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**Draft Final Report**

**ANGUS  
MIGRANT WORKERS  
STUDY  
and  
STRATEGY**

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## Contents

		<b>Page</b>
1.	Introduction	1.
2.	Recommendations	2.
3.	Terminology	3.
4.	The Changing Composition of the New Migrant Communities	3.
5.	The Public and Voluntary Sector Response	6.
6.	Strategic Approach	8.
7.	Strategic Aims	11.
8.	Proposed Workstreams	11.
9.	Effective Information and Communications	13.
10.	Improving Access to Services	17.
11.	Addressing Policy Priorities	22.
12.	Encouraging Community Development and Positive Community Relations	26.
13.	Sharing Intelligence and Data	29.
14.	Co-ordination and Delivery Framework	32.
Appendices		
1.	List of Action Points	35.
2.	Summary of Action Points – Diagram	39.
3.	Current and Potential Data Sources	40.
4.	List of Interviewees and Contributors	43.
5.	Supporting Material	46.

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## **Angus Migrant Workers Study/Strategy**

### **1. Introduction**

There has been a dramatic rise in the number of migrant workers coming to live and work in Angus over the past 2 to 3 years. These migrants are predominantly, though not exclusively, from the countries of Eastern Europe newly admitted to the European Union, known as the A8 states, and now the even more recently admitted states of Romania and Bulgaria.

This increase in migrant numbers has brought with it benefits, but it has also created pressures on public and voluntary services. A range of activity is currently being undertaken individually and collectively by community planning partners in Angus, to address the issues and needs relating to its migrant communities. However the Partnership recognises that more could be done and it has therefore commissioned this study to identify areas for action and improvement, and to set out an overall strategy to address these issues and develop this work further in a partnership context.

The report seeks to:

- Summarise current activity in Angus in relation to migrant workers.
- Identify key issues which need to be addressed through partnership working.
- Identify areas for improvement and further development of activities.
- Set out a draft strategy to address these issues on a partnership basis, including proposals for practical action.

The study has tried to build on previous research undertaken locally and nationally, avoiding duplication. It has been focused specifically on the local position in Angus, though some of the issues and conclusions have a wider relevance. It is based principally on interviews with public and voluntary staff with a good knowledge of the local situation and experience of the issues raised by the increase in migrant numbers across a range of service areas, together with some group and individual discussions with members of the new migrant communities themselves (see methodology).

The study has not looked in detail at individual service issues, but has concentrated on issues which are common to a number of service providers or have a broad impact across partner agencies. Nor did it set out to be a comprehensive academic study, seeking rather to identify practical actions which might be undertaken on a partnership basis to better meet the needs of the new migrant communities and ways in which partner agencies might improve the operational effectiveness of their activities in the context of the increase in numbers of migrants and the particular demands and pressures this places on their services.

The study remit was to look specifically at issues relating to the recent dramatic increase in numbers of migrants over the past 2-3 years and this is the focus of the report. However, it should be noted that there is some commonality of issues between these new migrant communities and those in the longer established black and minority ethnic communities (and with some other groups vulnerable to discrimination), and that some of the actions proposed could be of equal benefit to these communities as well. So although the report and proposals have this specific focus, they should be considered in the context of a wider and more general equalities approach.

One general conclusion of this study is that this is precisely the kind of cross cutting issue with a significant impact on the local area which the Community Planning Partnership is ideally placed to address and can play a key leadership and co-ordination role.

## **2. Recommendations**

**It is recommended that the Community Planning Partnership:**

- a) Agrees a strategic approach and aims based on the proposals set out in sections 6 and 7 below;**
- b) Endorses in principal the co-ordination and delivery framework set out in section 13;**
- c) Indicates a general level of priority to be given to the strategy;**
- d) Agrees membership of the Co-ordination Group and remits it to consider the detailed proposals set out under each workstream and make proposals for delivery arrangements and responsibilities.**

### **3. Terminology**

'Migrant workers' is the term most commonly used in connection with the recent increase in non-nationals coming to live and work in the UK. There is a suggestion that this term carries a degree of stigma and is not favoured by members of these communities themselves. The Angus Migrant Workers Initiative has recently adopted the term 'European and International Workers' to describe this group, and has re-titled itself accordingly. However such terminology is not yet in common use, so for sake of general clarity this report uses the terms 'migrant workers' and 'new migrant communities'.

As noted in the introduction these terms are applied predominantly in relation to people from the Eastern European states newly admitted to the EU, since these appear to account for by far the greater part of the increase in migrant numbers over the past 2 to 3 years in Angus. However there are also groups of migrants from other parts of Europe (Portugal for instance) and from outwith the EU in lesser numbers who should also be considered in this context. The term 'new migrant communities' is used to distinguish these groups from previous migrant communities who are now settled here, and in recognition of the fact that an increasing number of migrants have children and other non-working dependents.

This issue of terminology is perhaps worthy of further consideration in itself in order to find a term that is not prejudicial, is meaningful and unambiguous, and which stands a chance of being assimilated into common usage.

### **4. The Changing Composition of the New Migrant Communities**

It is difficult to obtain reliable data regarding the numbers and make up of the various new migrant communities in Angus.

Firstly, the main sources of data that are commonly used across the UK as a basis for estimating migrant worker numbers are National Insurance Number Registrations (NINo) and the Workers Registration Scheme. These are generally thought to underestimate the numbers within the new migrant communities, and particularly so in Angus.

This data is affected by non-registrations, including those who should be registered but aren't and non-working dependants, and by the fact that the migrant worker population is mobile, so whilst registration may take place in one part of the UK, individuals may then be working in a completely different location. There are clearly local issues regarding individuals living in Angus but working in Dundee and vice versa. It is also unclear whether figures are further distorted by the fact that registrations now take place by phone at a number of central locations across the country, in Dundee for Angus registrations.

More importantly these basic sources give little information regarding the composition of the new migrant communities, their length of stay, movement within the labour market or distribution within the local area. Whilst estimates of basic headline numbers are useful in overall terms, they are of limited value in determining the impact on and need for specific services, and consequently for service planning.

Informal estimates of the total numbers of new migrants living and working in Angus vary between 2,500 and 4,500 with a consensus emerging around the 4,000 mark. Clearly this will be affected by seasonal variations in employment with an increase in the summer, but it is equally evident that there is a substantial and growing settled population of new migrants in Angus.

Clearly this is not a single homogeneous group but a collection of different individuals and communities the composition and nature of which is changing over time. Whilst 'snapshot' studies are useful, they must be treated with care since they can only describe the position at a particular moment in time and it is the changing nature of these communities that poses the greatest challenges for service planning.

A broad picture of the new migrant communities in Angus starts with seasonal employment in agriculture and food production. These workers are employed on a fairly short term basis, often through agencies and will tend to be housed on the farms in varying types of temporary accommodation. They may be students or younger people seeking employment to support their studies, or wanting to improve their English. There are increasing signs of individuals returning on an annual basis and also of seeing this kind of work as a stepping stone to more regular employment and longer term settlement.

So although short term seasonal employment is still common, there seems to be an increasing trend towards longer term and more settled employment. At present this still tends to be in low or semi-skilled employment, particularly in food packaging and processing, construction, and tourism, hospitality and catering.

Recruitment through agencies and direct recruitment by employers predominates, but as these communities become more settled and individuals develop their own knowledge of the area, finding employment opportunities through word of mouth from friends and through personal applications seems to be increasing. This is possibly increasing growth in employment in sectors such as retail, personal care and public services which might not be as accessible directly from home countries.

There are also skilled tradespeople within these communities, again many of whom seem to start off in low skilled jobs, particularly in construction, but who have aspirations to find work in their own trades. There may be issues regarding levels and standards of training and working practices of migrant workers in relation to this kind of employment.

Another aspect of the diversity within these communities, particularly in relation to skilled and semi-skilled manual workers is that they seem to be a slightly older age group and these older individuals across all areas of employment tend not to have as high a level of English as the majority of students and younger people.

It is also common to find individuals with higher education and professional qualifications, employed in low skilled occupations. These individuals have aspirations to move on to types of employment more in line with their qualifications. Nor is it unusual to find individuals with experience of running their own businesses in their home countries and this is seen as an increasing opportunity here, particularly for those with professional qualifications and trade skills.

The family circumstances of migrants is another area of diversity. There seem to be growing numbers of families here, with and without children, and whilst many of the younger people will be single or in couples, it doesn't appear uncommon for an individual to be working here and supporting their family back home. Some will wish to return to their families in their home country after a period of employment here, but others do or intend to bring their families across to join them. It also seems that there are numbers of single parents who see employment opportunities here as offering the chance to provide a better standard of living for their children.

It is perhaps common for people to think of migrant workers as Polish. Whilst Poles are the largest single new migrant community in Angus, there are many other nationalities represented as well. Quite apart from the obvious diversity of languages spoken by these new migrants there are also divisions and tensions between and within national groups. This diversity in itself can add to the isolation of individuals.

In geographical terms, there are groups of migrant workers across Angus with particular concentrations around Arbroath, Brechin/Montrose and Carnoustie and the Tay coastal farms. A lot of accommodation associated with agricultural employment is situated on the farms themselves, but as individuals try to settle themselves and seek different employment, they will try to find alternative accommodation not linked to their employment and will be looking further afield, particularly within the private rented market. On top of this there are certainly examples of individuals and groups of workers living in Angus and working in Dundee, travelling independently or through transport provided by their employer.

This broad overview of the new migrant communities in Angus demonstrates the diversity in circumstances and the changing nature of these communities.

There are numerous external factors that make it hard to predict the future development of these communities. Gradual improvement in the economic position of their home countries may slow the movement of workers abroad and encourage some to return to their home. It seems that some East European governments are becoming concerned at the loss of skilled workers and may put in place incentives and other measures to discourage workers from leaving and encourage their return.

Employment conditions in the UK may change with unpredictable effects on the new migrant communities. As the higher qualified and more skilled workers become settled and move on to more skilled employment, and/or return home, it is suggested they may be replaced by others from Romania and Bulgaria. But workers from these countries may find southern European countries more attractive, there may be a continuation of Government restrictions on the numbers entering the UK, and it is suggested their skills may be different and not as high as those migrant workers from central and northern areas of Eastern Europe. There are also a large number of variables in relation to migration and employment recruitment from areas outwith the EU.

Whilst the rapid pace of change seen over the past 2 to 3 years following entry to the EU of the new accession states may not be replicated, the position is by no means static. This inevitably causes complications in longer term service planning and suggests that a strategy to address these issues should be flexible. It also suggests that there may be steps that can be taken locally that might alter positively or negatively, the attractiveness of Angus as an area for new migrants to settle. Even if the effect of such actions is only marginal, this could have a significant impact on the longer term demographics and employment prospects of the area.

## **5. The Public and Voluntary Sector Response**

There is a lot of very positive activity underway in Angus in response to the issues raised by the dramatic increase in the population of new migrants over the past 2-3 years. Much of this has been reactive and led by necessity. It has also been dependent to a great degree on the goodwill and ingenuity of individual members of staff within the statutory and voluntary sectors. In general it has been based around individual actions and projects developed to meet specific identified needs.

There have been notable examples of positive collective action such as the joint study of the Tayside migrant labour population published in March 2006, and the 'Welcome to Angus' booklet produced by the joint Migrant Workers Initiative. However in general, organisations and departments have responded in a relatively fragmented way to the issue.

There are various examples of how individual organisations, departments, sections and individual staff members have responded themselves to the issues they face. Various forms of information and guidance for customers/clients or for staff have been produced – in some cases duplicating what is being produced by others. There are a range of individual approaches to translation and interpreting.

Some organisations and departments are beginning to take on specialist staff to assist with issues and enquiries from customers/clients from the new migrant communities or giving existing staff a designated responsibility. This is often seen as a means of relieving pressure on staff/offices as a whole so that they can continue to provide their

standard service to other customers/clients, as well as being able to deal more effectively with the specific and often complex needs of new migrants. Whilst this is undoubtedly increasing the capacity of individual organisations to address these issues and offer better services, there seems to have been little thought to date as to how these specialist resources will fit together as an overall package and how synergies between them can be achieved.

In general at present, customers/clients from the new migrant communities are expected to make use of existing services as they stand. There are some notable efforts being made to make this easier for them, but they still face significant barriers to accessing services.

This can put a considerable strain on services where language barriers and lack of knowledge about systems, procedures, form filling and eligibility lengthen the time it takes to deal with an individual case or transaction. Individuals will often have multiple issues and added complexities to their circumstances which add further stress to the process.

The common pattern at present seems to be that if an individual from these communities gets a good service or has their problems resolved by a particular person or office, they will tend to return to that person/office and word will get around their community so others will follow them. This can put a strain on that individual/office, even more so when, as many individual staff members do, they try to go beyond their immediate service provision responsibilities and try to help the client/customer to resolve other difficulties they are facing, even simply by signposting them to the right place. There are instances of staff acting in an unofficial advocacy role with other services on behalf of their clients/customers, and this highlights a particular need for many members of the new migrant communities.

It seems to be a general belief within organisations and services in Angus that there is a substantial level of unmet need for services within the new migrant communities, but there is also a common concern that if they start to offer more targeted or accessible services tailored to the needs of new migrants, they will be faced with a rapid increase in demand which cannot easily be met.

Staff depend largely on their own informal networks and sources of information. There are now a number of individuals within Angus who are known to be involved in migrant worker issues and to be a good source of information, so they have tended to become the focus for enquiries from staff. This can relate both to individual cases but also to more general advice on information and approaches to issues. In some cases there is a connection to the individual's job, but quite often it is simply an added extra. This raises issues around the additional burden being placed on these key staff, issues of some people having knowledge of and contact with these key staff while others don't, and questions of consistency and quality of information available to staff.

In terms of co-ordination and joint working, there are currently a number of different groups taking forward particular activities in relation to the new migrant communities. Although there is often a cross over in membership between these groups, there is no formal relationship between them and there is potentially at least, a degree of overlap between their respective areas of interest. These key groups include an internal Council liaison group, the Migrant Workers Initiative Group (now titled Angus Welcome Initiative for European and International Workers), and a group formed to take forward the planning and organisation of a Multicultural Event in April 2007. There are a number of other more informal or specialist groups such as an advisory group formed around Angus College language provision.

Viewed as a whole, up to the present, there has been a lack of overall direction and co-ordination of this work, with no clear priorities to guide action. Given the speed with which this situation has arisen, and the need to react to specific urgent needs and issues, this lack of co-ordination is understandable. However it is recognised within Angus that this situation is not sustainable and that there is an urgent need to develop a coherent overall strategy, together with a suitable structure to implement it. Given the cross-cutting nature of the issues and impacts of the increase in new migrants, and the benefits of joint approaches to common issues, it is natural for the Community Planning Partnership to take a lead in providing direction and co-ordination on this issue.

## **6. Strategic Approach**

The following sections outline options for a strategic approach to the issues posed by the increase in new migrants, together with a number of suggested workstreams and actions. They are presented as a basis for discussion by the Community Planning Partnership and clearly the Partnership may wish to amend and reorder these suggestions according to its own preferred approach and priorities. It is hoped this strategic framework represents a solid foundation on which to build.

The Partnership faces two key strategic decisions:

- a) Firstly, at what point does it wish to position itself along a continuum between at one end, positively attracting migrant workers and their families to settle in Angus, and at the other adopting a minimalist response simply aimed at coping with specific service pressures as they occur?
- b) Secondly, how far does the Partnership wish to adopt an approach which seeks to integrate new migrants within the Angus community as opposed to seeing them as a separate group with completely distinctive needs?

There are a number of arguments in favour of tending towards the approach of positively attracting new migrants to settle. These include:

#### Employment

- Filling jobs it would be difficult to fill with indigenous workers
- Filling specific skills gaps
- Sustaining local firms whose existence would otherwise be threatened by labour shortages – thereby maintaining local jobs
- Making a positive contribution to the economy through taxes
- Potential for stimulating new business growth

#### Demographics

- Boosting the population of working age and offsetting the growing proportion of elderly

#### Cultural

- Providing an example of positive work ethics
- Providing positive role models in schools, introducing children to cultural diversity and broadening perspectives
- Contributing to the general cultural diversity of Angus

As noted in section 3, there may be small things that the Partnership can initiate and support that will make a significant difference in the longer term as to whether new migrant families settle in Angus on a permanent basis or not, regardless of larger scale external factors.

As regards the question of adopting an integrative approach, there seems to be a consensus in favour of this amongst those interviewed in connection with this study. If Angus was faced simply with a seasonal agricultural workforce living mainly on the farms, then there might be a case for treating this as a separate detached community. However it is clear that there are increasing numbers of new migrants who are settling and living within the Angus community, pursuing a much more diverse range of employment opportunities, contributing in many ways to the local community and requiring the full range of local services.


It would appear that adopting an approach which seeks to integrate new migrants within the local community is more likely to:

- encourage permanent settlement
- lessen community relations tensions
- encourage a greater contribution to the local community
- increase the benefits of cultural diversity
- prove more flexible and less costly in terms of service provision

Pursuing an approach to encourage integration does not mean ignoring the distinctive needs of the new migrant communities. There would still be a need for specific assistance but this would be aimed at ensuring they were able to benefit from mainstream services and at helping overcome barriers to accessing these services rather than through the provision of special services for these communities alone. This would include assistance in overcoming language barriers, linked with a longer term goal of encouraging better English. The proposed support for community development within the new migrant communities would be quite consistent with an integrative approach as it would be aimed at overcoming isolation and fragmentation within these communities which would ultimately make integration easier.

The diagram below illustrates a suggested position for Angus to aim for on a matrix based on the two strategic parameters noted above. These strategic approaches are all independent of resource and priority considerations. A programme of action in line with each approach could be developed to accord with any available level of resources or priority.

The suggested strategic approach proposes strong encouragement for integration with a reasonably positive approach to attracting the settlement of new migrants.

	<b>Positively attracting settlement of new migrants</b>	<b>Reactive coping with service pressures</b>
<b>Encouraging integration</b>		
<b>Addressing needs separately</b>		

 **Suggested strategic positioning for Angus CPP.**

## **7. Strategic Aims**

In line with this suggested strategic approach the following 4 key strategic aims are proposed:

- **To achieve effective integration of new migrants and promote positive community relations**
- **To maximise the benefit of new migrant communities to the economy and culture of Angus**
- **To assist new migrants to access the full range of available services and facilities taking account of their specific and complex needs**
- **To encourage effective sharing of resources across partner agencies and to achieve synergy through joint action in relation to meeting the needs of the new migrant communities.**

## **8. Proposed Workstreams**

In seeking to achieve these strategic aims proposed actions have been divided into 5 broad workstreams as follows:

- **Effective Information and Communications**
- **Improving Access to Services**
- **Addressing Policy Priorities**
- **Encouraging Community Development and Positive Community Relations**
- **Sharing Intelligence and Data**

Proposed actions under each of these headings are set out in the following sections of the report.

## New Migrants Strategy

### Strategic Aims

- To achieve **effective integration of new migrants** and promote positive **community relations**
- To maximise the **benefit** of new migrant communities to the **economy and culture** of Angus
- To assist new migrants to **access** the full range of available **services and facilities** taking account of their specific and complex needs
- To encourage effective **sharing of resources** across partner agencies and to achieve synergy through **joint action** in relation to meeting the needs of the new migrant communities.

### WORKSTREAMS



## 9. Effective Information and Communications

Receiving the right information, in the right format, distributed in the right way is a critical need for the new migrant communities. This is the first stage in providing access to services and in assisting the integration process. It is closely linked to issues of translation and interpreting.

These communities are not a single homogeneous group. Different individuals and sections within them have different information needs and particular forms of information targeting and communication will be more effective for some than for others.

Information directed at new migrants is increasingly available particularly at a national level in both English and a variety of other languages. New channels of communication are also opening up including magazines, newspapers and websites in the various community languages, developed from within these communities themselves. There is also an increasing danger of duplication of information and resources.

Bearing these factors in mind, the key role of local information provision to these communities seems to be:

- a) Providing local contact information;
- b) Signposting national and more general information sources; and
- c) Targeting information on specific local priorities or issues.

A local approach to information provision and communications needs to be increasingly sophisticated in terms of targeting information to the right audience, making the best use of national and commonly available information, ensuring consistency of information across a range of providers, joint production of material, and cost effectiveness. It also needs to be confident that contact information is up to date and that customers/clients will receive a satisfactory level of service when following up such contact information.

There may well still be a role for a single comprehensive publication in the style of the Welcome Booklet, but partners should review this regularly to ensure it remains the best and most cost effective means of communicating the information it needs to get across. It may be for instance, that an approach based on a reduced size pamphlet of key contact information more widely available, backed up by more detailed topic specific information available to those who want it or more carefully targeted, might represent a more effective alternative. Using internet based information, posters or providing increased local distribution of nationally available information are further options that should be considered.

The cross-agency group responsible for production of the Welcome Booklet, is in the process of undertaking an exercise to obtain feedback on the publication. It is suggested that partners should develop this evaluation in a more systematic way and expand it to include a more general assessment of the effectiveness of a wider range of information channels and formats.

There may be a link here to the development of a local translation policy. Some organisations will have their own policy on what documents should be translated, but there may be value in producing common local guidance and standards on the kind of material that should or should not be produced in translated form, into which languages, and distributed through which channels based on local experience and feedback from the communities. This would have a wider relevance to minority groups beyond the new migrant communities as well.

The predominant sources of information used by members of the new migrant communities seem to be word of mouth and the internet. Transfer of information through word of mouth from friends and acquaintances is commonplace. It can be highly effective but also raises the danger of misinformation being spread. This suggests that knowledge about key trusted, accurate and accessible sources of information needs to be embedded within the communities. It also highlights the importance of increasing the level and quality of engagement with these communities.

More attention should be paid to developing the internet as a means of communication although there are questions about the effectiveness and value of simply transferring static published material onto a website. The internet presents the opportunity to make information available in a more dynamic and accessible way, and to keep it updated more regularly and cost effectively.

It has been suggested that better information could be available in the home countries of the new migrants. This is probably best addressed at a national level, but if Angus wishes to present itself as a desirable location and positively attract migrant workers to stay, then partners may wish to investigate how they might improve accessibility to information about Angus in these countries.

Another issue is that even where material is produced in foreign languages, where this provides contact information it is too often the case that when this is followed up, members of the new migrant communities run into language barriers. It is also clear that even where individuals are good English speakers, they find it difficult to communicate on the telephone.

The provision of consistent information and contact details to staff is also important. There appears to be a considerable variation in the information available to staff and their knowledge of where to get it. Different organisations, offices and individuals often seem to have developed their own approaches, or are using material obtained from others on a fairly ad hoc basis. There is certainly scope to improve information and communication to staff, particularly those likely to come into day to day contact with members of the new migrant communities, to ensure that they in turn are able to provide consistent information to their customers/clients. Joint production of common information material for staff would enhance consistency of information and reduce the costs to individual organisations. It would also offer opportunities to share good practice in communication techniques.

There is a case to at least consider establishing some form of central information/contact system. There are two separate roles here which would be provided in different ways. There would also be alternative options for providing either service.

The first role would be in respect of public enquiries, mainly from members of the new migrant communities themselves. It could operate as a telephone enquiry service (though this would have drawbacks), as a face to face service (location might be problematic) or possibly even on an outreach basis. It might simply be common signage at a range of existing public offices where staff are able to provide some standard information and signposting services, at least getting customers/clients 'into the system'. It could act as a clearing house, dealing with basic enquiries and giving accurate referral information. There would probably be a need for access to effective interpreting support and there might also be a limited advocacy role. Once established, such a system should help relieve existing services of some of the burden they currently face and provide a consistent and more easily accessible point of contact. Options for implementation would include using existing staff pools with some additional training or providing more specialist training to small numbers of specific staff. Alternatively the partners may wish to seek external funding for a dedicated pilot project.

The second role relates to information to staff. Identifying one or more members of staff who would act as a formal point of reference and information for staff from partner agencies across Angus might relieve those currently providing this on an informal basis and improve consistency of information. These would not necessarily be dedicated staff, but the additional workload would have to be accounted for in their work planning. They could be provided with any necessary training and would be expected to build up their individual and collective knowledge base, including access to specialist information and resources and awareness of good practice elsewhere. These contacts would be widely publicised across partner agencies in Angus to help overcome the problem of limited access to current information networks.

### **Action Points**

A local information and communications strategy should be based on:

- a) Providing local contact information;
- b) Signposting national and more general information sources; and
- c) Targeting information on specific local priorities or issues.

The following actions should be considered:

- 1. Undertake a local review and evaluation of the effectiveness and relative cost of alternative channels and formats of information.**
- 2. Consider the development of a local translation policy and guidance.**
- 3. Develop use of the internet as a means of communication,**

- 4. Consider the value of information better information on Angus in the home countries of new migrants.**
- 5. Produce a range of common information material for staff.**
- 6. Consider the options and feasibility of establishing a central information/contact system:**
  - a) for public enquiries**
  - b) for staff enquiries and information.**

## 10. Improving Access to Services

The provision of good quality information on what services are available where, is the essential first step in providing accessible services. But no matter how good this information is, it represents a waste of resources if the public, and in this case members of the new migrant communities, cannot make use of these services because they face barriers such as language or opening hours, or the services don't meet their specific needs.

There are a range of measures it would be worth considering in order to improve access to services for new migrants.

Providing better information and lists of contacts to staff likely to come into contact with customers/clients from the new migrant communities has already been mentioned in the preceding section. Beyond providing this basic information it is likely that some staff would benefit from additional awareness and specialised customer contact training that allowed them to communicate more effectively with new migrant customers/clients. Cultural awareness training for staff might form part of this training as different cultures, even within Europe have different attitudes to, and expectations of, public services. There may be a role for some introductory language training in some situations to aid basic initial communication, though going beyond a very basic level would not be a practical or necessarily desirable option.

There does not seem to be any set of common standards or expectations for staff coming into contact with new migrant customers/clients and the kind of reception and level of service they receive can vary considerably from office to office and person to person. Even where standard customer contact procedures are in place, these might not necessarily take account of the specific needs of this client group – for instance a need to take additional steps to see that advice or instructions have been understood correctly.

In terms of service delivery, even where clear service specific procedures are in place, there seems to be a lack of guidance to staff on whether or how to deal with the additional complexities presented by some new migrant customers/clients. It often seems to be dependent on the individual member of staff as to whether they will try to address any additional issues beyond the service specific matters which may be presented by the customer/client. Circumstances will differ between services but in general it may be valuable for partners to encourage their departments and staff to take a fresh look at their procedures and staff support needs as they relate to individuals from the new migrant communities.

Language is the most common barrier and is referred to in more detail as a policy priority. It is common practice for new migrants to bring a friend, relative or other member of their community who is a better English speaker, with them for an appointment or to access a service. Farms and companies use workers with better English as liaison staff formally or informally. Staff themselves will sometimes know

English speakers within the communities they can approach for assistance in some circumstances. There are also individual staff members or others, often with family ties to these home countries, who are willing to provide assistance in a number of ways. This practice seems to be relatively widespread and has undoubtedly made communication easier in many cases. However there are implications of this approach that need to be addressed.

At a general level it doesn't seem to be common for services to have guidance in place as to when such an approach is appropriate and where the limits are. There are obvious issues of confidentiality – the NHS has introduced guidance on this for instance, now linked to its use of a telephone interpreting service. The use of friends and others also raises issues of quality control and accuracy of interpretation and whether the correct information is being conveyed to the customer/client. Even where there are general guidelines on such issues in place, there is an impression that in practice, the need for communication can override normal considerations when dealing with customers/clients with language difficulties.

For instance it may be acceptable for a friend or work colleague to introduce a client and explain the general circumstances of their situation, but is it alright for them to take part in a discussion which might touch on very personal matters or to assist with filling in forms containing personal information? Does the fact that the client has brought them along imply acceptance of their role? Is the client driven by necessity or lack of understanding of their rights? And in any case, is it acceptable practice to the service provider? These are issues which partner organisations might be encouraged to review within their own organisations, looking at circumstances where this practice is used and whether additional guidance to staff, or a reminder that standard procedures should still apply is necessary.

A further dimension to this use of community members/friends to provide informal assistance and interpreting is the level of demand and pressure placed on some of these individuals. Once it is known within the community and to staff that an individual is willing and able to provide this kind of assistance, they can be called on quite frequently. Since this assistance is provided largely on a voluntary basis, individuals may well find themselves out of pocket as a result. Taking account of the financial circumstances of many of these people, and the fact that some will themselves be seeking employment, this raises issues of whether at some point individuals providing this type of assistance should be remunerated in some way through payment of expenses or more.

This kind of assistance is provided very much on an informal basis at present through personal networks. This can make it a matter of luck whether or not an individual requiring assistance can access it and to what standard. There is a question as to whether trying to develop this approach on a more formal basis would generate a much higher level of demand which it would be impossible to meet. One possibility mentioned at least in Brechin, is the opportunity to establish some form of local social enterprise, employing members of the new migrant communities and offering a range of services.

The range of issues here should be looked at in more detail by partners with a view to:

- a) making the best use of the resource represented by this pool of people;
- b) finding ways of providing appropriate remuneration to individuals providing this assistance including further investigation of the social enterprise option;
- c) ensuring that those requiring such assistance have access to it;
- d) addressing issues of quality control and procedures for making use of such assistance.

There are some more general points to consider in regard to access to services. Many services operate on a Monday to Friday 9-5 basis. Since many within the new migrant communities work long hours and find it difficult if not impossible to access services during the day, this severely limits their ability to contact and make use of these services. As mentioned in the previous section, telephone contact can be problematic even for those with a reasonable standard of English. Several organisations already have access to telephone interpreting services and the Council's Accessline is investigating options for such a service. Since Accessline operates for a least some hours beyond 9-5 office hours, this could in itself improve access to services for new migrants. Partners may also wish to look at their emergency out of hours arrangements to ensure they are able to deal with enquiries and issues from members of the new migrant communities in a satisfactory way. Consideration of some form of outreach service may be appropriate for some services, particularly where these could be targeted at large concentrations of new migrants, such as those living on farms.

There is considerable demand for free access to the internet through libraries from these communities particularly in the evenings and at weekends, and with seasonal variations. This makes libraries an important contact point for communication and engagement with these communities. Partners may wish to consider whether there are alternative existing facilities which might offer internet access to these communities in addition to libraries, to provide a better, more accessible service and to take some of the pressure off the libraries.

Further thought might also be given to whether better use can be made of libraries and other specific points of contact used frequently by groups of new migrants in order to improve access to services for these groups. For instance, it seems that groups from these communities often visit or are brought to supermarkets at regular times, particularly during the summer season. This and other similar events may present partners with an opportunity to provide improved service information and access to these communities. The opportunities for using schools as an increasingly important means of contact with families should also be considered.

## **Translation and Interpreting**

Translation and interpreting is a particularly important issue that remains problematic in Angus. As already noted, several of the larger organisations such as the Police, NHS and Council, have in place or are investigating arrangements for telephone interpreting services. Although this is a valuable facility, it is not appropriate in every circumstance and has its limitations. There are a variety of other formal and informal sources of interpreting and translation support, including friends and others from the new migrant communities as mentioned above. In general, staff from most partner agencies do have some kind of access to these services but there seems to be a very mixed picture of whether they are clear when and how they should be accessing such services. Nor is it clear whether there is a general awareness of the existence of standards and guidance for interpreting and translation services, raising issues of quality control and appropriateness of practices once again. The production of a local translation policy and guidance has been suggested previously in this report.

Finally cost is a major barrier to wider use of translation and interpreting services. Since a number of the larger partner organisations already have their own arrangements in place, particularly regarding telephone interpreting, there may be limited possibilities for developing major shared services with a view to reducing costs, though this is something that should be kept in mind when renewing contracts. However there may well still be opportunities for joint commissioning of translation and interpreting services which would reduce the cost on an individual basis. More importantly partners need to investigate ways of ensuring that voluntary and smaller organisations are also able to access and benefit from effective translation and interpreting services through sharing of resources. Some of these organisations do not have the resources of the larger statutory partners and cannot afford to provide the same level of translation and interpreting. Yet they are often an important channel for providing information to the new migrant communities and for ensuring that individuals from these communities are brought 'into the system' and are enabled to access the broad range of partner services.

### **Action Points**

Members of the new migrant communities face particular barriers to accessing services. Partners could help to alleviate the negative effects of some of these barriers and should consider the following actions:

- 7. Develop awareness and specialised customer contact training for staff.**
- 8. Develop a set of common standards and expectations for staff coming into contact with new migrant customers/clients.**
- 9. Encourage partners to review their procedures and staff support needs relating to individuals from the new migrant communities.**

- 10. Encourage partners to review their practices, procedures and guidance relating to the use of friends and others in providing informal interpreting and other assistance to new migrant customers/clients.**
- 11. Consider the use of community members and others in providing assistance with a view to:**
  - a) making the best use of the resource represented by this pool of people;**
  - b) finding ways of providing appropriate remuneration to individuals providing this assistance including further investigation of the social enterprise option;**
  - c) ensuring that those requiring such assistance have access to it;**
  - d) addressing issues of quality control and procedures for making use of such assistance.**
- 12. Encourage partners to review access to their services by these communities with respect to opening hours, emergency out of hours arrangements and opportunities for outreach services.**
- 13. Consider how free and cheap access to the internet might be expanded.**
- 14. Consider how libraries and other points of contact might be more widely used to improve access to information and services.**
- 15. Review standards and guidance on the use of translation and interpreting services in regard to quality control and appropriateness of practices.**
- 16. Investigate further how joint approaches to the provision of translation and interpreting services might improve access and reduce the cost of these services, with particular regard to extending services to voluntary and smaller organisations.**

## **11. Addressing Policy Priorities**

Much of this report focuses on organisational issues for partner agencies and various forms of contact and engagement with the new migrant communities. However there are a number of substantive policy issues which are major priorities for individuals within these communities and on which partners should consider further development of joint action.

### **Language Training**

Language is the main barrier that presents itself to many of those within the new migrant communities and which has an impact across almost all aspects of their lives. Learning and improving their English is one of the most widely expressed aspirations of individuals from these communities. It represents the main barrier for services and organisations in engaging with them. The development of English language skills is also fundamental to successful integration within Angus or the rest of the UK.

There is a variety of provision available particularly through Angus College, the Council's adult education services, schools and in some cases through employers. However the indications are that this doesn't meet the demand or needs within these communities and there are significant restrictions on this provision, particularly as regards funding.

Partners should make it a priority to find ways of increasing this provision and to identify sustainable funding for it. They should seek to expand the networking between those involved in this provision, developing links between school based and adult focused provision, to share best practice, develop innovative approaches and maximise funding opportunities. This is an area where lobbying at a national level should be considered.

### **Qualifications and Employment**

Recognition and equivalency of qualifications seems to be another barrier preventing individuals within these communities from bettering themselves, progressing to higher skilled jobs and making use of their skills and training. National procedures and agencies have been established to validate overseas qualifications but in general this seems to be easier in regard to professional qualifications than for the wider variety and levels of trade skills. It can also be difficult for individuals to negotiate the procedures required with the additional barriers of translation and costs. Some informal assistance is already provided locally by individuals and by some organisations on this issue but again there could be benefits in improving access to such assistance and providing it on a more formal and sustainable basis.

## **Skills and Recruitment**

As mentioned previously in this report, many migrant workers employed in low and semi-skilled jobs are actually quite highly qualified with professional qualifications or trade skills. Many have aspirations to progress and find employment more appropriate to their level and type of skills. This represents a potentially valuable resource to the local economy if ways could be found to release it and maximise its benefits. It is unlikely that many current employers will encourage such personal development in anything more than a very limited way as this would undermine their own labour supply. There may well be a role here for public agencies to step in beyond the relatively specialised and high level 'Fresh Talent' initiative sponsored by the Scottish Executive.

In particular this may be a source of recruitment into areas of skill shortages, such as personal and social care, and skilled trades. Again language is a key barrier to overcome here. There may be scope for developing transitional training programmes to develop skills, including language, to ease the progression into these more skilled areas of work. This might also include training in areas such as health and safety and the assimilation of working practices to standards that are acceptable within the UK. Once again this may be an appropriate issue to address in conjunction with partners outwith Angus and at a national level and there may be scope to attract funding for innovative pilot schemes.

A final aspect of this issue is linked to the opportunities for self employment open to members of these communities. It is not uncommon to find individuals from these communities with experience and aspirations to set up their own businesses. There is at least some anecdotal evidence that mainstream sources of advice and assistance for those wishing to start their own businesses are less easily accessible to individuals from these communities and are not tailored to meet their particular special needs. Since the establishment of new small businesses are seen as an important means of strengthen and diversifying local economies, there may be a case to investigate the introduction of more targeted and appropriate forms of advice and assistance for new business start-ups by members of the new migrant communities.

## **Working and Living Conditions**

There are clearly great variations in the working and living conditions experienced by migrant workers. Some employers and agencies operating in Angus go beyond the basic legislative requirements in order to cater for their workforce, operating to their own internal standards and guidance and can be held up as examples of good practice. Even so, much of the common type of low skilled employment available is hard, repetitive and sometimes unpleasant. Living conditions, particularly for seasonal workers can be quite basic. Whilst it is perhaps easier for those employed on seasonal work or who are intending to return home after a short period in the UK, to put up with fairly basic conditions, those workers in longer term employment or wishing to settle here will be looking to improve their circumstances.

It is also clear from the weight of anecdotal evidence, reports of personal experiences and evidence from regulatory bodies at local and national level, that poor and illegal employment practices are more than simply isolated incidents. Local reports include instances of workers employed for up to 6 months and still not having been given promised documentation by their employers, migrant workers being paid lower rates or working longer hours than their local colleagues employed doing the same jobs, accommodation tied to employment with threats of eviction for seeking alternative work or for minor incidents or disagreements with the employer, families or occupants being told to leave accommodation for a period when an inspection is expected, lack of privacy, enforced overtime, and avoidance of regulations.

It is difficult for migrant workers to know how to deal with these situations when they fear losing their jobs and accommodation. The level of unionisation seems to be very low and there is a suspicion of trade unions amongst some part of the new migrant communities. It is equally difficult for staff who come across instances of potentially illegal practices or exploitation to know how to deal with these situations when they know this might have a serious detrimental impact on the individuals they are advising or working with.

Partners may wish to consider developing closer links with regulatory bodies and developing staff networking and guidance on how to deal with such situations. Information for migrant workers on their legal rights and where to get advice and advocacy support in these situations are also important issues. Systems for gaining intelligence on abuses and illegal practices through staff networks and upward communication could be established and improved. This also highlights the importance of community development within the new migrant communities both as a source of support for individuals and as another means of gaining intelligence about working and living conditions.

There may be scope for discussion outwith Angus and at national level on the possibility of introducing or piloting transitional schemes to provide temporary employment or accommodation where migrant workers have lost their jobs or housing due to enforcement action against employers with a view to encouraging better reporting of abuses and illegal practices.

### **Housing and Accommodation**

In addition to issues mentioned above regarding accommodation tied to employment, more general housing issues are a commonly reported priority for the new migrant communities. The increased numbers of new migrants have undoubtedly had a significant impact on demand within the private rented market. There are also issues concerned with the standards of temporary accommodation available, particularly for seasonal workers, and the increasing issue of houses in multiple occupation. Lack of knowledge of rights and responsibilities in relation to housing on the part of new migrants is also an issue.

Obtaining a better standard of housing will be an important priority for those looking to settle here on a long term or permanent basis and more members of the new migrant communities are likely to be coming forward for Council and housing association waiting lists. The appointment of a development worker to work with these communities by the Council's Housing Department should help to improve targeted information and advice, but it is important that the Council does not focus solely on its own housing provision. It should be made easier for new migrants to access information and advice on a wide range of housing provision from a single source and consideration should be given to where application and other procedures and forms could be further streamlined and simplified to make them more easily understood. For instance one specific point raised during this study was that there were a number of cases of new migrant housing applicants being unaware that they had to sign forms in more than one place to ensure that their application would be forwarded to housing associations as well as submitted to the Council.

Although the Council's Housing Service seems to be taking a positive pro-active approach to addressing needs and issues in relation to the new migrant communities, it is important that the Partnership recognises both the importance of housing as an issue to these communities and the fact that it impacts on a wide range of services and agencies well beyond simply direct housing providers. The overall provision and demand for housing of all types and tenures is something the Partnership should keep itself apprised of as an important contextual issue in relation to the new migrant communities.

### **Action Points**

**17. Partners should give specific consideration to joint action as detailed in this section on the following policy priorities:**

- a) Language Training**
- b) Qualifications and Employment**
- c) Skills and Recruitment**
- d) Working and Living Conditions**
- e) Housing and Accommodation**

## 12. Encouraging Community Development and Positive Community Relations

### Community Development

In contrast to some other areas in Scotland, the new migrant communities in Angus seem to be fragmented and lacking in self-organisation. Limited personal and family networks have developed together with some networks based on work, around the community centre in Brechin and Angus College language classes. Some employers or groups of employees organise formal or informal events such as barbeques, but there is nothing to compare as yet with the developing community networks in other areas of Scotland, for instance based around newly established community associations or older established ex-servicemen's clubs, ethnic food shops and cafes, or community language newspapers and magazines.

This community organisation is important for a number of reasons:

- It helps reduce isolation of individuals
- It can improve the flow and quality of information and communications to these communities
- It can help provide a source of good intelligence and information to public service providers
- It encourages and facilitates community engagement
- It allows these communities to better articulate their collective needs and to advocate on behalf of individuals and the community as a whole
- It provides a basis for self support and activity within these communities

Rather than promoting isolation and separate development of these new migrant communities, providing support for them to develop their own self-organisation and activities can encourage and facilitate integration by allowing individuals to link into local services and activities more easily, and by providing a focus through which these communities can engage with local organisations and with the local communities in which they live.

There are a number of organisations and individual community workers actively working with members of the new migrant communities. These include local churches and voluntary groups as well as the statutory agencies. However it seems that the impetus for such work comes more from individuals identifying specific local issues rather than from an overall policy imperative and is dependent on whether individual workers consider it a priority or have the time and resources to undertake such work. Examples of joint activity and anything more than very informal linkages seem to be very limited.

The development of self-organisation within the new migrant communities would provide a strong underpinning for an overall strategy to address the needs of these communities and a basis for self help activity to address specific local needs and issues. A greater degree of community self-organisation may develop over time within Angus, but the dispersed nature of settlements in Angus, coupled with the long working hours faced by many migrant workers suggest that a deliberate pro-active intervention

by statutory and voluntary agencies may be required to kick-start and develop the process to a stage where it might become self-sustaining. Since it is sometimes easier for individuals to travel to Dundee rather than to other parts of Angus using public transport and the larger scale facilities and activities the city can support compared with individual towns within Angus, it may be useful to investigate possibilities for linkages with organisations within the city.

## **Community Relations**

The general impression is that relations between new migrants and the local population are reasonably good at present. Although there have been a few high profile tragic incidents and some other cases of friction, these seem to be isolated occurrences rather than a general pattern. It is suggested that particularly with the commando base in Arbroath, locals are used to having people from outside the area living in their communities. It is also likely that the local population still see the increase in new migrants as a temporary or seasonal phenomenon, concentrated mainly on the farms and with limited impact on them.

With unemployment at a relatively low level, and given that most migrant workers are employed in low skilled jobs that are difficult if not impossible to fill with local labour, there is only limited competition between migrant workers and locals in the job market. The main impact here is on those who are difficult to place in employment, but these individuals face greater barriers to employment than simply competition with migrant workers and assistance is already available for them.

However, as the new migrant communities start to settle on a more permanent basis, there are real and potential areas of friction. As has already been mentioned, new migrants are increasing the demand for housing, particularly in the private rented sector, and this pressure is likely to grow. As new migrants seek better employment, competition within the local job market may increase, and if this was coupled with a downturn in national economic conditions, then this may become a source of tension. Increasing demand for services by new migrants may start to impact on the local population by increasing waiting times and reducing accessibility, particularly when individuals with language difficulties can take considerably longer than average for staff to deal with. The demand for use of the internet in libraries at peak times is an example of such a service impact although this is being managed.

There is a particular issue in regard to relations between the new migrant communities and the longer established black and minority ethnic communities in Angus. There are some instances of members of these communities asking why their communities have not been given the level of attention that is now being focused on new migrants. Whilst the numbers of new migrants coming into Angus over the past 2-3 years has presented a different set and scale of pressures which have to be responded to in their own way, the opportunity exists to develop some of the approaches to meeting the needs and issues of the new migrant communities within a wider equalities approach, which could benefit these longer established black and ethnic minority communities as well.

It may be advisable for partners to adopt a pro-active approach in order to minimise potential tensions and promote positive community relations. This probably most effectively achieved by taking a relatively low level approach but sustained over the longer term, making the case for the benefits of attracting new migrants to settle in Angus through existing media and communications channels. It could be supplemented periodically by one-off special events, such as the planned multi-cultural event, or more intensive short term campaigns on specific topics. Creating links between local voluntary, community and social organisations and the new migrant communities, particularly where these organisations can offer help and support, would also have positive effect in integrating new migrants within the local community.

### **Action Points**

- 18. Review the priority and resources allocated to community development work with the new migrant communities in the local community learning and development strategy and action plans.**
- 19. Develop more effective networking between community workers from statutory and voluntary organisations, including local churches, who are working with members of the new migrant communities.**
- 20. Investigate the feasibility of establishing a time limited community development project, possibly through external funding, to kick-start the process of self-organisation within the new migrant communities.**
- 21. Consider the development of a longer term sustained information programme aimed at raising awareness and understanding of the benefits new migrants bring to Angus.**
- 22. Take forward the new migrants strategy in the context over an overall equalities approach, taking into account the needs of other longer established black and ethnic minority communities and how they can also benefit from actions targeted to assist new migrants.**
- 23. Promote opportunities for local voluntary, community and social organisations to engaged with the new migrant communities and encourage them to offer help and support.**

### 13. Sharing Intelligence and Data

Good quality information and intelligence is the basis for effective policy development, strategic and service planning. In relation to the new migrant communities this is important at the macro level, to be able to judge and respond to overall changes in the scale, composition and nature of these communities and to their changing impacts on services, the local economy and local communities. It is also important at a local or micro level in order to understand and be able to meet as far as possible the variety of specific needs and aspirations of individuals and groups within these new migrant communities.

As noted at the start of this report, it is difficult to obtain reliable data regarding the overall numbers and composition of the various new migrant communities in Angus. However there are numerous formal and informal sources of local service data available that could be used much more effectively in building up a picture of the nature and needs of the new migrant communities in Angus and in tracking changes within these communities.

This data is mostly collected in the context of specific services. Some of this specific service information would undoubtedly be of use to other departments and organisations as it stands. More importantly when aggregated and analysed collectively, it would provide very useful general information for all partners. Data Protection issues should not be a problem in respect of such information which would be generally be available in an aggregated form.

Some information of this type has been gathered during the course of this study and a number of additional sources of local information have been identified. These fall into 3 categories:

- a) Information that is already collected and which could be readily shared;
- b) Information sources which are available but from which this type of information is not currently captured or analysed;
- c) Existing information systems that could be 'tweaked' or additional information systems that could easily be put in place to provide this type of information.

The data and sources identified during the course of this study are listed in Appendix 3.

It is suggested that establishing a system for gathering and analysing these various sources of information at a central point on a 6 monthly or annual basis would be relatively straight forward and would provide a valuable source of information for service and strategic planning in relation to the new migrant communities. With some effort, it may be possible to use this available information to construct a predictive model of the new migrant population in Angus from which it may be possible to extrapolate estimates of total numbers and changes in this overall population.

It is also important to recognise the value of qualitative or ‘anecdotal’ intelligence from service staff, particularly those in direct contact with members of the new migrant communities. As has been noted already, effective community development and other forms of engagement with these communities are also important in providing good quality intelligence. This can be of vital importance in identifying specific issues and priorities that need to be addressed and in adding context and detail to quantitative data for service and strategic planning purposes. Developing networks and a culture where this type of intelligence is also fed in naturally through the partnership framework would add value to the intelligence gathering process.

Establishing a central research and intelligence focus for gathering and analysing both quantitative and qualitative information on the new migrant communities would strengthen the partnership’s capacity for effective policy development, strategic and service planning.

The ‘scenario planning’ technique used by Shell and other large private sector organisations, as well as by other local authorities in connection with community planning, might lend itself particularly well to analysis of the future development and impact of the new migrant communities. This is not a predictive forecasting approach but rather a way of preparing for a future subject to uncertainties and unpredictable external influences. By identifying a number of alternative future scenarios, it is possible to identify key actions which might help to ensure the most positive outcomes or alleviate the effects of negative impacts, thereby reducing to some extent the risks inherent in a changing environment. This is something partners may wish to consider pursuing as a basis for longer term planning in relation to the new migrant communities, possibly in conjunction with neighbouring community planning partnerships or even at a national level.

## **Action Points**

- 24. Partners should review their service information systems in relation to new migrant worker information to identify:**
  - a) Information that is already collected and which could be readily shared;**
  - b) Information sources which are available but from which this type of information is not currently captured or analysed;**
  - c) Existing information systems that could be ‘tweaked’ or additional information systems that could easily be put in place to provide this type of information.**
  
- 25. A central research and intelligence focus should be established to collate and analyse partner information as a strategic level on a 6 monthly or annual basis.**

- 26. Local networks and a culture should be developed to feed in qualitative intelligence through the community planning framework to this central research and intelligence focus to supplement the quantitative data gathered.**
- 27. Consideration should be given to the feasibility of developing a model of the new migrant communities in Angus from which to extrapolate total numbers and changes in this population.**
- 28. Consideration should be given to organising a scenario planning exercise in relation to the scale, nature, composition and impact of the new migrant communities at an Angus level, in conjunction with neighbouring community planning partnerships or jointly at a national level.**

## 14. Co-ordination and Delivery Framework

As noted in the initial sections of this report, it is recognised within Angus that there is a need to develop more effective co-ordination of activity in relation to the new migrant communities, together with a coherent overall strategy and a suitable structure to implement it. This section sets out a co-ordination and delivery framework to implement the strategy proposed in previous sections of this report.

There are currently a number of different groups taking forward particular activities in relation to the new migrant communities. Although there is often a cross over in membership between these groups, there is no formal relationship between them and there is potentially at least, a degree of overlap between their respective areas of interest.

The suggested approach to co-ordination is one which:

- provides overall co-ordination and direction
- clarifies roles and relationships
- builds on the enthusiasm and knowledge of those involved to date
- avoids the creation of unnecessary additional groups
- creates effective networks and communications links
- provides a framework capable of delivering effective action

The framework would be based around an overall co-ordination group with responsibility for strategic planning, co-ordination, commissioning and monitoring of activity. The proposed workstreams and specific actions would be taken forward by a combination of existing established groups, short life task and finish groups, and designated lead partners/officers, all reporting back to the co-ordination group.

As a starting point it is suggested that the current Council group is expanded to include representatives of key partner agencies and takes on the overall co-ordination role, with accountability to the Angus Community Planning Partnership. Although the group should be opened up to key partner representatives, the aim should be to keep it as streamlined as possible, with a remit to commission, direct and monitor action. It would also have a remit to ensure good communications between all those involved in the various work streams.

It is suggested that the former Migrant Workers Initiative group (now titled the Angus Welcome Initiative for European and International Workers) should take responsibility for the information and communications workstream. Although this group only agreed a new statement of purpose in January this year, it is suggested that it reviews its remit again in conjunction with the co-ordinating group, to focus more closely on the information provision role. It may be desirable to strengthen the group with the addition of one or more specialist communication professionals drawn from partner organisations.

A further group has also been formed to take forward the Multicultural Event in April 2007. It is suggested that this event is used as a springboard to take forward and develop the community development workstream. This may require a reorganisation of the existing group or the delegation of responsibility for development of this workstream to a lead partner.

All groups would need to review their current membership and remits.

In addition to these implementation of the specific workstreams, it is suggested that a number of networks are developed to provide support and communication between staff working in related fields on issues regarding the new migrant communities. These should include networks for:

- staff working in housing related fields
- community workers
- language trainers/educators (adult and schools)
- customer contact staff

It is not envisaged that these networks would operate as formal groups or require anything more than very minimal administration, operating principally through e-mail communication with the occasional network event.

### **Action Points**

- 29. Establish an overall co-ordination group with responsibility for strategic planning, co-ordination, commissioning and monitoring of activity in relation to the new migrant communities, based on expansion of the current Council group and accountable to the Community Planning Partnership.**
- 30. The Angus Welcome Initiative Group takes on responsibility for the Information and Communications workstream, reporting to the co-ordination group.**
- 31. The Multicultural Event is used as a springboard to take forward the Community Development and Community Relations workstream.**
- 32. The Co-ordination Group considers, amends and adopts the strategy and implementation proposals outlined in this report, seeks approval from the Community Planning Partnership and individual partners as appropriate, and allocates responsibilities for implementing the agreed workstreams and actions.**
- 33. All existing groups review their remits in light of the agreed strategy and implementation framework.**

**34. Staff networks across the public and voluntary sector should be established including networks for:**

- **staff working in housing related fields**
- **community workers**
- **language trainers/educators (adult and schools)**
- **customer contact staff**

**Appendix 1.****List of Proposed Action Points****Effective Information and Communications**

1. Undertake a local review and evaluation of the effectiveness and relative cost of alternative channels and formats of information.
2. Consider the development of a local translation policy and guidance.
3. Develop use of the internet as a means of communication,
4. Consider the value of information better information on Angus in the home countries of new migrants.
5. Produce a range of common information material for staff.
6. Consider the options and feasibility of establishing a central information/contact system:
  - a) for public enquiries
  - b) for staff enquiries and information.

**Improving Access to Services**

7. Develop awareness and specialised customer contact training for staff.
8. Develop a set of common standards and expectations for staff coming into coming into contact with new migrant customers/clients.
9. Encourage partners to review their procedures and staff support needs relating to individuals from the new migrant communities.
10. Encourage partners to review their practices, procedures and guidance relating to the use of friends and others in providing informal interpreting and other assistance to new migrant customers/clients.
11. Consider the use of community members and others in providing assistance with a view to:
  - a) making the best use of the resource represented by this pool of people;
  - b) finding ways of providing appropriate remuneration to individuals providing this assistance including further investigation of the social enterprise option;
  - c) ensuring that those requiring such assistance have access to it;
  - d) addressing issues of quality control and procedures for making use of such assistance.

12. Encourage partners to review access to their services by these communities with respect to opening hours, emergency out of hours arrangements and opportunities for outreach services.
13. Consider how free and cheap access to the internet might be expanded.
14. Consider how libraries and other points of contact might be more widely used to improve access to information and services.
15. Review standards and guidance on the use of translation and interpreting services in regard to quality control and appropriateness of practices.
16. Investigate further how joint approaches to the provision of translation and interpreting services might improve access and reduce the cost of these services, with particular regard to extending services to voluntary and smaller organisations.

### **Addressing Policy Priorities**

17. Partners should give specific consideration to joint action as detailed in this section on the following policy priorities:
  - a) Language Training
  - b) Qualifications and Employment
  - c) Skills and Recruitment
  - d) Working and Living Conditions
  - e) Housing and Accommodation

### **Encouraging Community Development and Positive Community Relations**

18. Review the priority and resources allocated to community development work with the new migrant communities in the local community learning and development strategy and action plans.
19. Develop more effective networking between community workers from statutory and voluntary organisations, including local churches, who are working with members of the new migrant communities.
20. Investigate the feasibility of establishing a time limited community development project, possibly through external funding, to kick-start the process of self-organisation within the new migrant communities.
21. Consider the development of a longer term sustained information programme aimed at raising awareness and understanding of the benefits new migrants bring to Angus.

22. Take forward the new migrants strategy in the context over an overall equalities approach, taking into account the needs of other longer established black and ethnic minority communities and how they can also benefit from actions targeted to assist new migrants.
23. Promote opportunities for local voluntary, community and social organisations to engaged with the new migrant communities and encourage them to offer help and support.

### **Sharing Intelligence and Data**

24. Partners should review their service information systems in relation to new migrant worker information to identify:
  - a) Information that is already collected and which could be readily shared;
  - b) Information sources which are available but from which this type of information is not currently captured or analysed;
  - c) Existing information systems that could be 'tweaked' or additional information systems that could easily be put in place to provide this type of information.
25. A central research and intelligence focus should be established to collate and analyse partner information as a strategic level on a 6 monthly or annual basis.
26. Local networks and a culture should be developed to feed in qualitative intelligence through the community planning framework to this central research and intelligence focus to supplement the quantitative data gathered.
27. Consideration should be given to the feasibility of developing a model of the new migrant communities in Angus from which to extrapolate total numbers and changes in this population.
28. Consideration should be given to organising a scenario planning exercise in relation to the scale, nature, composition and impact of the new migrant communities at an Angus level, in conjunction with neighbouring community planning partnerships or jointly at a national level.

### **Co-ordination and Delivery**

29. Establish an overall co-ordination group with responsibility for strategic planning, co-ordination, commissioning and monitoring of activity in relation to the new migrant communities, based on expansion of the current Council group and accountable to the Community Planning Partnership.
30. The Angus Welcome Initiative Group takes on responsibility for the Information and Communications workstream, reporting to the co-ordination group.

31. The Multicultural Event is used as a springboard to take forward the Community Development and Community Relations workstream.
32. The Co-ordination Group considers, amends and adopts the strategy and implementation proposals outlined in this report, seeks approval from the Community Planning Partnership and individual partners as appropriate, and allocates responsibilities for implementing the agreed workstreams and actions.
33. All existing groups review their remits in light of the agreed strategy and implementation framework.
34. Staff networks across the public and voluntary sector should be established including networks for:
  - staff working in housing related fields
  - community workers
  - language trainers/educators (adult and schools)
  - customer contact staff

**New Migrants Strategy - Summary of Action Points**

**Appendix 2.**

**Co-ordination and Delivery Framework**

- Establish partnership co-ordination group
- Angus Welcome Initiative group responsible for Information & communications
- Multicultural Event used as springboard for community development
- Consider, amend and adopt strategy, and allocate responsibilities for workstreams
- Existing groups review remits
- Develop staff networks

**Effective Information and Communications**

- Review information channels and formats
- Local translation policy and guidelines
- Internet development
- Information in home countries
- Information for staff
- Central information point feasibility study

**Improving Access to Services**

- Awareness and customer contact training for staff
- Common standards and expectations for staff
- Review procedures and staff support
- Review use of friends and others providing interpreting and assistance
- Review use of community members
- Review access to services
- Expand internet access
- Review use of libraries etc.
- Review standards & guidance on translation & interpreting
- Investigate joint approaches to translation and interpreting

**Addressing Policy Priorities**

- Language training
- Qualifications and employment
- Skills and recruitment
- Working and living conditions
- Housing and accommodation

**Encouraging Community Development and Positive Community Relations**

- Review CLD strategy and plans
- Effective networking of community workers
- Feasibility of kick-start community development initiative
- Information programme on benefits of new migrants
- Progress in context of overall equalities approach
- Promote opportunities for local organisations to contribute

**Sharing Intelligence and Data**

- Review and develop information systems and sources
- Establish central research & intelligence focus
- Feed in qualitative intelligence
- Feasibility of developing Angus new migrant population model
- Consideration of scenario planning exercise

**Appendix 3.****Current and Potential Data Sources**

A range of local information sources have been identified through the course of this study and a limited amount of data has been gathered from these. These are listed below. There will undoubtedly be other such sources of local data which could be made use of. As an action point within the proposed strategy it has been suggested that partners review their service information systems in relation to new migrant worker information to identify:

- a) Information that is already collected and which could be readily shared;
- b) Information sources which are available but from which this type of information is not currently captured or analysed;
- c) Existing information systems that could be 'tweaked' or additional information systems that could easily be put in place to provide this type of information.

<b>Data</b>	<b>Source</b>	<b>Notes</b>
Survey of farm accommodation	Angus Council Corporate Services	Identified accommodation for 939 temporary workers (the great majority of which are likely to be migrant workers) on 13 farms
Library Visitor Registrations	Angus Council Libraries	2003/04 1796 2004/05 2389 2005/06 2958  A proportion of the base level of registrations in 2003/04 will be accounted for by tourists and other visitors, but the increase over following years is likely to exclusively be due to new migrants. This represents almost 20% of total library registrations in 2005/06.
Client Record Sheets	Citizens Advice Bureau	Basic listing of ethnic origin from which estimates could be made. Estimated 4-12 clients per week.
Custody Records	Tayside Police	Could be interrogated manually
Racial Incident Reports	Racial Incident Multi-Agency Panel	

Use of Telephone Interpreting Service	Tayside Police	
Attendance at Minor Injury Units	Angus Community Health Partnership (NHS)	<p>Informal collection of nationality of those attending some of the minor injury units in Angus (figures mostly from Arbroath and Montrose).</p> <p>For 2006 166 non-UK national patients were recorded of whom 112 were from E.Europe. Of 55 returns where information on communications problems is available 21(38%) indicated some level of communication problems.</p>
Use of Telephone Interpreting Service	NHS Tayside (Angus CHP)	
Housing and Homelessness applications	Angus Council Housing	
Learning Centre Membership	Angus Council Community Services	
Case Load Records	Working Families Initiative	Estimate 8-9% of workload.
Language Course Applications	Angus College	<p>Variety of language classes.</p> <p>ESF – Working Together programme 160 students expanding to 200.</p> <p>8 week courses 24 places</p> <p>22 week courses 42 places</p> <p>Full time bursary funded course 2005/06 52 applications for 16 places (little publicity)</p> <p>Expanding to 36 places from Sept 2007 – over 50 applications received by February</p>

Accessline records	Angus Council	Developing customer database to provide improved records. Thought to be little use by new migrant communities to date. (Possibly linked to language difficulties in phone communication). Investigating telephone interpreting service.
Bilingual Pupil Support	Angus Council Education	<p>As at 13/3/07 support provided to:</p> <p>19 pupils in 7 secondary schools</p> <p>35 pupils in 15 primary schools</p> <p>17 pupils in 13 nurseries</p> <p>Total = 71 pupils</p> <p>(53 from E.Europe)</p> <p>Additional known unmet needs. Also does not include non-UK national pupils not requiring specific bilingual support.</p>

**Appendix 4.****List of Interviewees/Contributors****Face to Face Interviews**

<b>Name</b>	<b>Organisation</b>
Fiona Cameron	Angus Council – Economic Development
Helen Wallace	Angus Council – Community Learning and Development
Dalila Zidi	Angus Council - Housing
George Allan	Angus Citizens Advice Bureau
Charlotte McDonald	Angus Community Health Partnership
John Doherty	Angus Council – Libraries
Kevin Brown	Angus Council – Law and Administration (Licensing)
Callum McNichol	Communities Scotland
Anne Duncan	Working for Families Initiative
Iverene Bromfield and David Cohen	Angus College
Hilary Miller and Ralph Harrison	Scottish Enterprise Tayside
Mai Hearn	Angus Association of Voluntary Organisations
Glen Anderson	Angus Council – HQ Services (Accessline)
Doreen Phillips	Angus Council – Human Resources
Gary Malone	Volunteer Centre Angus
April Robertson	Careers Scotland
Pam Mackie	Angus Council – Education (Literacies)
Maciej Dokurno	Chair – Fife Polish Association
Ron McNaughton	Tayside Police

Maggie Black	Angus Council – Education (Bilingual Support)
Zofia Karabiowzka-Smith	Red Cross – Whitehills Health & Community Care Centre

### Telephone Interviews/Conversations

Name	Organisation
John Burt	Angus College Principal
Paul Scobbie	Tayside Police
Tim Armstrong	Angus Council – Social Work
Elaine Ritchie	Angus Council – Housing
Sheila Ferguson	Angus Council – Housing
Peter Stirling	Stirling Farms
Robert Etherson	Abbey Fruit
Jan Nowak	Angus Council – Education
Ron Culley	Convention of Scottish Local Authorities
Susan Brannigan	Jobcentre Plus
Aileen Leszkowska	Gangmasters Licensing Authority
George Meechan	Angus Council – Welfare Rights
Chris Barton	St Andrews Church, Arbroath – Community Worker
Rod Crawford	Dundee City Council
Shelley Hague	Perth and Kinross Council

Additional information from NHS Tayside Public Health

## **Additional Events**

Focus group with members of the new migrant communities at Damacre Community Education Centre, Brechin and attendance at language class at Angus College. Groups totalling approx 30 people including discussions with 12 individuals.

Attendance at Angus Housing Forum workshop event.

Attendance at Opening Doors event in Dundee for practitioners working with new migrant communities across Tayside, Fife and Aberdeenshire.

## Appendix 5.

### **Supporting Material**

There are a number of key documents specific to Angus and Tayside which supplement the information contained in this report. These include:

**The Tayside migrant labour population: scale, impacts and experiences** – A report to Communities Scotland in partnership with Angus Council, Perth & Kinross Council and Scottish Enterprise Tayside carried out by Dundee University and Abertay University – March 2006

**Welcome to Angus** – Information booklet produced by the Angus Migrant Workers Initiative – May 2006

**Migrant Workers Across Angus** – Report to Angus Council Administration Group Meeting – November 2005

**The Impact of Migrant Workers (Position Statement – June 2006)** – Report to Angus Community Planning Partnership

**Summary of Service/Organisation Impacts** – Internal working paper from Angus Council – 2006

**Migrant Workers – Handy Information for Advisers** – Internal Careers Scotland advice note to staff – January 2007

**Angus Council: Auditing for Equality and Good Practice Standards** – Report for Angus Council produced by Grampian Racial Equality Council – 2007

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