

# London Asylum Seekers Consortium

## A Warm Welcome?

Public Services and Managing Migration in London:  
Scoping Research and Introductory Report

Michael Bell, Ian Ford & Duncan McDougall  
Michael Bell Associates

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In partnership with:

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**London Asylum Seekers Consortium**  
London Councils’ Offices  
59½ Southwark Street  
London SE1 OAL

Telephone: +44 (0) 20 7934 9658  
Fax: +44 (0) 20 7934 9660  
**www.lasc.gov.uk**

Research by: Michael Bell Associates  
Produced by: Westminster City Council

In partnership with:

# 1.0 Executive Summary

## 1.1 Overview

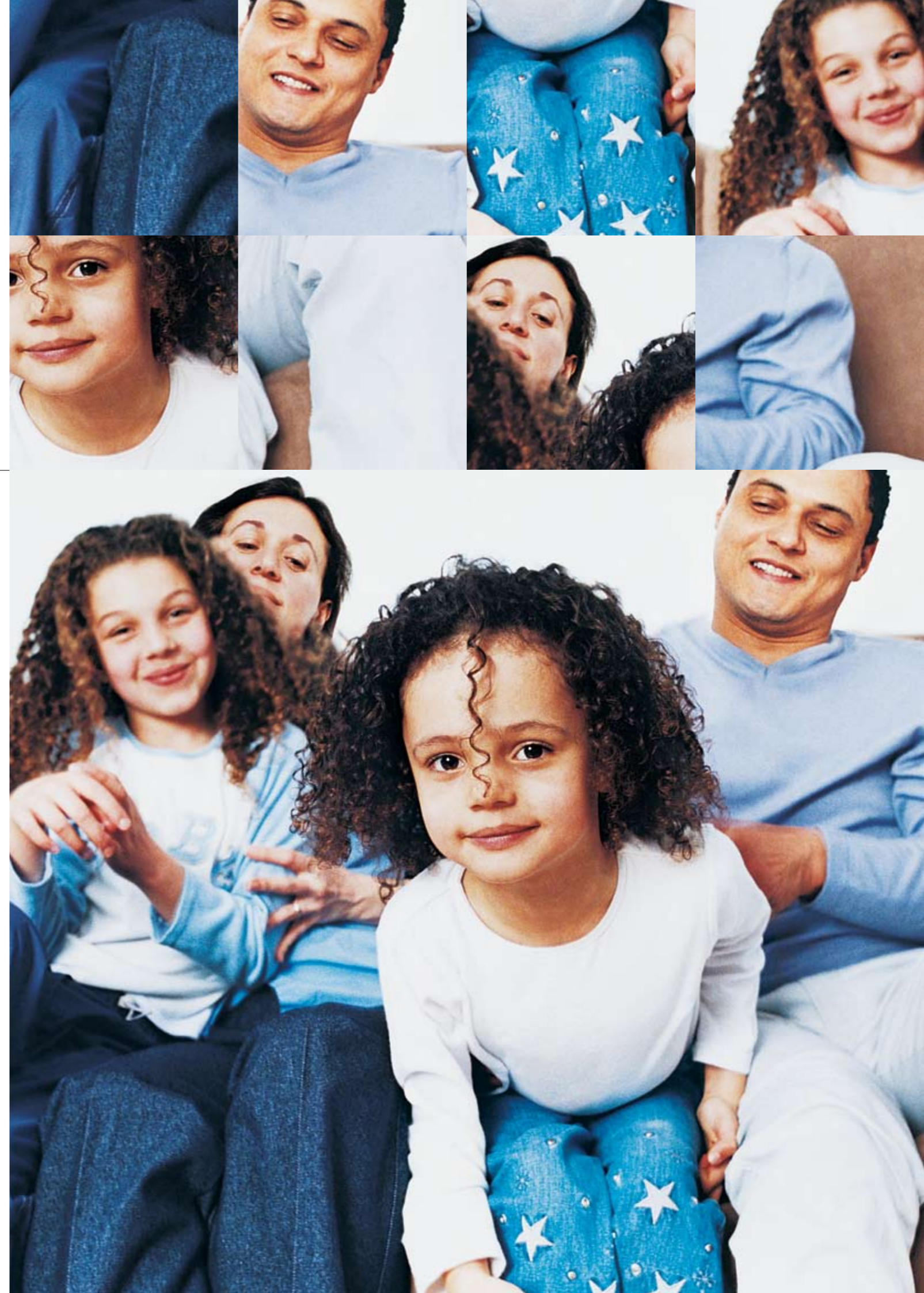
Long term migration into the UK (people staying over 12 months) continues to grow at a faster rate than people leaving the UK, with almost 575,000 people arriving in 2006. 16% of these are from the new accession states to the EU, Poland in particular. This group is predominantly seeking work and is not necessarily settling in traditional migrant areas.

Migration has many positive impacts, particularly on the economy and staffing of public services on both a local and national level. However it does change demands for services and create new demands. This report looks at how public services are meeting the management challenges arising from these new demands in London.

The overwhelming impression coming out of this piece of scoping research is that of a complex and rapidly changing picture, with a lack of good quality local information. Relatively few of the boroughs which were contacted for this research had detailed information in which they had a great deal of confidence, and many were rightly

wary of sharing what they felt to be subjective perceptions which could not be supported by robust evidence. However many do have a variety of data collected by individual council departments or their health partners for other purposes which may be of use in understanding the needs of new migrants and their impact on public services across the capital.

Part of the complexity of migration is the transience of migrants once they have arrived, both in the short term after they arrive and in the longer term as communities become more established and more affluent. Rapid movement threatens the validity of statistics particularly where census data serves as the foundation. We would echo the concern of many other researchers about the lack of accurate contemporary data. It is particularly difficult to detect the mobility of populations once they have arrived in the UK and population churn presents particular problems for commissioners and providers of services.



There is a widely held perception that new migrants are principally from European Accession states. The perception that London's inward migration is dominated by Eastern European people does not seem to be wholly valid. The New Commonwealth remains the largest single source of migrants. However, the overall numbers obscure particular patterns and recent trends in specific areas of London, for example in West London the numbers of migrants from Eastern Europe, Iraq and Iran are growing and demand for translation and interpretation from traditional Commonwealth languages is falling<sup>1</sup>.

On a national level, the number of arrivals from Eastern Europe are no longer increasing; there was no increase between 2004/2005 and 2005/2006. There is also emerging anecdotal evidence that significant numbers of Polish people are returning home, partly as a result of the rapidly expanding Polish economy and exchange rate changes which make working in the UK less profitable for many individuals.

There is a concern in some areas that the Boroughs that respond too quickly to the needs of new migrant communities may run a risk of impairing services to longer standing communities, which are still receiving large numbers of new migrants.

## 1.2 Recommendations

Whilst a number of authorities have expressed some concerns at the impact of new migrant communities upon public services, in most cases they feel that existing structures and services provided by Boroughs are appropriate. However the majority feel that Boroughs need much better information and improved planning and consultation mechanisms to ensure the appropriateness of services and proper access to them, specifically:

### Actions

- Improved communication between service providers, different parts of their own services, health services, voluntary and community sector providers.
- Focused training on migrants' background, language and culture to achieve maximum effectiveness in service delivery.
- Planning across areas which share common issues rather than purely within Borough boundaries.
- Many of London's management issues are unique to the capital but many are not and sharing experience with other areas which have major ports of entry or rapidly rising migrant populations could be valuable. A service innovation forum including urban authorities such as Slough, Reading, Kent, Manchester and Solihull could be valuable.
- The provision of effective basic information to new migrants on how things work in the Borough and in the UK in general.

- Information for host/established communities to provide factual information about migration and dispel myths.
- Services should continue to focus on migrants from traditional areas, while being mindful of the expanding numbers from other areas. Evidence suggests A8 migrants do not dominate migration into London.
- There is a need for an overview to prevent the consequences of boroughs planning and managing wholly in isolation.

### Further research

- More accurate and up to date information on which communities are settling in each borough should be gathered. This should try to identify students in the migrant population as their impact is different and they are often a large part of the migrant population.
- Work with both Central Government and the Mayor of London is needed to improve data collected and access to it together with the ability to link related data sets for analysis.
- Voluntary and community organisations often play a key role in supporting new migrants. Better local information on community organisations and the work they are undertaking with new migrants should be gathered. This should be shared across all boroughs as not all migrants live where their organisations are based.
- Long term longitudinal research is needed to establish longer term impacts:
  - How long do migrants actually stay?
  - What is the pattern of the migrants' internal migration once they have left their first home in London?
  - Which migrants stay – nationality, age, gender?
  - How does that impact on services change over time?
- The role that Local Area Agreements can have in identifying population churn and developing strategies to cope with more mobile populations should be investigated.
- Co-operative research with other bodies that have an interest in all or some of these issues such as Trade Unions and the Chartered Institute of Environmental Health should be encouraged.
- Further research should be commissioned on the issue of extreme exclusion.
- Establish, maintain and update a research bank to simplify research for Boroughs.

<sup>1</sup> The London Borough of Brent, 2008

# 2.0 Introduction



## 2.1 Background & purpose of this report

London is an astonishingly diverse city and has welcomed migrants from all over the world. Migrants do have differing needs and these needs impact on services in London's Boroughs. In addition to its role as coordinating body for the London Boroughs on matters of asylum, immigration and refugee integration, the London Asylum Seekers Consortium (LASC) now has a role to provide and manage information on migration more generally in London.

This parallels changes to the Mayor of London's role which includes, from 1st April 2008, leadership of the Strategic Regional Migration Partnership devolved from the Home Office.

This report was commissioned as a scoping exercise to explore the management of public services and migrants in London. This report seeks to identify key issues and provides initial pointers on the ways forward it does not pretend to have all the answers or indeed all the information.

## 2.2 Methodology

Views and information have been sought from a sample of one third of the London Boroughs on questions such as:

- Are service areas within London boroughs managing the impacts of migration?
- How is migration managed: Has it been necessary to reorganise staff? Is there greater demand for translation services? Have reports of racial attacks increased? Are there measures in place to assess impacts?
- What pressures are there at borough level from migration: homelessness, poverty, unemployment, exploitation, overcrowding in houses, destitution?
- Are mainstream or specialist services being developed to address migration impacts?
- Are there particular issues around illegal migrants?
- What community cohesion projects are underway?
- Is support available to children and young people?
- Are Boroughs addressing non-migrants' needs regarding migration?

Whilst some Boroughs contacted had undertaken work in relation to new migrants, not all Boroughs felt they had anything significant to contribute to this piece of research, often because the information they held was anecdotal and not supported by sufficient evidence to be confidently published. Other information about London from a variety of published research has been included.

This is presented as a brief overview of migration in London followed by a series of short thematic reports. Both policy recommendations and suggestions for further research are contained in the Executive Summary.

## 2.3 Defining "New Migrants"

Any research on migration needs to be clear on who it considers to be a "new migrant". We seek to produce an overview here which does not focus on the currently well publicised types of migrants such as asylum seekers or Eastern European workers. Not all Boroughs and not all researchers have used the same definitions.

In undertaking the research we used an inclusive and very broad definition – people not born in the UK or who see themselves as part of a minority ethnic community in the UK.

In subsequent consultation it was felt that this definition was too broad and no final consensus was reached on the definition. However, it was felt that it should relate to the date of arrival (generally within the last five years) and that it may be useful to interpret this flexibly to capture those who had arrived prior to this period but had not tried to access public services in this period. In addition it was also felt that the definition should include some intention to settle in the UK, although this may not relate to permanent settlement, but should include the intention to stay for more than 12 months.

Whilst acknowledging the need for a working definition there was a concern to acknowledge that many longer standing communities may experience barriers to accessing public services in common with more recent arrivals. Transience of migrants once they have arrived, population churn, poses particular problems in service planning and is discussed at a number of points below.

In addition, a number of participants in this research were keen to ensure that issues relating to extreme exclusion were not overlooked, especially as the numbers concerned may be very small. Examples of extreme exclusion include women suffering from domestic violence whose right to remain in the country is dependent on their husband.

# 3.0 Migration In London – A Context

## Population numbers

There is a perception nationally that both the 2001 census and subsequent population estimates significantly underestimate the population of migrants in the UK. For example, the London Boroughs of Brent and Ealing have carried out research which suggests that the undercount in their boroughs is 2,000 and 3,300 respectively. Across London this would suggest the under-estimate of the population may exceed 1%, or upwards of 100,000 people.

## Population churn

Arrivals from overseas are not the only migrants. Having arrived, many migrants are frequently on the move in search of better accommodation, better employment or for other reasons. For example, Wandsworth in the period 2001 to 2006 is estimated to have received 123,400 internal migrants (UK and foreign nationals) and 40,800 international migrants while losing a net 5,400 from its total population.

London shows very high rates of both internal and international migration. For example, over one quarter of Westminster's 2006 population did not live in the Borough in 2001 and 9.3% of them did not live in the UK in 2001.

Assessed by numbers of migrants (internal and international combined) as a proportion of the population in the years 2001 to 2006, all the top ten boroughs are in London with exceptions of the University cities of Oxford and Cambridge and the Isles of Scilly. London too attracts a large numbers of students but research has not been done that enables the student population to be separated from the overall figures.

## Migration within London

Alongside migration into London from overseas, historically there is also a trend for migration from inner to outer London boroughs. For instance, Enfield Citizens Advice Bureau's research shows Turkish and Polish people moving into the Borough from other parts of London. This fits well with the locations of new or newer migrants and demonstrates the familiar pattern of *gateway boroughs* with communities moving away from inner city areas as they become more established and being replaced by newer groups of migrants.

However, this pattern of migration may not be repeated with some groups of new migrants. The research identified anecdotal evidence that the presence of large more settled communities from particular ethnic groups in certain boroughs may act



as a magnet for newer arrivals. Evidencing this trend is further complicated by the fact that people may choose to socialise and use services in boroughs other than those in which they reside. For example within Hammersmith & Fulham, which has a large and established Polish community, more recent arrivals from Poland, whilst not residing in the Borough, do choose to socialise in it. Access to affordable accommodation is often the key to this effect; migrants being unable to afford to settle with the established community with which they identify.

As with socialising, it was stressed that many of the new migrants were highly mobile in terms of places of work, travelling across London and even out of or into London to secure employment in places away from their borough of residence.

Again, the presence of longstanding communities could mean that there are employment clearing houses where new migrants, wherever they live, may come to seek work which may be within that Borough or elsewhere.

The key issue in terms of place of residence was the affordability and availability of housing. There was some evidence to suggest that regeneration in some of the gateway boroughs in east London may have had an impact in reducing both availability and affordability changing the historic trends of initial settlement.

### Who are the migrants?

The Office of National Statistics (ONS) figure for 2005/2006 show migrants into the UK as citizens of the following areas:

			European Union			
Total (000s)	British (000s)	Total Non-British (000s)	EU 15 (000s)	A10 (000s)	A8 (000s)	EU25 Total (000s)
558	91	468	73	76	74	249

Commonwealth			Other Foreign (000s)
Total (000s)	Old (000s)	New (000s)	
179	58	121	140

**Note:** EU15 refers to the 15 EU states prior to enlargement. A10 refers to all the Accession States, A8 to those states excluding Malta and Cyprus who already had entry rights. EU25 is the current EU.

Table 1: Immigrants into UK 2005/2006 (Thousands) by citizenship

Migrants from the Accession States (A8) slightly exceed those from the established EU, but are fewer than either British or New Commonwealth citizens. All groups apart from the original EU 15 showed a small decrease from the previous year. Neither the perception that the bulk of migrants are now from Eastern European EU states, nor the perception that there is an increasing trend, are borne out. Other (none EU) foreign nationals and those from the New Commonwealth Citizens remain the biggest single group of migrants. The level of migration from the A8 seems currently to have stabilised.

It should be noted that the point of departure of a migrant is not the whole picture – examples given included Swedish and Dutch nationals who were relatively recent arrivals from Somalia but were now EU citizens. Their needs would be more akin to those of other people arriving from Somalia than the needs of ethnically Swedish or Dutch people.

The ONS figures are for long term migrants (over 12 months). There is evidence that short-term migration is higher, for example the large numbers of National Insurance number (NINO) applications. Although comprehensive data with local level estimations is currently not available, some individual boroughs have begun to gather data on NINO applications, despite the fact that it is recognised that the place of application may not be the longer term place of residence. Most short term migrants and particularly very short term migrants (less than 3 months), are students or holiday makers rather than workers or potential workers.

London Boroughs dominate most “league” tables showing the highest proportions of migrants, some of which are described in detail below. The impacts of migration, felt by all authorities are magnified for almost all London Boroughs, to an extreme extent in some. The Audit Commission’s mapping of 2005/2006 new NINOs clearly shows a concentration in central boroughs, with eastern boroughs having significantly less migrant workers – or migrant workers applying for NINOs.

Anecdotal evidence suggests that in Hounslow the main migrant communities now flowing into the borough are predominantly of Eastern European origin (in terms of numbers), however Iranian and Iraqi migrant communities are also impacting on the demand for advice services in the borough. This may serve as a proxy of demand for other public services. For example, there has been a notable increase in demand in the last two years for Iranian, Iraqi and Polish translation services. Whilst the key historical translation demands for South Asian languages remains (most notably Urdu and Hindi), there has been a decrease in demand for these languages in the same period. The increase in demand for these new languages is having an impact on budgeting for translation services.

### Where are migrants coming to?

There are distinct patterns of migration across London, for example:

- Enfield also reports changing patterns, with new African communities and growing migration from Western Europe, particularly Spain and Portugal. The establishment of an Albanian women’s reading group in Palmer’s Green Library is clear evidence of Albanian migration into that part of North London. Romanian and Polish migrants are also recorded.
- Tower Hamlets’ new migrants were mainly Somali (29%), Bangladeshi (21%), Lithuanian (17%) and Columbian (13%), showing both the continued domination of established sources of migration (Bangladeshi and Somali) and growing diversity with Eastern European and South American arrivals. Their migrants tend to be young and to be more likely to be women (57.7%)

than men. The proportion of the total ethnic minority who are women continues to grow – perhaps contrary to popular perception. Their research shows that the new communities predominantly intend to stay, again contradicting popular perceptions of current migration. The intention to stay has a profound impact on both the types and levels of services needed and on economic planning.

The table below shows the numbers of people from abroad registering with a GP “flag 4 registrations” and the numbers of people from abroad registering for a National Insurance Number. It compares these to ONS estimates of inward migration.

The ONS figure overall is significantly lower in most cases than the other means of estimating numbers, suggesting that it may be an underestimate of the migrants coming into London.

**Note:** on understanding the figures – Flag 4 should be an underestimate as not all migrants register with a GP (particularly young men). They do however capture migrants who have moved within the UK and re-register. NINO registrations take no account of illegal workers. These sets of figures highlight above all the difficulty of producing accurate estimates. For some Boroughs the figures are broadly similar, for some they vary greatly.

Borough	ONS Total International Migration (TIM)	Flag 4 2006	Flag 4 as % of TIM	Foreign National NINO Registrations 2005/2006	NINO as % of TIM
Barking & Dagenham	1560	2921	187%	3120	200%
Barnet	6870	8564	125%	9310	136%
Bexley	760	1209	159%	1570	207%
Brent	9060	9973	110%	15600	172%
Bromley	1890	2062	109%	2200	116%

Borough	ONS Total International Migration (TIM)	Flag 4 2006	Flag 4 as % of TIM	Foreign National NINO Registrations 2005/2006	NINO as % of TIM
Camden	10330	7165	69%	8320	81%
City of London	270	128	47%	730	270%
Croydon	4730	6088	129%	6340	134%
Ealing	9410	10780	115%	14300	152%
Enfield	3200	4127	129%	5710	178%
Greenwich	3460	5789	167%	5820	168%
Hackney	4060	4433	109%	7360	188%
Hammersmith & Fulham	5860	6365	112%	9310	164%
Haringey	6250	7042	113%	10970	176%
Harrow	4080	4318	106%	5500	135%
Havering	780	1019	131%	1000	128%
Hillingdon	3350	4702	140%	4420	132%
Hounslow	5990	7661	128%	9800	164%
Islington	5220	5376	103%	6610	127%
Kensington & Chelsea	8690	4285	49%	7250	83%
Kingston Upon Thames	3330	3622	109%	2970	89%
Lambeth	6690	9009	135%	11170	167%
Lewisham	4500	6096	135%	6840	152%
Merton	5560	5689	106%	6680	120%
Newham	7290	11816	162%	16160	222%
Redbridge	3570	4791	134%	5220	146%

Borough	ONS Total International Migration (TIM)	Flag 4 2006	Flag 4 as % of TIM	Foreign National NINO Registrations 2005/2006	NINO as % of TIM
Richmond upon Thames	3490	3379	97%	2930	84%
Southwark	9080	9932	109%	9690	107%
Sutton	1210	1597	132%	1940	160%
Tower Hamlets	6390	6412	100%	11800	185%
Waltham Forest	4260	6730	158%	6980	227%
Wandsworth	7830	10254	131%	11720	150%
Westminster	11590	7092	61%	11790	102%
<b>Total</b>	<b>170610</b>	<b>190426</b>	<b>112%</b>	<b>241130</b>	<b>141%</b>

Table 2: “Flag 4” registrations and NINO registrations to foreign nationals: London 2005/2006

## Asylum seekers

The numbers of asylum seekers arriving in Britain has fallen from its peak of more than 9,000 per month in 2002 to around a fifth of that figure; less than 2,000 per month. This is close to long-term norms.

The rapid increase in the numbers of asylum seekers in the late 1990s led to a substantial back log in the time taken by the Home Office to make an initial decision on each asylum claim. Consequently, legislation and policies have been designed against a backdrop of public concern and perception of mounting crisis. The Home Office system has now largely stabilised, with the number of initial decisions broadly matching the numbers arriving and three quarters of all initial decisions being taken within just two months, and the backlog of cases

on 30th September 2006 was 6,000<sup>2</sup>. Similarly, there has been a substantial improvement in the time taken to progress cases through the appeal stages to a final decision, with 75% of applications received in 2005/6 reaching a final decision within six months (compared to 66% the previous year).

Historical trends in the proportion of asylum seekers securing refugee status have remained broadly constant over many years (although the most recent six monthly figures indicate a dramatic reduction in the number of positive decisions). Historically around 20% of initial decisions are positive (9% granted asylum and 11% granted humanitarian protection or discretionary leave to remain in the quarter ended 30th September 2006), while a further 20% of applications are successful at appeal stage.

This compares to the position in 2001 when around 40% of applications for asylum resulted in some form of leave to stay. In 2001 on the initial application, 10% were granted refugee status – the internationally recognised status that entitles indefinite leave to remain in the UK and a travel document. A further 22% were granted ‘Exceptional Leave to Remain’, which allows residence for four years, with possible indefinite leave after that (it has since been replaced by two other categories, ‘Humanitarian Protection’ and ‘Discretionary Leave’). The remaining 10% were granted some form of leave after appealing against a negative decision. The proportions of those granted the various types of status vary enormously between nationalities, according to Home Office perceptions of the relative safety or otherwise of different countries<sup>3</sup>.

Asylum seekers make up only 6% of non-British migration. Eritrea, Afghanistan, Iran, China and Somalia are the main sources of asylum seekers although patterns of settlement differ considerably for different communities across London.

## Illegal Migration

There is no credible statistical estimate of the current number of illegal migrants in London and no certain knowledge of where they are located. The Home Office estimate in 2001 was 430,000 (0.7% of the population). It can only be assumed that these migrants are in the same places as other migrant communities.

### Good practice: Information Gathering

All published reports and all the Boroughs we have spoken to have commented on the lack of accurate and up to date information. However, this can be tackled and Tower Hamlets have produced an extensive report detailing patterns in neighbourhoods as well as in the Borough as a whole. Many of their findings appear in our report and we would commend their approach to other Boroughs. They used data sources including:

- National Statistics Population Census
- Census of International Migration

- National Insurance Registration
- Greater London Authority Population Estimates
- Institute of Public Policy research’s disaggregated census data – including some unpublished data
- Take-up data from their own services, NHS services including accident and emergency, schools and homelessness records. Many authorities commented on the particular value of school rolls.

<sup>2</sup> <http://www.homeoffice.gov.uk/rds/pdfs06/asylumq306.pdf>

<sup>3</sup> That is now formalised in the lists of countries from which it is assumed applications will not be well-founded.

# 4.0 Thematic Analysis



## 4.1 Cross cutting impacts

This report is not long enough to look at all the impacts of migration on all public services in detail or cross cutting themes such as associated impacts on the need for and cost of translation services, increased pressure on advice and information points which cut across all the themes below. This report identifies key issues on five broad areas:

- Housing
- Health & Social Care
- Children & Young People
- Social Cohesion
- Employment.

In considering cross-cutting themes it is worth noting that advice agencies such as Citizens Advice Bureaux (CABx), with a presence across London are amongst the most frequently reported voluntary sector agencies on which migrants impact. Advice services often provide a gateway to other public services through the provision of information and advice on entitlements and services.

Enfield CABx has undertaken significant research in this area, having commissioned reports on East European migration and

on the advice and information needs of Northern Cypriot, Turkish and Kurdish people. This research identified that few people access services, statutory or voluntary, directly, most using friends or family as sources of information. Lack of information on entitlements and sources of help is a common theme across all study areas.

## 4.2 Housing

### Summary of key housing issues identified

- Access to housing including both private rented and social housing
- Population mobility and impact on benefit administration
- Housing conditions, health & safety, registered and unregistered HMOs
- Knowledge of rights and access to information and advice
- Role of voluntary and community organisations, particularly when exploitation is unlikely to be reported to local authorities

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Summary of key housing issues identified

- Pressure on hostel places
- Tied to job accommodation
- Impact of failed asylum seekers housing needs on refugee communities
- Issue of students.

Access to housing, particularly social housing is one of the capital's most pressing issues regardless of the migrant status of individuals. A key issue identified in this research facing local authorities is the acquisition of full EU Citizen rights by many Eastern European migrants and their consequent right of eligibility for consideration in the allocation of social housing. National demand on social housing has been low, with the private rented sector being the main supplier of accommodation to most new migrants. However, respondents to this research felt that the impact on statutory housing services can only grow.

Constantly moving residents already impacts heavily on Housing and Council Tax benefit processing, requiring frequent re-assessment and new claims when they cross boundaries. The housing readily available to migrants presents many problems, particularly where accommodation is provided by employers. Issues of overcrowding, fire hazards, tenants rights, homelessness and destitution all need to be addressed. Landlords taking tenants who can pay cash and not have to wait for benefits is reported as an issue, removing options from benefit claimants seeking housing.

Rough sleeping is reported to be much greater issue in London than elsewhere. The consequences of this are covered under the Social Cohesion section below. Homeless Link's 2008 survey – *Central and Eastern European Rough Sleepers in London: Baseline Survey* identified 402 rough sleepers in London from a sample of Boroughs, of which 18% were from Central or Eastern Europe (74). Of the 74, 26 had alcohol support needs, 2 drug support needs and 4 mental health support needs. An acute shortage of hostel accommodation is widely reported.

Concern was expressed about accommodation tied to employment but there is little evidence of the extent of this on London.

Discussions on the first draft of this report suggested that there may be a need for a new type of purpose built accommodation rather in the manner of student accommodation to house migrant workers. Students themselves form a major part of many Boroughs' populations and the effectiveness of housing solutions found for them impact on all other residents.

Tower Hamlets' survey work indicates that most new migrants are satisfied with their living conditions though 26% are in hostels or staying with friends or family. This figure too varies from community to community being 38% for Africans, 29% for A8 nationals and 21% for "others". Housing providers were concerned about the lack of suitable affordable accommodation and referred to the hidden homelessness illustrated by the numbers living with family and friends. There is some anecdotal evidence of former council houses being used as houses for multiple occupation.

The fact that residents in surveys are satisfied with their accommodation does not mean it is safe by UK legal standards.

Even if the accommodation is unsafe, residents may not have any possible alternative accommodation. While safety must be paramount, the consequences of enforcement need to be considered. Only houses in multiple occupation (HMO's) with three or more floors need to be registered and there are an unknown but considerable number of legally unregistered HMO's as well as unlawful HMO's and reports of accommodation being advertised in Warsaw which is in fact squatted housing. There is research evidence to indicate that new migrants are unaware of their rights in relation to housing and that they are unaware of sources of help and advice. They are more likely to seek advice through the Voluntary and Community Sector than seek enforcement from statutory agencies.

In addition, in London there are significant numbers of failed asylum seekers who have no recourse to public funds (e.g. housing benefit and income support). Anecdotal evidence from refugee community organisations and other suggests that many of these individuals and families are supported by people from their own communities. This presents two potential areas of concern:

- 1 Those already facing financial exclusion are supporting even more vulnerable members of their own communities.
- 2 Those migrants in social housing supporting failed asylum seekers may be jeopardising their own tenancies through over-crowding.

### Good Practice: *Street Populations*

Through the work of the Barka Foundation and the Broadway Centre in a 6 month pilot project, there has been a significant reduction in A8 street populations in Hammersmith & Fulham.

Hammersmith & Fulham was one of a number of London local authorities that received a grant from Communities and Local Government to address issues relating to A8 migrants. The council wished to deliver an intervention for A8 street populations who were engaging in rough sleeping, street drinking, and begging but were not entitled to services such as hostel accommodation or drug or alcohol rehabilitation. Many of these individuals were highly vulnerable and at risk of becoming increasingly entrenched on the streets. The Council identified the Barka Foundation, a Polish social inclusion charity as a partner as they had experience across Europe and were well aware of issues in the UK.

In this, Barka worked through the Broadway Day Centre to contact and offer reconnection to A8 migrants on the streets of Hammersmith & Fulham. This involves supporting contacts into rehabilitation and social integration programmes in their home country so that they were offered the opportunity to address all the problems that contributes to them experiencing difficulties that they were not able to address in the Borough. Barka works in a holistic way dealing with fundamental causes of social exclusion rather than just symptoms. The target of 40 contacts, with 3 individuals reconnected per month was agreed. The project exceeded its target, with 56 reconnections achieved. A London-wide approach along these lines is now imperative to continue and extend this service and to avoid the continuation of 'magnet' points.

### 4.3 Health and social care

Summary of specific issues of concern raised in relation to health and social care include:

- The use of A&E instead of GP's and in some areas the potential provided by NHS Walk-In Centres as an alternative to GP registration
- Specific health issues affecting some new migrant communities (such as HIV & TB)
- Increased pressure on maternity services (including late registration with ante-natal services contributing to planning challenges)
- The mental and physical health needs of asylum seekers and refugees resulting from trauma continue to impact
- Many A8 migrants are not correctly recorded as "charge exempt overseas visitors" thus preventing the recovery of the cost of their treatment from their country of origin
- The role that new migrants play in delivering Health and Social Care services
- The pressures on social care services were less easy to identify (except for Unaccompanied Asylum Seeking Children which is covered in 4.4 page 23) although some pressures have been identified in jointly commissioned services such as substance misuse, mental health and HIV social care.

Table 2 (page 12-14) indicates that in 2006 almost 200,000 individuals from London's migrant communities have registered with GPs. It is anticipated that this is an underestimation of the number of new migrants who could be eligible for registration, partly because significant numbers are young men who are the least likely to register with a GP. This may place particular strain upon other services, such as Accident & Emergency services where individuals will turn if they do not have appropriate access to primary care. Figures for use of A&E in areas of high migrant settlement are generally higher per head of population than in other areas. Some localities have begun to explore the extent to which walk in primary care centres could address this issue.

In recognition of the impact of migration on London, the NHS has identified both HIV services and TB services as priorities for the current financial year. All PCTs are expected to address these within their annual Local Delivery Plans. A London-wide network for the development of TB services has been established by the NHS in London.

Maternity services in London have come under increasing strain due to unanticipated and rapid increases in the fertility rate seen to be in part driven by migration. Late referral to ante-natal services further restricts the capacity of the health service to plan maternity provision.

Community organisations report that access to health services, particularly mental health services and related care service, is not adequate for many refugees who are victims of torture or suffered trauma in flight from their homelands. The range of mental and physical stress disorders often fall outside the access criteria of hard pressed services.

There is some reported confusion in the rules regarding accessibility to free treatment and the regime within the NHS for charging or securing funding in relation to the treatment of foreign nationals.

Access to affordable dentistry was also highlighted as an issue for new migrants. This is perhaps one which is more widely reflected in broad sections of the community.

Tower Hamlets report some evidence of Eastern European people coming to the area specifically to seek treatment for sexually transmitted diseases or for termination of pregnancies. Terminations are not available in Poland.

While most new migrants are young, existing communities will age and elders may come to join their families, often to fulfil valuable child care responsibilities while younger family members work. The age profiles of communities do need continual monitoring.

It would be quite wrong to discuss the issues of managing the impact of migration on services without pointing out that the NHS and other caring organisations, particularly in London, are massively dependent on migrant workers to deliver their services. 38% of all UK doctors qualified abroad, 40% of new dentists are from abroad and 47% of Greater London nurses were born overseas.

#### Good Practice: *Health Initiative*

One initiative in Hounslow which was highlighted was the Health Advocate Project. Beginning in 2006, the project is funded by the King's Fund and involves Hounslow PCT. It aims to provide support services to transient migrant communities in the area who have difficulty accessing health care. This could be related to poor awareness of services and language barriers. The project was started to reduce the number of migrant community members from trying to access treatment through Accident and Emergency at hospitals, and

the project works directly with GP services to ensure individuals are made aware of how to access the health service, including help with registration, translation services, where to go etc. Recently the project has stretched its role to include the provision of support with housing issues as often poor housing has a significant impact on health services. The project is due to end in December 2008 and is currently looking to extend it through the PCT's budget.

There are different patterns of substance misuse within different migrant communities living in London and also across the country. For example, where higher levels of alcohol misuse are reported in the Polish

community, the use of Kat is being perceived as a potential drug misuse issue in the Somali community – although treatment services do not recognise this addiction.

In turn there appears to be differential levels of access to drug and alcohol misuse services with different communities. Anecdotal evidence suggests that there are significant differences between Boroughs regarding the extent to which

services are made available to migrant communities. In particular, anecdotal research indicates that some Boroughs are not making drug treatments available to EU accession state nationals unless it is related to a criminal justice issue.

### Good Practice: *Substance Misuse in Migrant Communities*

One example of good practice related to substance misuse in migrant communities living in London is the Drug and Alcohol Action Programme (DAAP), which was established to empower communities against addiction, primarily working in London with black and minority ethnic communities on education, community cohesion and service provision. Their project in West London – the Ealing Drug Education Project – builds the capacity of different language and cultural communities to address specific addiction and the wider related issues of crime and diversity within the African, Caribbean, Somali and South Asian communities. Acting as a mediator between those affected by addiction issues and those who deliver services, a lot of their work with individuals is through talk therapy aimed to help people to determine the solutions to their problems. Talk therapy provides an interactive session between those seeking and those able to sign post or offer help and allows greater flexibility in working in different languages and cultural settings.

In the past, DAAP have been approached by an individual about an addiction problem that exists not with themselves but in their family, and they build on this approach by providing support to all those concerned so that issues of relationship and trust can be addressed. DAAP does not insist that

the person with the addiction present him/herself alone. Furthermore, in order to raise the profile of women's issues with drug and alcohol misuse, every year DAAP organises an event titled 'Women against drugs' to take place on International Women's Day. DAAP also commends women who have successfully challenged addiction by awarding the 'DAAP Woman of the Year Award'. This year six women won the award as carers in supporting spouses/children with addiction problems. Local sponsorship of the award is encouraged as it creates greater community accountability. Examples of projects that have successfully engaged communities whilst utilising a capacity-building approach through an outside facilitator, include the Southall Community Drug Education Project that takes a broad community approach and works predominantly with the South Asian communities in Southall. The project consists of three main interrelated elements in assessing and responding to the needs of a number of local community BME groups:

1. Work with families – to educate and raise awareness on drug-related issues.
2. Work with young people.
3. Work with professionals, business leaders, voluntary and religious groups.

## 4.4 Children and young people

### Summary of key issues:

- The challenge of a constantly changing school population
- Particular issues around English language and young people
- Supplementary education – extra support around language, mother tongue education and maintaining cultural links
- Safety and bullying – social isolation of young people
- Child protection concerns and cultural sensitivity
- Cost of care – particularly in relation to unaccompanied asylum seeking children.

The numbers of children and young people from new migrant communities present particular challenges for public services. For example, in three Boroughs (Newham, Brent and Westminster) more than 70% of children born in 2006 were born to mothers born outside the UK.

### Good Practice: *Salisbury World (Brent)*

Salisbury World was the first refugee centre to be set up in a primary school. The charity was set up in 1999 and since that time has worked to:

- Help schools understand the needs of refugees
- Supports the planning of the induction of refugee children into schools to help them settle in quickly

**“Churn” in schools.** A continually changing population with different linguistic and cultural needs with frequent mid-term arrivals and departures pose particular problems as the needs change sometimes even before the response to the need can be put in place. Investing in a service in which the ‘need’ disappears as soon as the service can be put in place is not uncommon. 50% turnover of pupils is not uncommon in inner city schools and rates as high as 90% have been recorded. This impact is consistently underestimated as the overall statistical make up of a school may change little but the individual pupils and level of individual needs can change almost completely within a single academic year.

According to the Department for Children, Schools and Families' *Pupil Level Annual School Census (PLASC)* for 2006, all ten Boroughs in the UK with the highest proportions of pupils who do not speak English as a first language are in London. In all ten, more than half the pupils do not speak English as their first language. The Boroughs where this is increasing most rapidly are Redbridge, Barking and Dagenham and Brent. Brent's schools indicate that they have more than 130 first languages. The Borough can provide regular translation services for 4.

Supplementary education – language tuition and the need for mother tongue learning and maintaining cultural links impose additional costs. Unlike Health and Social Care, migrants have yet to make a massive impact on the teaching workforce and specialist help usually has to be purchased. There are initiatives such as Tower Hamlets Professional Development Centre which are seeking to engage new communities in teaching services.

#### Child protection and cost of care.

There are two key issues here. Transitory communities with differing languages and cultures make any ongoing investigation of child protection issues very difficult. The care of unaccompanied children from countries with open access to the UK or asylum seekers, present problems to a number of authorities. Costs in finding suitable placements and in social work time dealing with often traumatized, non English speaking minors can be very high. Recent case law has significantly extended the duty of care (and financial commitments of authorities) with “the Hillingdon Judgement” placing a duty on authorities to support unaccompanied young people to the age of 21, or 23/4 if in full time education.

Hillingdon faces almost three times the cost of any other authority in supporting asylum seekers leaving care. Lambeth, Harrow, Hounslow and Haringey are also in the national top six facing these costs<sup>5</sup>.

Accessing mental health services for the first time was highlighted as a problem for young people from new migrant communities in Tower Hamlets.

## 4.5 Social cohesion

In recent years the aim of achieving social cohesion between diverse communities has secured increased prominence as a driver of public policy. Key issues raised through this research include:

- Securing a balance between identifying new migrants' needs and responding in a way which builds relationships between new arrivals and existing communities
- Minor misunderstandings about social responsibilities or perceived overuse of services can lead to significant tensions
- Perceptions of certain anti-social behaviours being particularly likely to be undertaken by certain new communities
- Continued experiences of harassment of new migrants
- The role of English language and community and faith organisations in promoting cohesion
- Limited use of youth services to promote integration
- The role of the media in creating hostile (or welcoming) environments for new migrants
- The important role of voluntary and community organisations and the current and potential role of libraries and museums social space
- Web-based translation services.

London is unique in its history of absorbing generations of migrants from a huge range of economic and ethnic backgrounds without an excessive history of disorder in doing so.

Social cohesion is a concern and inevitable tensions and conflicts often attract attention beyond their real significance. Most responses reported to the LGA, as part of migration research, have focused on understanding and addressing the needs of migrants, often through employers and housing providers. There have been some responses associated to building relationships but relatively few on demolishing myths of the migrant community in the host community.

The Audit Commission notes in *Crossing Borders* that “minor misunderstandings, for example about refuse collection, can cause preventable problems and bring risks to community cohesion.” They also highlight overcrowding, parking related to houses in multiple occupation, street drinking and perceived monopolisation of library internet services as sources of minor tension, minor in themselves but damaging.

Converse to the notion of migrants monopolizing services are Greenwich's observations that “many women from African/Muslim refugee communities are reluctant to use public leisure services because of cultural and religious issues”. They also note that communities with high incidences of HIV/AIDS are unsure whether they are permitted to use public leisure services.

42% of Tower Hamlets minority ethnic residents surveyed had experienced some form of harassment. This figure was highest for African and Asian people.

The LGA report, *Estimating the Size and Impacts of Migration at the Local Level*,

suggests that ESOL teaching which must be a key to integration is reported as in short supply and expensive. Work done by Enfield suggests a more complex picture, identifying a large range of suppliers and poses the questions of whether more efficient and effective provision could be achieved through a smaller number of larger suppliers. What is clear from the Audit Commission's work is that spending on ESOL teaching doubled in the five years to 2004/2005. Tower Hamlets research shows, predictably, that those with the least English language skill feel most disconnected from the wider community.

Much emphasis is placed on the cohesion of migrant communities with the host community but new migrant communities often lack their own internal networks and support mechanisms leaving individuals very isolated. The role of churches, mosques and other faith or social groupings in developing relationships within communities as well as linking to the broader community should not be ignored. There must be concern over the impact of funding regimes aimed at cohesion which exclude funding of groups which work with single communities.

The nature of employment is a major factor in identification with the wider community in addition to their own minority ethnic community. People involved in providing a service to the public, such as working in a hair salon in a Tower Hamlets example, identifying most strongly.

Notably few initiatives were reported where youth and play services were used in a planned way as route to integration, although there are examples of good practice in a number of local projects run by the voluntary sector.

<sup>5</sup>The Home Office, 2007

### Good Practice: *Brent Active Citizens Project*

This voluntary project was set up two years ago with Lottery funding and works closely with more than 100 organisations, including Brent Council. The project works with both long-standing communities and new arrivals providing them with volunteering opportunities across the Borough. It has a special project that works with refugees, asylum seekers and new migrants, providing them

with a foothold in Britain through pre-employment training and volunteering opportunities. As such, it builds bridges between new and established communities building social cohesion. Staff are multi-lingual and pro-active which helps them reach people with very little English matching people's skills with employment and volunteering opportunities as appropriate.

### Good Practice: *Fire and Rescue Services*

One of the Audit Commission's recommendations is that services should study key words and non-verbal signs for use in situations where health and safety is at risk.

Lancashire Fire & Rescue Service's twinning arrangement with the firefighters in Koszalin (Poland) is a pioneering development enabling a better understanding of risks and learning of stock phrases which can be key to effective rescue.

## 4.6 Employment

Summary of key issues identified:

- Very high numbers of NINO registrations across London
- Differing pictures of worklessness and employment between different new migrant communities
- Limited work on identifying the skills gaps of new migrant workers and developing these
- Social enterprise and self employment
- Exploitation – pay levels, underemployment and health & safety.

NINO applications give the address at time of application. They cannot follow people when they move within the UK or show whether they leave or subsequently return. 18 London Boroughs have over 3% of their NINO's registered to overseas nationals, the highest is the City of London (7.9%) followed by Newham, Brent, Tower Hamlets and Hammersmith and Fulham (all above 5%). Only Slough, Boston and Oxford outside London exceed 3%. Of the fifty boroughs with the highest percentage, 28 are in London. The eastern Boroughs show the lowest numbers of applications.

The Workers Registration Scheme (WRS), which registers migrants from the A8 countries by the address of their employer, does not suggest that this group of workers are concentrated in London. The City of London's situation is exceptional, with 31.7% of workers registered between May '04 and May '07. Other London Boroughs, with only Westminster above 4%, do not feature heavily – only eight of the top fifty Boroughs with the highest proportion of WRS registered workers are in London. This group of migrants are predominantly young and without dependents, but they are not disproportionately living in London. The migration pattern is very different from that of BME communities where more than half of the fifty boroughs with the highest proportion of BME residents are in London.

National figures illustrate that new migrants (excluding refugees) are less likely than the host population to be in receipt of welfare benefits relating to worklessness. This is partly due to the result of no or limited entitlement to such benefits.

Respondents to Tower Hamlets' survey show very high levels of unemployment ranging for 36% for A8 migrants to 79% for Africans. Levels of educational attainment vary, with 15% having no educational qualification at high school level, while 20% of Latin Americans have at least a first degree and 22% of Eastern Europeans a diploma of some kind. Their work tends to be in low paid sectors, notably cleaning, retail and social care. Eastern Europeans (only) are heavily employed in the construction sector. Employment is rarely secure. Recognition of qualifications is an issue and highly skilled professionals whose skills are much needed by local services and business are underemployed and unable to contribute to solving skill shortages.

Concern was expressed about the exploitation of migrants which is much harder to assess in London with a myriad of small employers than in, for instance, large food processing and distribution centres. There are concerns about tied accommodation, wages, health and safety at work. The response of the Trade Union movement has varied. For many migrants, self-employment may be their only access to work and issues about income, benefit entitlements, hours of work and health and safety are further obscured here.

### Good Practice: *The Migrant Gateway (East of England)*

Described as an 'integrated information, advice and guidance initiative', the Migrant Gateway is a project of Advice for Life (AFL) which aims to provide information, advice and guidance for people moving to live and work in Europe, and the people who work with them. Funded through the European Social Fund (ESF), the Gateway's objectives are to:

- Build capacity in communities
- Reduce barriers to employment
- Improve access to services
- Facilitate research into migrant issues.

The Gateway also facilitates two telephone hotlines. The Employment

Advice Line provides independent and impartial specialist employment advice for no fee and the META Hotline, which was launched in June 2007, provides generalist help for migrants living in the East of England in six different languages: English, Czech, Lithuanian, Polish, Portuguese and Russian.

The project is also in collaboration with AFL, Fenland District Council and the Regional Language Network to test employee models for business and to assist small to medium sized companies whose workforces are largely from overseas. This includes cultural differences and language barriers and the initiative provides advice on tackling these issues.

### Good Practice: *Brent Refugees Into Jobs*

A new free Migrant Skills Advice Service organized by Brent Council is available at Willesden Green library and Harlesden library for migrants and refugees living in Brent. The Careers Adviser provides:

- A statement of the UK equivalent of qualifications for applicants to give to employers
- One-to-one advice, guidance and action planning to get employment

- Help with CV preparation and job applications
- Advice about training opportunities.

Additionally, there is a medical journal club, a teachers project and an engineers project to help highly skilled professionals in refugee communities into work where they can contribute those highly valuable skills local to services and businesses.

## 4.7 Extreme exclusion

This research has highlighted a number of groups facing the extremes of exclusion from society who tend to be invisible to much of the available research. In some cases they choose that invisibility to avoid the consequences of becoming visible, but in many because others have made that choice for them. These include:

- Victims of domestic violence whose presence in the UK depends on their marriage and have no recourse to public funds and fear deportation if they seek help or support
- Disabled asylum seekers or refugees
- Adults and children trafficked for the sex trade
- Some groups of workers smuggled by unlawful gang-masters.

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