

Review of Migrant Integration Policy in the UK
**(including a feasibility study of the proposal
for an Integration Agency)**



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Department for Communities and Local Government
Eland House
Bressenden Place
London
SW1E 5DU
Telephone: 020 7944 4400
Website: www.communities.gov.uk

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Communities and Local Government Publications
PO Box 236
Wetherby
West Yorkshire
LS23 7NB
Tel: 08701 226 236
Fax: 08701 226 237
Textphone: 08701 207 405
Email: communities@capita.co.uk
Online via the Communities and Local Government website:
www.communities.gov.uk

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Introduction

This paper seeks to review the current strategic and policy framework, processes and provisions in place or under development to support the integration of new migrants. On this basis, it considers where further provision is needed to streamline, focus or improve current provision. This takes into account the various different groups of migrants and the particular needs and issues that they may each present. The review includes a feasibility study of the potential need for an Integration Agency to support new migrants, as recommended by the Commission for Integration and Cohesion.

Background to the review

The Commission for Integration and Cohesion's (CiC) report *Our Shared Future* recommended that all levels of government should do more to welcome and integrate new migrants, and to enable new residents and existing residents to adjust to one another. To integrate is not to assimilate or absorb but to bring together and harmonise.

The report stated that there was evidence to suggest that some migrants faced a series of barriers to integration including: lack of practical knowledge about living in the UK; their rights and responsibilities; non-recognition of qualifications; lack of language or employment skills; difficulties accessing ESOL; lack of opportunities to meet local people; and some hostility and ignorance. Beyond provision for refugees (which constitute a minority of migrants¹), the report highlighted that there was no single place in government responsible for helping to address those barriers, and that as a result, a plethora of local initiatives were springing up to address these. This was leading to duplication of effort.

This contrasted with some other EU countries which had national or regional introductory programmes for all new migrants, in some cases tailoring them to individual migrants' needs² (although it has not been possible within the scope of this review to undertake a detailed evaluation of the efficiency and effectiveness of other countries' approaches, merely to note that other approaches are taken, as outlined).

The CiC recommended that Communities and Local Government establish a national body to manage the integration of new migrants, independent of Government. The work of the body would be around managing the impact of migration on localities and how places respond. The role would be to

1 Of foreign nationals entering the UK in 2006 (ONS Total International Migration), 33% were from the EEA, 4.5% were asylum seekers, and 63% were other foreign nationals.

2 Some European examples of Integration provision include the following: Spain has a Strategy for Citizenship and Integration, France have a Ministry for Immigration, Integration and National Identity. Meanwhile, Germany's Ministry for the Interior is responsible for immigration: Their Immigration Act requires a basic package of integration measures to be offered to all immigrants. In the Netherlands responsibility for migrant integration is covered by the Ministry of Housing, Spatial planning and Environment. Ireland also has a Ministry of Integration.

spread good practice and to set out a clear strategy for both settled and new communities.

Further to the CiC report, Lord Goldsmith has subsequently put forward within his report on Citizenship various proposals around tackling issues of integration, which include the proposal for an 'Office for Citizenship'. The proposals for such a body have some similarities with those for an Integration Agency. Suggested areas of interest include issues around English as a foreign language (ESOL), local volunteering, opportunities for inter-faith action, community mediation, inclusion of a local element in the 'Life in the UK test', the role of citizenship ceremonies and the take up of citizenship by recent migrants.

Communities and Local Government has committed to reviewing the business case for an Integration Agency.

However, time has not stood still. Since the Commission reported in 2007, a number of developments have taken place which aim to address many of the issues facing new migrants that were highlighted within the CiC report. These include:

- The development of a Migration Directorate within Communities and Local Government, and publication of the Cross-Government Migration Impacts Plan (June 2008). This sets out how we are working together as a Government to maximise the benefits of migration and minimise the impacts at a local level. It sets out what we are already doing to manage local impacts of migration, what we will do in addition, responding to the needs of local communities, and the role that local government and local partners can play in taking this forward. Work of the directorate will incorporate communications, supporting the ONS in improving data sources and local population estimates, migration related research, and the development of a programme of local capacity building and good practice guidance.
- The Cohesion Directorate within Communities and Local Government is also taking forward a range of work to support local authorities in managing the cohesion issues experienced by new migrants and the communities that they are joining. Support will include the piloting of Specialist Cohesion Teams offering one-to-one support for local authorities experiencing cohesion and migration pressures, as well as the development of a national portal of good practice. More emphasis has been placed nationally on addressing issues of cohesion through PSA 21 (Building more cohesive, empowered and active communities), and will be supported through the uptake of the Cohesion National Indicator (NI1 - % of people who believe people from different backgrounds get on well together in their local area) by local authorities within the Local Area Agreement (LAA) process.

- A variety of good practice guidance and support for local authorities who are managing the integration of new migrants has been developed through an ongoing peer support programme led by the Improvement and Development Agency (IDeA). Recent outputs from the Migration Excellence Programme have included a template Migrant Information Pack, and a good practice guide covering a range of issues related to migrant integration. Further learning and good practice will be disseminated as the programme progresses, including a national conference in the autumn, and an evaluation of the programme in early 2009.
- The Home Office green paper – *A Path to Citizenship* sets out a much clearer framework through which non-EU migrants can enter the UK either to seek work via a 5-tier Points Based System, to join family members or where they are in need of humanitarian protection. This includes the decision not to introduce the low skilled tier at this time. It sets out the process by which, should they wish to, migrants can progress to becoming British citizens. The green paper seeks to address issues around English language requirements, provides for a fund to manage the transitional impact of migration and to alleviate some of the short term pressures resulting from migration, as well as encourages new migrants to play a much more active part in their community through the active citizenship component of the citizenship proposals (which through undertaking voluntary work or contributing in some other way to the local community would speed up the migrants path to achieving full British Citizenship). These proposals have recently been the subject of consultation and the responses are currently being analysed.
- Migrants are now expected to demonstrate English language ability and knowledge of life in the UK before being granted settlement. This can be done either by completing an ESOL course and demonstrating progression from one level to the next, or taking the 'Life in the UK' test, aimed at ESOL 3 and above. The current 'Life in the UK' publication for citizenship tests includes a wide range of information around everyday needs, employment, law and signposting for sources of further help and information. The Points Based System expects the vast majority of workers to speak English, and there is also a proposal for pre-entry English requirement for spouses.
- Home Office have also issued a consultation paper on marriage to partners from overseas which covers issues around forced marriage and additional proposals around prospective spouses.

- The Department for Innovation, Universities and Skills (DIUS) is taking steps to reform ESOL provision to ensure that it is more targeted towards fostering cohesion and integration within our communities. They undertook a consultation between February and April 2008 on new ESOL proposals which would help to prioritise funding and ensure that local areas developed plans which identified the needs of vulnerable people, such as legal residents who might be expected to stay in the country for the foreseeable future, excluded women, particularly those with young children, and refugees who have established their right to remain in the UK. It also seeks to do more to secure contributions from employers to fund their employees' ESOL needs.
- Development of the Migration Impacts Forum (MIF) and Migration Advisory Committee (MAC). The MIF brings together local experts with ministers to discuss the wider social impacts of migration, bring together evidence, share good practice, and identify further areas for research, while the MAC advises on shortage occupations within the UK labour market and where migration is needed to fill these gaps. The Government may also ask the MAC other migration-related questions from time to time.
- Regional Improvement and Efficiency Partnerships (RIEPS) have also been developed, and will take on a new role in locally led capacity building for local authorities.

Further areas of work are currently under way. These include:

- A review of the Refugee Integration Strategy, and the development of the Refugee Integration and Employment Service by the UK Border Agency (UKBA). This aims to provide integration services for new refugees across the UK, and should be fully operational by October 2008. This will include access to services, one to one advice via a mentor/case worker, and support in finding employment.
- The UK Border Agency is developing a handbook on 'Living and working in the UK' which is likely to be made available via the UKBA website and via British Embassies elsewhere. It is being produced in 17 languages, with the English version targeted at ESOL level 1.
- The case resolution process for existing asylum claims – as part of the process to clear the backlog of asylum applications, work is being undertaken across agencies and with local authorities to ensure that there is an appropriate package of support provided for those granted refugee status.
- The Department for Business Enterprise and Regulatory Reform (BERR) is also working with employers on good practice in dealing with migrant staff.

- There are also various developments being taken forward by other bodies, such as the development of a national Migrant Information Portal, led by the East of England Development Agency (EEDA) who are currently piloting a regional version. This offers potential and existing migrants, as well as employers and other service providers key information about migrating to the UK. It also includes a dedicated helpline both for individual migrants and service providers. It is expected that this National Portal will be in place by October 2008.

These developments illustrate that although the CiC report identified a number of areas where further support for migrants was needed, a significant proportion of this work is already being taken forward in some form.

Questions to consider:

1. **Do we need greater clarity on where the responsibility for integration of migrants lies within Government?**
2. **Does the government have an integration policy for migrants? Do we have relevant policies, functions and provisions which could be better joined up?**
3. **Where are the gaps? And what are we doing to fill these gaps?**
4. **On the basis of these considerations, what further provision is required?**
5. **Options appraisal – what are the pros and cons of different models of delivery?**
6. **Recommendations for future action.**

1. Do we need greater clarity on where the responsibility for integration of migrants lies within Government?

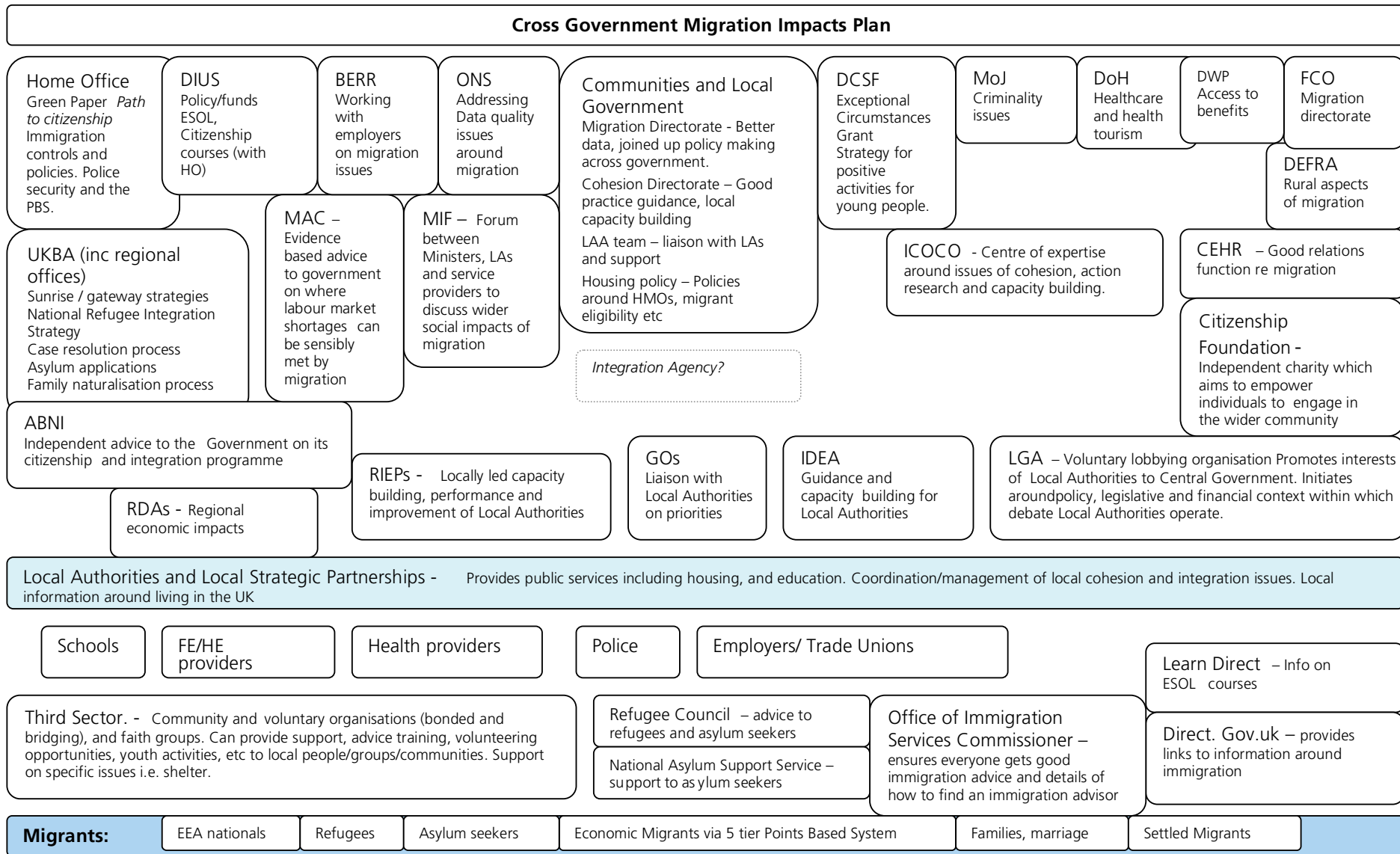
The CiC report argued that integration of new migrants has lacked a strong Departmental lead within UK Government. For example:

- The UK Borders Agency has the responsibility to manage migration, offer humanitarian protection, to welcome the reunification of families and to support the UK economy.
- Communities and Local Government has responsibility for addressing migration issues relating to housing and community cohesion in addition to managing the relationship between central and local government. However, issues vary according to the types of migrants, their eligibility for certain benefits, the areas that these migrants are moving to, and the rate at which they are entering (and leaving) the country.
- DIUS/Home Office have responsibility for policy around ESOL provision and content of citizenship classes, in addition to issues relating to the skills of migrants and the existing population.
- Ministry of Justice have an interest in citizenship with respect to Lord Goldsmith's review.
- BERR have a responsibility around the regulation of employers, in particular regulation of gangmasters within the agricultural sector (Gangmasters Licensing Authority).
- The Department for Children, Schools and Families (DCSF) have had to respond to pressures on schools as a result of increased migration, and higher proportions of pupils with English as a Foreign Language.

Other government departments meanwhile hold responsibility over access to benefits, healthcare and other issues of migrant integration. However, often these policy areas relate to different groups of migrants, and there is currently no clear strategy outlining the needs or provisions available for all of these groups.

There are also a number of non-governmental bodies who have a role within various aspects of migrant integration. Figure 1 illustrates the current complexity and range of government departments, agencies and other bodies which have a role in the integration of new migrants. Further details on the nature of the role of each of these bodies are provided within annex 1.

Figure 1: Migration and Integration Functions Map



Since the CiC report Communities and Local Government have set up a Migration Directorate in November 2007 which coordinates work across government around the impacts of migration on local communities, and ensures a joined up response in places where there are demonstrated pressures. The Cross-Government Migration Impacts Plan (June 2008), sets out the issues that this will seek to tackle and the approach it will take.

Therefore although there may have been no obvious focal point within Central Government to consider impacts of migrant integration on local communities in the past, this has been addressed by Communities and Local Government. As its work progresses, there will be a stronger narrative and greater coherence of government policy around migrant integration.

2. Does the government have an integration policy for migrants? Do we have relevant policies, functions and provisions which could be better joined up?

There are a number of relevant policies, functions and provisions in place across government, particularly in relation to refugees and those applying for settlement/citizenship. Relevant policy areas include:

- The Home Office green paper on Earned Citizenship published in February which sets out a new process for becoming a British Citizen, and details of the five tier points based system for economic migrants.
- The Refugee Gateway, and Iraqi Re-settlement programmes.
- Development of the Refugee Integration and Employment Service (RIES) for all of those granted refugee status.
- Dedicated Schools Grant and New Arrivals for Excellence Programme.
- £50m Community Cohesion investment over three years.
- Asylum case resolution programme.
- Investment in affordable housing, and rough sleeping support.

And a number of reviews are currently underway across government which will look at provisions being made for new migrants, and how these might be improved, including:

- Private rented sector review.
- Review of access to healthcare by foreign nationals.
- Review of access to benefits for EEA migrants.

- Review of criminality of EEA migrants.
- Review of citizenship and immigration rules for migrants who come to the UK to work or study.

There remain some gaps around, for example, new arrivals who are not refugees or EEA nationals. A key strand of the Cross-Government Migration Impacts Plan will therefore be to look at migration-related policies across government in relation to their impact upon local communities, identify gaps and to determine whether additional work may be needed to make the path to integration smoother for all groups of new migrants.

3. Where are the gaps, and what is being done to fill these gaps?

The CiC report identified the following gaps

For migrants:

- Lack of practical information about how to live in the UK.
- Lack of knowledge on rights and responsibilities, and UK laws.
- Non-recognition of qualifications.
- Lack of language/employment skills.
- Access to ESOL which meets new migrants needs.
- Lack of opportunities to meet and integrate with existing population.
- Public hostility and ignorance.
- Restrictions attached to immigration status³.

For settled communities:

- Community tensions around behaviours of new migrants.
- Lack of understanding of other cultures.
- Perceived fairness over access to housing, jobs and other service provision.

³ It should be noted that this has been reviewed in the interests of the Points Based System and citizenship process.

For local authorities and agencies:

- Joined up policy making from Whitehall.
- One point of contact for information on appropriate contacts for multi-agency response and information sharing.
- Access to high quality local level population data, trend mapping and predicting future population flows.
- Advice around local level data sharing protocols.
- Consolidating and taking forward good practice work, including access to a range of advice, support and guidance.
- Training around, for example, media management and managing conflict.
- National level welcome pack/ website/ telephone service for new migrants.
- Exploring issues around identification, welcoming and tracking of migrants.

The benefits of addressing these gaps are clear, and it should be emphasised that many of these issues have already been (or are being) addressed. For example:

- Development of a clear departmental lead within Central Government, common narrative, and a streamlining of Government policy across different departments in relation to the integration of new migrants.
- Mapping and definition of what is already being done where, and identification of where there are gaps in support.
- Clearer definition of groups currently referred to as migrants and their respective pathways, needs, and rights around access to services (new migrants, settled migrants, those on the path to citizenship etc).
- Provision of good practice guidance and support for local authorities, including a national portal of information, common resources (such as information packs etc), a clear point of contact on policy issues, and support in addressing specific issues, including better use of existing legislation.

- Improved data quality and access to better information around population figures, future projections, and local population changes. Better information / data on how many there are, patterns of movement, motivations, what we know about chain migration, information about impact of recruiting policies, all within the context of managed migration (for example, the E-Borders programme and ID cards will both contribute towards improved quality of migration data).
- Further work around identifying opportunities for meaningful interactions between settled and new communities (this forms an element of work being taken forward by Communities and Local Government's Cohesion Directorate).
- The changes to the immigration system via Points Based System and Citizenship green paper.

We do, however, need to ensure that these areas of work are effectively delivered, and that they produce the desired effects. Therefore it will be important to build into these programmes effective means of monitoring and objective evaluation to enable Communities and Local Government to review and improve migration policies on an ongoing basis.

4. On the basis of these considerations, what further provision is required?

Despite the considerable progress being made, many migrants coming to the UK could be making an even greater contribution to the economy. Better information about living in the UK could ensure that migrants make more appropriate use of services (such as healthcare), and do not inadvertently break the law (for example, driving offences and antisocial behaviour). Greater transparency around service provision, and more proactive media handling would also help to reduce tensions between communities and therefore reduce the likelihood of community conflict.

More joined up policy across Whitehall, access to high quality population data, good practice guidance, training, and national level resources will meanwhile reduce the strain on some local authorities who are struggling to cope with a level of migration which they have not experienced before.

Some issues may require further focus. For example:

- More coherent communications around the benefits and impacts of migration. Further work, particularly with local media to ensure messages communicated are fair and based on facts. This might also include training to local front-line service providers around dealing with migration issues and to press officers around media handling, as well as increased transparency around rights to specific service provision, such as housing.

- For migrants themselves, more consistent information provided to them both before, and as soon as possible on entering the country, specifically in relation to accessing local services, rights and responsibilities and UK law. Although provisions are in place within some local authorities (and more widely for refugees), this is still patchy, and there needs to be much greater coherence in the level of information provided, at the right time, to the right people.
- Better identification, recognition and use of skill sets that migrants hold, and potentially, training to members of new migrant groups to become interpreters and mediators.
- Consideration of the need for a single, coherent, cross-government 'Strategy for Integration' of migrants.

5. Options appraisal – what are the pros and cons of different models of delivery

There are a number of options which might be considered to plug these gaps. These range from making better use of existing structures, through revision of departmental responsibilities, a new focus around specific functions, to the development of a national body which takes on responsibility for delivery across all of these proposed functions.

Consideration of these options will need to take into account where tasks can be best performed across government, NDPBs, agencies or voluntary organisations, and the costs, benefits and value for money that each of these various approaches entails.

This paper considers three potential options. These are:

- **Option 1:** Communities and Local Government continues to develop its policy coordination role across other government departments on matters of migrant integration. It also provides support and guidance for local authorities in partnership with the appropriate agencies.
- **Option 2:** As above, but further work is developed and taken forward around closing some of the identified gaps. This might include clearer definition of migrant groups and their respective needs, a more significant role in local government capacity building (including for example the hosting of national or regional conferences, other forums for sharing of good practice, and commissioning of capacity building support and training provision. Other possible areas of work to consider include: consideration of the developing need for a single 'Migration Integration Strategy'; set up of a cross-government officials 'network' to provide a focal point on which to coordinate migrant integration policies; take account of the already planned review of ABNI; and, consideration of the current division of responsibilities for integration funding between government departments including UKBA.

- **Option 3:** Development of an Integration Agency, sponsored by Communities and Local Government, as referred to within the CiC report.

Option 1: Communities and Local Government continues to develop its policy coordination role across other Government departments on matters of migrant integration. It also provides support and guidance for local authorities.

Benefits

- Work is already underway and funding is secured for this programme of work for the current CSR period, therefore there is no additional cost requirement.
- Communities and Local Government's Migration Directorate now has a clear remit around coordination of migration policy. Following publication of its Cross-Government Migration Impacts Plan in June 2008, it will be able to provide better clarity, coherence and leadership around the various migration related policies being developed across government than has hitherto been possible.
- This will provide time for existing structures and forums to bed down and for new policy developments to impact on the ground before taking forward any additional changes.
- Local authorities remain in control of managing migration issues locally and are therefore able to respond to these pressures flexibly according to their own particular needs. However, capacity building support is available to them through a variety of avenues.
- It will be possible to undertake communications work around clarifying the respective roles and responsibilities of existing structures so that local authorities and other partners know where to come for advice, support or guidance, and how to raise issues of concern on policy matters.

Costs

- Costs are limited to the existing staffing and overheads of the Communities and Local Government Migration Directorate, plus programme funding towards the ONS work on improving local area data.
- Costs associated with the other existing structures remain the same, for example, those of MIF, ABNI, and UKBA.

Accountability

- Clear accountability to Secretary of State and Cabinet beyond.

Option 2: As above, but further work is developed and taken forward around plugging some of the identified gaps. This might include:

- **Clearer definition of migrant groups and their respective needs.**
- **A more significant role in local government capacity building (including for example the hosting of national or regional conferences and other forums for sharing of good practice, and commissioning of specific training provision).**
- **Consider the need for developing a single 'Migration Integration Strategy'.**
- **Set up of a cross-government officials network which would provide a focal point on which to coordinate migrant integration policies.**
- **Take account of the already planned review of ABNI.**
- **Consideration of the current division of responsibilities for integration funding between government departments including UKBA.**

Benefits

- Benefits as for option 1 still apply around Communities and Local Government's Migration Directorate's leadership of this agenda.
- A cross-government network may provide for greater dialogue and coordination around the ongoing development and streamlining of migration policy, specifically around matters of migrant integration. Clarity on groups of interest and their respective needs will enable the network and other stakeholders to more easily identify where there are gaps in existing provision, and focus on key areas where improvements are needed.
- A Migration Integration Strategy will provide a strong framework on which migration integration can be managed.
- Additional capacity would enable a more effective response to identified needs around local authority capacity building and future research requirements.

Costs

Additional programme funding would be required for:

- Local authority capacity building support.
- Provisions required to close any gaps identified through the development of an 'Integration Strategy'.

Additional admin resource may be required for:

- Any change in the existing departmental ownership in the management of relevant Integration funding would require a transfer of certain overheads and resources. It would represent a machinery of government change which in itself would require resources.
- Review of terms of reference for existing bodies, and implementing any changes to these terms of reference, membership, or political control.

Option 2a:

- One additional option for consideration would be to reconsider the responsibilities of ABNI. ABNI has hitherto focused solely on advisory work around the implementation of ESOL and Life in the UK testing, and its current terms of reference are coming to a close towards the end of 2008.

Accountability

- Clear accountability to Secretary of State and Cabinet beyond.

Option 3: Set up an Integration Agency or NDPB.

An NDPB is a body which has a role in the processes of national government, but is not a government department, or part of one; and which accordingly operates to a greater or lesser extent at arms length from ministers. Ministers are however responsible for an NDPB's independence, effectiveness and efficiency.

There are occasions where bodies carrying out public functions should be further removed from ministers. The greater degree of independence may be appropriate to provide independent advice and expertise on technical or complex issues outside of the party political arena. Public bodies carry out a wide range of functions. Such bodies focus in depth on clear and specific functions and purposes. They can operate more flexibly than executive agencies. They must be a separate institutional unit, for example: making their decisions in an autonomous way, entering into contracts, owning and disposing of their own assets, employing their own staff, and having their own bank accounts.

The main principles in their set up are that:

- A new NDPB should *only* be set up where it can be demonstrated that it is the most appropriate and cost effective means of carrying out the given function.
- NDPBs should be accountable to parliament and the public for the way they carry out functions.
- The relationship between an NDPB and the sponsor must be clearly defined in a way which supports the appropriate level of delegation and independence of the NDPB while assuring the minister that financial management arrangements ensure propriety, regularity and value for money and that risks will be managed.

An NDPB will be the appropriate model where the function needs to be carried out at arms length, or when expert advice is required by ministers. An Executive NDPB would carry out administrative, commercial, executive or regulatory functions on behalf of government. These are legally incorporated and have their own legal identity, therefore established by an Act of Parliament, Royal Charter, or incorporated under Companies Acts legislation and charity law. They employ their own staff, are allocated their own budgets, but are not crown bodies or have crown status. Appointments to Board are made by ministers. They are able to charge fees for the services they provide.

The CiC proposal for an agency suggests that although the proposed Integration Agency would have an advisory role in relation to central government policy, the focus of the role would be on additional functions on behalf of government, including capacity building and support for local authorities, training for local service providers in relation to media handling

and front line service provision, research and work around data sharing, as well as looking into opportunities for welcoming of migrants.

Benefits:

- This would provide for a dedicated agency with clearly defined role and responsibility for migrant integration issues, capable of undertaking 'on the ground' delivery (i.e. around local authority capacity building, training programmes etc).
- It would provide one port of call for users (both local authority/service providers, individual migrants, and employers etc).
- It would have credibility as an independent voice separate from government, particularly in relation to migration related research and statistics and on central government policy matters.

Costs:

These would include:

Start up costs:

- Central government costs arising from the setting up of an NDPB, namely: developing terms of reference, consultation, policy development, and financial advice.
- Transitional costs: legislation and one-off overheads, appeals machinery, redundancy payments, communications and marketing of new role.
- Recruitment of new staff.

Ongoing costs:

- Board member fees and expenses; staff costs; superannuation; accommodation; depreciation of fixed assets; other overheads.
- Programme funds for delivery of the body's objectives.
- Communications costs.
- Central government officer time in terms of monitoring and management of the body, performance management, review of terms of reference and role, liaison with ministers, etc.

Other costs to consider include:

- Environmental sustainability, additional carbon footprint, equality impact assessment, and likely location of a body (inside/outside of London).

A detailed costing exercise has not been undertaken within this feasibility study. However, we have reviewed the outline costs for the development of similarly sized NDPBs to provide some guidance as to the scale of resources which are likely to be required.

Firebuy, for example, was established as a procurement and purchasing arm of the Fire Directorate in 2006. This has a staffing complement of 20 FTEs. Although the skills sets and functions of this NDPB are quite different, they are likely to require similar skill *levels*, and therefore staffing costs. The start-up costs for this NDPB were in the region of £2m, with a further £2m per annum running costs.

The Standards Board for England was set up in 2001 with staff of around 40 plus a Board of nine and Chief Executive. Its function in the first year was mainly around developing structures, training and guidance. First year setup and running costs amounted to £2.6m. This has since moved to Manchester and increased its staffing to around 60-70. Costs are currently expected to be in the region of £7m this financial year.

The anticipated costs of an Integration Agency are likely to be in the region of £2m for set-up, and £1.5 – £2.5m per annum thereafter, although this largely depends on the exact terms of reference which this body would take on, and the number and skill levels of staff that were required to support it.

Risks and issues for consideration:

- Risk of duplication with existing bodies. There are already a number of existing independent bodies covering issues related to integration, with additional proposals for a body under MoJ to cover issues of citizenship. The development of such a body would therefore need to appropriately consider the politics, costs and time implications around changing responsibilities of existing bodies, and taking forward necessary legislation. There is also the need for a real clarity of purpose prior to taking this work forward (at present, the proposals cover both 'think tank' functions, as well as delivery – these would need to be prioritised).
- This body would need to work closely (and might risk duplicating) with existing capacity building functions, for example, IDEA⁴, LGA⁵ and RIEPs⁶ etc.
- Communities and Local Government is currently developing a strengthened role in this area through its Migration Directorate. We need to give this time to develop.

4 Improvement and Development Agency for Local Government

5 Local Government Association

6 Regional Improvement and Efficiency Partnerships

- Consideration needs to be given to the legitimacy of such a body, the buy-in from potential users and the potential level of authority or leverage that it is likely to secure over policy and programmes led by central government. An independent body would need to lobby government to secure any changes, and would therefore be very dependent upon the quality of working relationships built with Central Government departments to effect any ongoing change.
- Capacity issues – it is currently unclear what level of resource would be required to enable the organisation to do all the functions it sets out to.
- This is likely to be the most resource intensive option.
- An independent agency would be able to charge for the services it provides, however, it is unclear who would be able (and willing) to actually pay for any services in this respect. Such an agency would therefore require on-going central government funding for the life of the agency.
- The development of an independent body is also dependent on getting a legislative opportunity and the level of work associated with putting an Act through Parliament.

Accountability:

- Ministerial accountability through host department.

6. Recommendations

The options appraisal process has indicated that at present, there is no clear rationale for developing an Integration Agency on the basis that these functions can feasibly be provided within existing structures, and that the development of an additional agency does not justify the cost that this would entail.

On the basis of the three options presented, Communities and Local Government's recommended approach would be to take forward Option 2.

Specifically, that the Communities and Local Government Migration Directorate should take forward its lead on coordinating work across government around the impacts of migrants on local communities.

The Directorate should initially take forward work in the following areas:

- Continue work around coordination of migration and integration related policies across government, including the development of a cross-government migration network.
- Develop work around communications, and research into migration trends and patterns.

- Support ONS in improving data sources and local population estimates, and undertake migration related research.
- Map the pathways of different migrant 'types' and the policies and programmes that address their relevant needs, to identify gaps and where priority work is needed around improving integration matters.
- Develop a programme of work around local authority capacity building.
- Consider the current division of responsibilities for integration funding between government departments including UKBA.
- Review with the Home Office the terms of reference and operational functions of MIF to determine whether any further change is required to provide for external scrutiny of integration policy.
- Consider whether there is a need for a 'Migrant Integration Strategy' for all migrants.
- Work with UKBA in their review of ABNI's future role and terms of reference.

Annex 1: Details of key agency remits in relation to the integration of migrants

- **Communities and Local Government** – Responsible for ‘Communities’ policy.
- Migration Directorate has recently been set up and has published a Cross-Government Impacts Plan which sets out how we are working together as a Government to maximise the benefits of migration and minimise the impacts at local level. This includes work around developing better data, working with other government departments to develop a more coherent approach to migration, including ensuring fair provision of and access to public services, tackling issues around community cohesion and integration of new migrants, and providing advice and guidance around issues of best practice to local authorities. The key interest is around the impact of migration on ‘place’.
 - The Cohesion Directorate is developing a Cohesion Delivery Framework to support PSA 21 ‘building cohesive, resilient and active communities’ which will provide further advice for local authorities in delivering cohesion. It will pull together existing advice into a single document which will advise local authorities on how to analyse issues for cohesion and develop a plan of action. It will also develop a cohesion ‘portal’ of guidance. These will include issues around migration. The Cohesion Directorate is also responsible for managing the Beacon Scheme which encourages innovation and dissemination of good practice. Round 10 will include a theme on cohesive and resilient communities.
 - Housing Directorate is also dealing with various housing issues relevant to migration and have a team focused on housing related migration issues. Focus of work is currently around the case resolution process being led by UKBA, and addressing issues such as Houses in Multiple Occupation (HMOs).
(www.communities.gsi.gov.uk)
- **Migration Impacts Forum (MIF)** – co-chaired by Home Office/ Communities and Local Government ministers. The purpose of the Migration Impacts Forum is to provide a forum for proper, regular and organised dialogue with interested parties outside Government, focused on the wider impacts associated with migration experienced by local areas. It:
 - Considers information from forum members about the social benefits of migration and any transitional impacts and/or adjusting requirements which derive from immigration.
 - Identifies and shares good practice in managing transitional or adjustment requirements.

- Brings together existing evidence about the impacts of migration.
- Suggests areas for government research on the impacts of migration.
- Considers the possible impact of proposed new Home Office policies on migration.

The Forum meets quarterly and is chaired jointly by a Home Office and Communities & Local Government minister. The Forum's findings are shared with all relevant Government Departments.

(<http://www.ind.homeoffice.gov.uk/managingborders/managingmigration/migrationimpactsforum/>)

- **Migration Advisory Committee** – The Migration Advisory Committee (MAC) will provide independent and evidence-based advice to government on specific sectors and occupations in the labour market where shortages exist which can sensibly be filled by migration. The committee will produce a shortage occupation list to government for the UK and a separate one for Scotland by June this year. These lists will be used within the Tier 2 skilled migrant category of the Points Based system. The Government may, from time to time, also ask the MAC to advise on other matters relating to migration.
(<http://www.ukba.homeoffice.gov.uk/aboutus/workingwithus/indbodies/mac/whatthemacdoes/>)
- **Department for Innovation, Universities and Skills (DIUS)** – Responsible for policy on skills and in particular ESOL delivered by local colleges and funded by Learning and Skills Councils. Recently concluded a consultation on changes to ESOL provision. Also responsible for skills agenda and upskilling the existing population. Forward work linking into the integration and citizenship agenda – targeting ESOL provision. Also developed 'life in the UK' test and citizenship courses developed in conjunction with the UK Border Agency.
(www.DIUS.gov.uk)
- **Department for Children, Schools and Families (DCSF)** – English as an Additional Language supported by Dedicated Schools Grant and Ethnic Minority Achievement Grant (EMAG). New Arrivals Excellence Programme (N AEP). Duty on schools to promote community cohesion. Forward work includes the new secondary curriculum for citizenship and a 'Who do we think we are?' week. Also have strategy around positive activities for young people– including cohesion issues.
- **Ministry of Justice** – Recently led Lord Goldsmith's Citizenship Review which reported in March 2008. <http://www.justice.gov.uk/docs/citizenship-report-full.pdf>
- **Department for Business, Enterprise and Regulatory Reform (BERR)** – Have produced a basic 'Working in the UK' guide in seven languages. <http://www.berr.gov.uk/employment/migrant-workers/index.html>

Have also established a Vulnerable Workers Enforcement Forum which considers what support migrant workers need to receive from the employment sector. <http://www.berr.gov.uk/employment/employment-legislation/success-at-work/vulnerable-worker/index.html>

Working with employers to establish good practice on employing migrants.

- **Department of Health (DoH)** – Areas of interest include translation/ interpretation costs for the NHS, future of migrant workers in the health service, and access to health care by migrants (registering with GPs and inappropriate use of A&E). A review of entitlements to the NHS (including migrants) is due out in June.
- **Department for Work and Pensions (DWP)** – Main interest around access to benefits. Conducting review of EEA nationals' access to benefits – timescales to be confirmed.
- **Foreign and Commonwealth Office (FCO)** – Support British people overseas, deal with requests for visa application. representative of OGDs abroad.
- **The UK Border Agency (UKBA)** at the Home Office is responsible for migration, citizenship and refugee integration policies, including a 'National Refugee Integration Strategy' and sponsorship of the ABNI (see below).

UKBA also manages the Sunrise and Gateway strategies for refugees and a raft of initiatives around general migrant integration, including the "Life in the UK test" and language with citizenship courses, the later of which they have developed in conjunction with DIUS. They are currently working on the concept of "earned citizenship" and a Green Paper entitled *The Path to Citizenship* was published in February consulting on new proposals around a migrant's path to citizenship or permanent residence. This also looks at issues of earned and active citizenship, language requirements, and self-sufficiency.

The UKBA will be taking forward the proposals included in the Green Paper with possible legislation in the Citizenship Bill, which will also bring forward a radical simplification of immigration laws.

The UKBA have recently restructured with a new regional structure, intended to be able to work much more closely with local authorities in managing migration.

They provide support for MAC and MIF (above), and are responsible for management of the EU solidarity fund.

Work is also being done around a review of EEA migrants and criminality (reporting in autumn).

They will also be coordinating the response to the recent report on the House of Lords Economic affairs committee on the economic impacts of migration. The government response is to be published in early June, around the same time as the Impacts Plan.

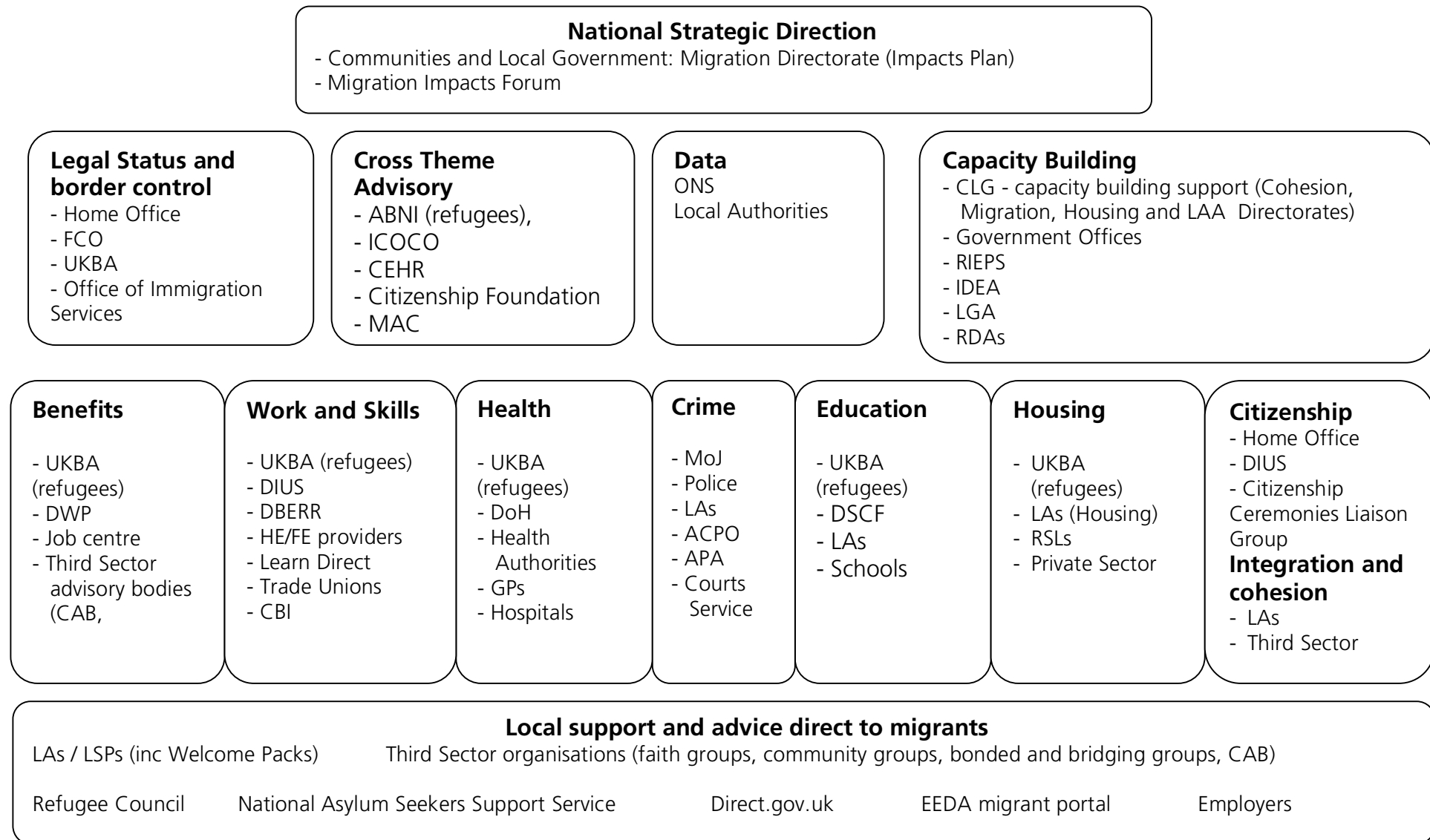
(<http://www.ukba.homeoffice.gov.uk/>)

- **Advisory Board on Naturalisation and Integration (ABNI)** – This is an advisory Non-Departmental Public Body sponsored by UKBA. There are approximately 12 board members, plus a secretariat of two staff within UKBA. The board tends to meet 4 -5 times a year in addition to activities taking place between these meetings. It provides independent advice to the Government around the implementation of the language and Life in the UK arrangements as required by the Nationality, Immigration and Asylum Act 2002. It also advises on ways in which existing language and citizenship education resources and support services might be developed, and on processes around Citizenship ceremonies. The focus is therefore on migrants who have been in the UK for a minimum qualifying period prior to applying for citizenship or leave to remain in the UK. The body also has a policy role in responding to other government documents, such as the Home Office green paper, CiC report, etc. However, many of the products which it has been involved in are now relatively self sustaining, therefore its future role is currently under deliberation, with its existing remit currently running until November 2008. (<http://www.abni.org.uk/index.html>)
- **Citizenship Ceremonies Liaison Group (CCLG)** – Managed by UKBA it comprises members who are involved with the day to day running of Citizenship ceremonies at a local authority level and those responsible for managing the applications for citizenship at UKBA.
- **Local Government Association (LGA)** – the LGA is a voluntary lobbying organisation, which promotes the interests of local authorities to central government. It initiates debate around the policy, legislative and financial context within which local authorities operate. Currently engaged with ONS and Communities and Local Government to improve the migration statistics across government. Lobbying for more funding to deal with local authorities experiencing large influx of migrants and pressure on local services such as education and health. (www.lga.gov.uk)
- **Government Offices** – accountable for ensuring effective co-ordination of government policies at a local level. Work with local authorities and other local partners on performance, and on the oversight of regional strategies.

- **Regional Improvement and Efficiency Partnerships (RIEPS)** – Made up of local authorities and other key partners within the region, they are responsible for locally led capacity building, performance and improvement of local authorities within their region. Reflects new, joint approach to supporting excellent performance which is owned and driven by local authorities and their partners, with greater levels of resource channelled through RIEPS. RIEPS have all developed individual strategies setting out their priorities for performance improvement. (<http://www.lga.gov.uk/lga/aio/37925>)
- **Regional Development Agencies (RDAs)** – Regional Development Agencies' role is to lead sustainable economic development, therefore they have an interest in migration from the point of view of the employer, and migrants as a labour resource. EEDA are currently piloting a migration portal and help line, providing information for migrants, employers and other service providers. They are currently working with other RDAs to look at the potential for scaling this up to a national resource.
- **Local Authorities** – Through the LAA process, local authorities are responsible for agreeing their own priorities. LAAs are therefore the critical vehicle for enabling local authorities and partners to manage migration issues and bring about improvements in cohesion and integration. There are a small number of National Indicators which are relevant to migration, including ESOL, community cohesion, and HMOs. The Cohesion indicator is likely to be widely taken up by local authorities, although less so for the other relevant indicators.
- **Commission for Equalities and Human rights (CEHR)** – The new commission is working to eliminate discrimination, reduce inequality, protect human rights and to build good relations, ensuring that everyone has a fair chance to participate in society. It has a Good Relations function which particularly relevant to migration issues. (www.cehr.org.uk)
- **Institute of Community Cohesion (ICOCO)** – partnership of academic, statutory and non-governmental bodies. Aims to become national and international centre of expertise around issues of cohesion, collate and disseminate best practice, evaluate and conduct action research, build capacity, and develop clearer connections with citizenship agendas. Programme of work aims to contribute to the understanding of how communities can become more at ease with 'difference', multiculturalism and patterns of migration. (<http://www.coventry.ac.uk/researchnet/icoco>)

- **Improvement and Development Agency for Local Government (IDeA)** – The IDeA works for local government improvement so councils can serve people and places better. It is owned by the Local Government Association and belongs to local government. It operates the Beacon Scheme, and has produced various capacity building support around migration, including a guide to migration, template for welcome packs, and peer mentoring programme. Work now needs to be done with IDeA around the dissemination of findings from the peer group support programme, which will be reporting in October. (www.idea.gov.uk)
- **Citizenship Foundation** – This is an independent charity which aims to empower individuals to engage in the wider community through education about the law, democracy and society. (<http://www.citizenshipfoundation.org.uk/>)
- **Refugee Council** – Provide advice and support and help to refugees and asylum seekers and make information and advice available to them directly and in their own language. One Stop Services are run from five offices. Also work with separated children who arrive alone into the UK and require care and support. Involved in a key resettlement programme in Hull and provide training for refugees to help them with integration and gaining employment. (<http://www.refugeecouncil.org.uk/>)
- **National Asylum Support Service** – focuses on all matters that concern people seeking asylum, together with a directory of hundreds of online resources relating to: asylum and refugees, conflict, country data, court cases, deportation, detention, discrimination, funding, gender, government, human rights, human trafficking, law, media, migration, policy and studies. (<http://www.asylumsupport.info/nass.htm>)
- **First point of contact for new migrants** – This will range from Citizens Advice Bureau, Third Sector organisations, direct.gov.uk, Learn Direct, Job Centres, employers, schools and adult learning providers, housing associations and a range of other stakeholders on the ground in addition to community workers, and the local authorities (Town Hall). Clearly there are a large number of national, regional and local organisations who can potentially offer advice and guidance to new migrants around their rights and responsibilities, access to services, and other issues around integration and citizenship. However, the quality and accuracy of this advice is likely to vary. All will differ in terms of their primary role, and their ability to signpost to appropriate advice and guidance.
- **Community Legal Advice** – advice on rights in relation to immigration status. (www.clsdirect.org.uk)

Annex 2: Key agencies by thematic function



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