives the results of a survey which aimed to:

- collect demographic information about new communities, gain understanding about their countries of origin, spoken languages, age groups, education etc
- identify employment conditions within the different sectors
- understand recruitment practices and required skills
- recognise whether gangmasters are reacting to the new laws introduced through the Gangmasters Licensing Act
- identify employment patterns and practices used by gangmasters
- identify housing and living conditions
- investigate ways to integrate migrant workers
- identify skills and qualifications held by migrant workers
- identify aspirations and plans of migrant workers
- examine future business perspectives of employers
- describe migrant workers from the view point of the local population.

The report concluded that 'It is a common view that destination countries are significant beneficiaries of migrant labour. They acquire an increased stock of available labour, plus the knowledge and skills of migrant workers. Furthermore, in areas with ageing populations, such as South Holland, migrant workers can offset labour shortage problems. This research confirms that migrant workers are a growing category of employees in the UK and that they are vitally important to the local economy. However there is a lack of integrated and cross-departmental data on the number of people moving to live and work the UK. There is a need for more published and translated information for migrant workers arriving in the UK, clearly stating their rights and their responsibilities.

There would be value in improving cross-sector partnerships within and between statutory agencies and NGOs to clarify issues of concern, identifying good practice and developing future strategies and actions'.

Region: Yorkshire and Humberside

East Riding of Yorkshire (Unitary)

Migrant workers: impact on local areas and services:

Report to the Audit Commission on study visit to Hull and East Riding

Roger Matthews

July 2006, 27 pages

Migrant worker action plan August 2007

Hull and East Riding areas were receiving over 2,000 new economic migrants a year before EU expansion in May 2004. Since May 2004, the number of new economic migrants coming to the area has risen, so that in 2005-06 the number was probably 4,000 higher than before EU expansion. Most of the rise appears to be due to increased applications by people from A8 states.

The report looks at the impact of migrant workers on specific services and agencies and how there were responding. This includes adult education, advice services, health services, housing, police and community safety, schools and children's services and social care. Over-occupancy and poor condition of housing were seen as problems and whilst supply was currently adequate, this would change and may have implications for others looking for housing in the future. Issues relating to schools admissions, child welfare, community tensions and cohesion are also highlighted.

The East Riding of Yorkshire Council's Action Plan addresses the findings of the report and sets out a co-ordinated plan for the Local Strategic partnership

Region: North East

Northumberland County Council (County)

International migrant workers in Northumberland

Ellie Bates

October 2006, 70 pages

In the North East there were 11,100 overseas nationals who registered for a NINO in 2005/6 an increase of around 3,800 people on registrations in 2004/5 (7,300), and close to double the level in 2003/4 (5,800). In 2005/6 around a third of these were from the A8 countries slightly lower than the UK where around 2 out of 5 (41 per cent) were from A8 countries. The numbers of A8 nationals registering for NINOs in the North East is less than 2 per cent of all A8 nationals in the UK, but the numbers have been increasing steadily every quarter, as have the percentage of all in the UK who are registering in the North East. In Northumberland there have been at least around a 1,000 registration for a NINO in the last two years.

The report covers sources of data and perceptions of 6 service providers (4 librarians, 1 business adviser and 1 legal adviser) and opens the debate in the region to explore further the needs of migrants and the impact on services.

Berwick upon Tweed Citizen's Advice Bureau (Voluntary organisation)

Migrant workers in the borough of Berwick-upon-Tweed

May 2007, 33 pages

The aim of the research was to elicit information that could inform the future planning of public service provision as well as private sector employment.

The objectives of the survey were to obtain information in relation to family and personal, employment, health care, housing, education and welfare benefits.

The findings, from a return of 49 questionnaires appear to show a core migrant worker community of mainly A8 nationals who plan to remain living and working in the Borough. However, while their economic contribution to the local economy is recognised they are socially disadvantaged because they lack knowledge of their rights and responsibilities and the services available to them. The report recommends that local public and voluntary bodies and employers should be more pro-active in obtaining and producing information written in the main languages of local migrant workers eg Polish, Portuguese and Russian. In addition, attempts should be made to locate qualified language translators/interpreters in the area in an effort to use local migrant workers as a resource to overcome the language barrier.

Durham County Council (County)

Response to questionnaire (extract)

The county council runs its own demographic model which produces alternative population estimates/projections to those provided by ONS. The migration component is based on annual changes to the electorate rather than utilising patient records/GP re-registrations. We continually monitor population change and have identified – in addition to increasing levels of net inward migration post 2001 – an annually increasing level of natural decline within the County Durham. We anticipate that this natural decline will be with us until the middle of this century; hence a degree of inward migration to the County would be welcome to help restore the age balance of the population.

We have working groups examining age structural trends to assess the implications of change for services provided by Adult and Communities Services and Children and Young Persons Services. These exercises will implicitly involve migration.

At the strategic level, sub-regional housing allocation targets provisionally agreed after the NE RSS *Examination in Public*, will have to be increased to reflect the recent growth in population in County Durham and the other sub-regions. At the local level, district housing officers will be endeavouring to provide decent housing for asylum seekers and transitory migrants.

Easington District Council (District)

Tales from the market – What they say about

Population increase and housing needs in the North east

Debbie Shanks March 2006, 33 pages

The article, response to the questionnaire and supporting data discuss the impact of population change on housing and the housing market and raise issues about planning for future supply. The questionnaire response notes:

'The issue for Easington is not, as yet, direct International Migration into the District. Over the last few years we have attracted some Eastern European Migrants, but national insurance information and anecdotal evidence suggest this may amount to 500 or less. It is not known if this group appears in official population estimates.

There are, however trends we will need to monitor. There is a national food manufacturing firm moving into the district which intends, largely, to employ an immigrant workforce which they will recruit. The relative cost of houses has been a factor in their decision. We are also aware that a firm providing move on accommodation to former asylum seekers is currently buying tenanted houses in the district. The relative cost of housing is, again, likely to be a factor in their approach. Existing tenants are being given notice to quit and are seeking help and advice from the council. The firm has a reputation for providing accommodation to illegal, as well as legal asylum seekers currently being dispersed to Tyne and Wear.

The real issue for Easington at the present time appears to be the indirect effect of International Migration into Tyne and Wear. We are now experiencing more inter-district migration than was anticipated. There is much to suggest this is being fuelled by significant population growth within Tyne and Wear arising from International migration (62 per cent of North East national insurance registrations to overseas nationals in 2006 were in Tyne and Wear). This seems to be displacing Tyne and Wear's indigenous population to nearby districts, like Easington, in an unpredicted way (ie we are not stealing Tyne and Wear's population at the expense of their decline but easing the strain on their housing stock).

Durham County Council's population projections for Districts like Easington make critical assumptions about migration based on population projections for the Region as a whole – the two cannot be separated. To plan for the needs associated with this (housing, schools etc) we need accurate population statistics for the region (including the Tyne and Wear conurbation) and not just the district. It would seem vital to see the bigger picture on this to adequately address current issues and avoid future problems'.

'Tales from the Market' states, in relation to overall growth in the North East region: 'This growth is putting serious pressure on the housing stock, particularly given modest building rates and ongoing demolition across the Region. At March 2004 there was worrying evidence of: huge rises in statutory homelessness, now at levels second only to London; dramatic drops in first time buyers, bigger than in Southern Regions; continuing price rises of the cheapest houses; new household formation being constrained by housing availability; and desperately low 'available' vacancy, symptomatic of serious housing shortages.

The Draft Regional Strategy for the North East (2005) and other strategies are being over-taken by the speed of population increase and have failed to identify emerging problems. All information now suggests the level of new housing proposed is much too low, based as it is on population increase of only 2000. More seriously, such low levels of house building are likely to exacerbate existing housing shortages and prejudice the region's economy.

The situation requires difficult decisions to be made about demolition, realistic house building rates, and housing growth points. However, all this must be underpinned by much better information than is currently being used. The current rate of population increase makes these matters urgent and requires further strategic advice to those preparing Local Development Frameworks. This would seem essential to enable practitioners to respond to this very volatile situation, and to meet rather than exacerbate existing housing problems'.

South Tyneside Metropolitan Borough Council (Unitary)

Report on population changes March 2006, 8 pages

The report updates the Executive Team on the impact of a falling population of children and young people, the increase in international migration and indicates the need to manage the implications in terms of future provision for children and older people.

Tyne and Wear research and information group and Tyne and Wear policy managers' group
Changing trends in the labour market and international migration in Tyne and Wear 2004 – 2006, 9 pages

The report documents that claimant unemployment has risen by 2,800 since Autumn 2004. The Labour supply has grown due to the rising number of people of working age, the rise in economic activity amongst people aged 50 to retirement age and the inflow of migrant workers from A8 countries. Youth unemployment is rising faster than overall unemployment rates and is seen to be one of the more significant impacts of the changing labour market.

Region: East

Norfolk County Council (County)

Response to questionnaire

The Norfolk Strategic Partnership and the Community Strategy guide the work on cohesion issues such as migration through a 'Community Cohesion Strategic Group and Network'. This has organised regular events and activities to better understand and respond to changing needs.

The county council commissioned the University of Sussex to conduct research into 'Migrant working in West Norfolk'. The report documents some of the experiences of migrant workers and the impact in relation to housing, Health and cohesion. Further research has been undertaken on the 'Provision for migrant workers and their children'. The county council is looking at other appropriate responses including the provision of community websites to new migrant communities.

Suffolk County Council (County)

Letter from the leader of the council to the (then) Secretary of State for Education and Skills regarding EAL pupils

The letter refers to the increased numbers of EAL pupils that have arrived in Suffolk schools and the consequent demands placed on schools and the local authority. These demands have been exacerbated following the reduction in the Ethnic Minority Achievement Grant (EMAG) allocated to Suffolk by the DfES from 2005 – 2006. At a time when Suffolk has received more new EAL pupils than ever before, the authority has been provided with reduced funding by central government and the letter seeks reconsideration of the EMAG grant formula.

New and emerging communities forum action plan April 2007 – March 2008

The Action Plan co-ordinates responses across partners and covers access to services, participation and representation, community safety and shelter, partnership and community leadership, data and information and communication, which includes actions to promote community cohesion.

East of England Development Agency
Migrant workers in the East of England

Dr Sonia McKay, Dr Andrea Winklemann-Gleed
Autumn 2005, 246 pages

The report details the numbers, skills and profiles of migrants and their motivations and needs. It interviews employers, Trades Union and migrants themselves and explores conditions of work, migrants' well being and their experiences of accessing public services.

Region: North West

Manchester City Council (Unitary)

"National insurance number allocations to overseas nationals"

Linda Frost, August 2006, 7 pages

The report summarises data on National Insurance registrations in Greater Manchester where the number of registrations by overseas nationals rose by 51 per cent between 2004/5 and 2005/6 to a figure of 23,730. This is slightly above the national increase of 50 per cent. 67 per cent of the new migrants came from Poland. There is no discussion of impact on services.

"Workers registration scheme May 2004 to March 2007"

Linda Frost, June 2007, 20 pages

This report summarises data from the Workers registration scheme (For A8 migrants). It identifies the register's population by age, sex, occupation, industrial sector, country of origin and intended length of stay. There is no discussion of impact on services.

"Population and neighbourhoods data analysis"

Linda Frost, report to executive members group, March 2007, 34 pages

Provides detailed information on population change in the city drawing on a wide range of data (e.g. Schools, Health, National insurance etc.)

Sefton Metropolitan Borough Council (Unitary)

"Migrant workers"

Jan Egerton, report to cabinet, Oct 2006, 15 pages

The report examines issues arising from the increase in migrant workers. It concludes that migrant workers have absorbed demand for labour that was not being met from the UK labour supply. It identifies three areas for action: 1) to challenge exploitation of migrant workers, 2) to improve access to services for migrant workers, 3) to strengthen the labour supply from Sefton's regeneration priority areas.

Burnley Metropolitan Borough Council (Unitary)

"Migrant workers"

Mike Waite, report to economy scrutiny committee, July 2007, 13 pages

The report sets out information on the scale and nature of economic migration in Burnley and the surrounding areas of East Lancs. It concludes that impacts are mainly positive and recommends action to maximise the positive impacts and minimise negative impacts. Burnley has introduced a 'Welcome' pack.

Other areas of action include Equalities, pay levels, community safety and economic development. Recommendations are not costed.

Lancashire County Council (Shire county)

“Analysis of worker registration scheme data in Lancs county districts and unitaries.”

Jacqueline Evans, 2007, 7 pages

This report estimates the scale and nature of economic migration into Lancashire by analysing worker registration data for the period from May 2004 to March 2007. It identifies age, sex, country of origin etc. but does not identify issues or recommend actions.

Lancashire Fire and Rescue service

“Migrant communities working group: interim progress report”.

Joanna Booth, August 2007, 10 pages

Lancashire Fire and Rescue service has identified a “pressing concern” about fire risk arising from the overcrowded conditions in which many Eastern Europeans are living due to the shortage of affordable accommodation. The report says that many economic migrants are living in multiple occupation, often in properties provided by their employers. Many of the properties lack fire precautions and adequate facilities for washing and drying clothes. Fires have been caused by drying clothes in front of gas fires that had been left unattended, smoking, alcohol and arson committed by people who have negative attitudes towards new migrants. They have developed an action plan to address these issues including home fire safety checks, fire safety leaflets in Polish, some basic Polish classes for fire fighters, the appointment of a Polish Community Fire Safety co-ordinator and material in welcome packs.

Cumbria County Council (Shire County)

“Mapping of advice and support needs in Cumbria for migrant workers.”

Report by Edge Hill University, commissioned by the Cumbrian voluntary sector partnership with funding from Defra, 107 pages

The report is based on a combination of published sources and interviews with a sample of local people including migrant workers and their employers. It identifies the characteristics of Cumbria’s migrant workers including where they are living. Poles form the largest single group followed by Slovaks and Lithuanians. The majority are working in hotels or as factory operatives and their main needs are for better employment and housing conditions and clear information on access to services, benefits and English language courses. Cumbria County Council have commented that there are some costs to local services (increased pressures on schools, information services and interpreting costs) but that migrant workers bring a net benefit to the local economy because they fill a gap in the local labour supply in an area that is short of indigenous young workers.

Wigan Metropolitan Borough council (Unitary)

“Eastern European migrants in the borough of Wigan”

Wigan partnership – Contact Richard Helms at Wigan MBC, 20 pages

Wigan Partnership has drawn on a range of published data and surveys of local people to map out their migrant worker population. As with many other local studies, they present evidence of a migrant population much greater than is shown by the official statistics. The report also identifies issues about how to meet the needs of migrant workers and the extra pressures on existing facilities. Evidence of poor housing conditions, poor information and exploitation by some employers. Language problems are seen

as an issue which emerges in the workplace, in schools and in how people access services. The report argues for a partnership approach and for clearly identified resources to tackle the issues identified.

Crewe and Nantwich District Council (Shire district)

“Migrant workers in the borough of Crewe and Nantwich”

Presentation by Ian Richardson (community development) at LARIA conference 10th May 2007 (slides available on www.laria.gov.uk), 13 pages.

The presentation discusses some of the uncertainties around measuring the number of new migrants and then describes the way Crewe and Nantwich council and ten partner agencies in the public, private and voluntary/community sectors have engaged with economic migrants locally. The main issues identified by the migrant community are poor housing conditions, confusion about wage levels, limited knowledge about rights and obligations (and where to go for help and information). There have been local tensions as some established residents fear that migrants are taking their jobs and receiving preferential treatment for benefits and services but the fact is that unemployment is only about 2 per cent and there is much evidence that most migrant workers are young, healthy, reliable, hard working and well educated. However tensions have arisen due to rowdy behaviour fuelled by alcohol. In 2005 families started to join workers and this has had an impact on health and education services. The partnership approach has included the establishment of drop-in centres to provide advice and information and to support ESOL programmes. This support work has been resourced by an “Invest to save” allocation of £100,000 over three years. Other grants have been obtained for specific initiatives (eg St Thomas Moore school made a successful bid to fund a programme of language support and cultural learning).

Rochdale Metropolitan Borough (Unitary)

Economic migration information – Response to LGA questionnaire

David Bayliss, research officer, 2 pages

The borough council has examined a wide range of data sources including PLASC, GP registrations, National insurance numbers, Worker registration data, electoral role etc. They have also held a series of meetings with community groups and partner agencies. The results show that migration is much greater than is reflected in the official estimates. They have identified a number of issues: evidence of exploitation particularly in connection with housing that is tied to jobs, a shortage of ESOL courses, little evidence of impact on other services (not many dependents living in the borough), some negative views of migrants particularly amongst the large number of indigenous low skilled workers in Rochdale.

Region: South West

Bristol City Council (Unitary)

“Polish workers in Bristol” – Briefing paper for corporate management team, 2007.

Dave Clarke (policy unit, 10 pages.

The paper says that there is little reliable data on the numbers of recent Polish migrants in Bristol but what evidence there is points to predominantly young migrants who are in low paid work and living in private rented accommodation. The paper draws on both published data and anecdotal evidence. It highlights the importance of the established post-war Polish community in Bristol who are helping more recent migrants. This has tended to limit the impact on council services. The major issues identified are:

- poor quality accommodation in private rented sector and migrants not knowing their rights

- there is a recent trend for families to join some of the migrant workers. The report anticipates that this will bring new pressures particularly on schools which will have to cater for young children who speak very little English
- there is little provision of ESOL for new arrivals
- employment issues around low pay and some exploitation. It is felt that the recent “Gangmaster” legislation has helped to address this issue
- many of the migrants are highly skilled but there are delays in getting overseas qualifications recognised in the UK
- need for greater clarity and information about benefits (eg housing, council tax, free school meals)
- some issues of community cohesion.

Migrant workers in the South West

TUC, 16 pages

This report describes the scale of migration into the South West based on Worker registration and other published data sources. It presents a series of case studies of the experiences of migrant workers and identifies issues around poor housing, limited information, some exploitation by employers and agencies. The report highlights a number of areas for action – employer support, migrant support, improved accommodation, language and information support.

“Polish community in Bristol and South Gloucestershire”

Izabella Dallas (April 2007), 35 pages

The report presents information on the scale and characteristics of the Polish community in the Bristol area and highlights a series of issues, mainly about information and access to services.

“Migration and population characteristics in Bristol – issues paper”

Report to Corporate Management Team, 12 pages

This report is a more general analysis of population and migration change in the Bristol area but it contains an appendix with brief summaries of good practice approaches to measuring migration in other parts of the country – Westminster, East Midlands, Tees Valley, Manchester and the Greater London Authority.

Further information from Bristol

Dave Clarke of the Bristol City Council Policy Unit has also provided statistics which show that GP registrations in the Bristol area are considerably higher than the ONS estimates of total population which support the view that the latter underestimate the effect of migration in many places. Bristol City council use funding from the Neighbourhood Renewal fund, Vulnerable Children’s grant and the “Mainstreaming Supplementary schools project” to address the impact of migration.

South Somerset District Council (Shire district)

“Profile of migrant workers in South Somerset”

South Somerset District Council, 6 pages

This is a short report that uses published and local data sources to draw a profile of migrant workers in the district.

“Migrant workers in South Somerset – a look at language needs and information that might help migrant workers to settle in South Somerset”.

Andrew Gillespie and Tracey Caller, 43 pages

This report examines the diversity and spread of migrant workers in the district and recommends action to support migrants. The research for this report included a survey of local migrants and a search of best practice elsewhere. The main issues identified are the need for clear information and welcome packs for new arrivals. It draws on work done by Banbridge district council in Northern Ireland.

Integrating migrant workers in South Somerset

Page on IDeA website, 2 pages

The web page gives details of an initiative by the Langport Area Development Trust to meet the needs of migrant workers. It includes practical support on parenting, information about services and leisure activities such as dancing, sport, cooking classes and an international week.

Gloucestershire County Council (Shire county)

“Migrant workers in Gloucestershire”

Fiona Williams (research team) November 2006, 29 pages

The report sets out the key statistics (based on published sources) about the number and characteristics of migrant workers in Gloucestershire. It comments that the published sources almost certainly underestimate the numbers and it recommends that a more detailed study be carried out involving interviews with migrant workers, employers and other members of the community. Reference is made to a similar survey undertaken in Cornwall last year. (We are following up on this lead.) The aim will be to identify pinch points caused by increased demand for particular services and to explore how services may need to be adapted to meet migrants' needs.

Wiltshire County Council (Shire county)

“Migrant workers in Wiltshire”

West Wiltshire CAB and Wiltshire REC, 2006, 44 pages

This report is mainly about the scale and characteristics of migrant workers but the conclusions section identifies a number of issues for further work: concerns about poor housing conditions, unclear employment conditions, limited information, the need for close contact between the public agencies and employers and the need for ESOL and translation services.

Region: West Midlands

Birmingham and the Black Country

“European union accession states economic migrants.”

John Glendinning (research officer, the urban living core team), 9 pages

This report gives a detailed profile of A8 migrants in Birmingham and the Black Country based mainly on Worker registration data. There is no discussion of issues or impact on services.

Stratford upon Avon District Council (Shire district)

“A study of migrant workers within Stratford-upon-Avon district”

Worcester research for the Stratford LSP, 69 pages

The study used both published data and interviews with migrant workers, employers and other stakeholders. Estimates are made of the numbers and distribution of migrants. Evidence from the interviews showed that the impact of new migrants has been very positive with employers saying that they would have severe difficulties operating without migrant workers. Very few migrants claim benefits or put pressures on existing services. Indeed many migrants make no use at all of health and other facilities. Some behavioural and cultural issues had been identified but not at a level significantly different from the indigenous population. The report concludes that there is a need to improve the way that public agencies engage with migrants so that they have clear information and understanding of how to settle here. In terms of housing the existing private rental sector has been able to absorb the needs of migrants (albeit at high levels of occupancy) the report warns that the private rental market should be monitored as pressures could increase if migration continues at current levels. The report also recommends that facts about migrants should be publicised to counter negative perceptions that have been expressed by some local residents.

Stoke-on-Trent district (Unitary)

“Asylum, refugees and immigration – the scale of recent population changes in relation to migration and the impact on local public service in Stoke-on-Trent” (Response to LGA questionnaire)

Steve Johnson, principal analyst, 5 pages.

This paper gives a detailed account of the work done by Stoke council to estimate the scale of migration and its impact on local services. There is clear evidence that the ONS estimates understate the scale of immigration. Migrant workers have been absorbed by the private rented housing stock (where vacancy rates are high) and have provided a counter to the loss of population to surrounding smaller towns and villages. There is some evidence of increased pressure on health services (particularly maternity and children's services) as family groups have started to join migrant workers. Some problems have arisen due to cultural differences or migrants' lack of knowledge about UK legislation (health and safety, food hygiene and the requirement to have tax and insurance when driving!) Johnson says that Stoke's indigenous population has traditionally been engaged in low skilled manual occupations in the manufacturing sector with low rates of economic activity and high levels of benefit dependency. Since most migrants come to low skill/ low wage jobs, there is a perception that they are taking jobs that would otherwise be done by the indigenous population. Johnson says that this issue is “unresolved”.

West Midlands Regional Observatory

Project brief for work on the economic impact of migrant workers

Stewart Meikle. Project brief on www.wmro.org, 13 pages

A research project has been commissioned with the following 5 elements:

- to quantify migrant workers and their demographics
- to assess the impact on the West Midlands economy
- to investigate why migrant workers come here and why employers want them here.
- to assess the implications for skills and training
- to provide information to help assess the impact on other services (eg housing, health and community cohesion).

The report is due to be published in September 2007.

Appendix 2c: List of authorities responding to the survey

(including nil returns)

East

Babergh District Council
Broadland District Council
Cambridgeshire County Council
Colchester Borough Council
Epping Forest District Council
Fenland District Council
Harlow District Council
Huntingdon District Council
Maldon District Council
Norfolk County Council
Suffolk County Council
East of England Development Agency

East Midlands

High Peak District Council
Leicester City Council
Leicestershire County Council
Northamptonshire Learning and Skills Council
Northamptonshire Police
Peak District National Park
South Holland District Council

London

Barking and Dagenham
Barnet
City of London
Ealing
Enfield
Greenwich
Harrow
Hillingdon
Kensington and Chelsea
Merton
Newham
Southwark
Tower Hamlets
Westminster
LSE report
London Child Mobility Project (PWC) DfES/GOL

South East

Basingstoke and Deane Borough Council
Cherwell District Council (Banbury)
Chichester District Council
East Hampshire District Council
Havant Borough Council
Horsham District Council
Oxfordshire County Council
Portsmouth City Council
Reading Borough Council
Rushmoor Borough Council
Slough Borough Council
Southampton City Council
Vale of White Horse District Council
Winchester City Council

North West

Burnley Borough Council
Cheshire County Council
Crewe and Nantwich Borough Council
Cumbria County Council
Lancashire County Council
Macclesfield Borough Council
Manchester City Council
Pendle Borough Council/East Lancashire
Rochdale Metropolitan Borough Council
Sefton Metropolitan Borough Council
West Lancashire District Council
Wigan Metropolitan Borough Council
Lake District National Park
Lancashire Fire and Rescue Service

South West

Bristol City Council
Cotswold District Council
Dorset County Council
Forest of Dean District Council
Gloucestershire County Council
Kerrier District Council
Plymouth City Council
Salisbury District Council
Somerset County Council
South Somerset District Council
Taunton Deane Borough Council
West Devon Borough Council
Wiltshire County Council
Devon Community Council

West Midlands

Dudley Metropolitan Borough Council
Herefordshire Council
North Shropshire District Council
Stoke on Trent City Council
Stratford upon Avon District Council
Urban Living Area – Birmingham/Black Country
West Midlands Regional Observatory

Yorkshire and Humberside

Doncaster Metropolitan Borough Council
East Riding of Yorkshire Council (Hull and East Riding)
Hambleton District Council
Harrogate Borough Council
Rotherham Metropolitan Borough Council
Ryedale District Council
Government Office for Yorkshire and Humberside

North East

Durham County Council
Easington District Council
Middlesbrough Council
North Tyneside Metropolitan Borough Council
Northumberland County Council
South Tyneside Metropolitan Borough Council
Stockton-on-Tees Borough Council
Berwick upon Tweed CAB
Tyne and Wear Research and Information Service

Wales

Carmarthenshire County Council
Dyfed and Powys Police
Flintshire County Council
Monmouthshire County Council

Other

Centre for Nepal Studies

For further information, please contact
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