

## Report of the Head of Governance and Scrutiny Support

### Report to Scrutiny Board (Environment, Housing and Communities)

Date: 11<sup>th</sup> September 2017

### Subject: Migration in Leeds – Tracking of Scrutiny recommendations

Are specific electoral Wards affected?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, name(s) of Ward(s):		
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, Access to Information Procedure Rule number:		
Appendix number:		

## 1.0 Purpose of this report

- 1.1 This report sets out the progress made in responding to the recommendations arising from the piece of Scrutiny work previously undertaken in relation to migration in Leeds.

## 2.0 Background information

- 2.1 During 2015/16, the former Citizens and Communities Scrutiny Board undertook work in relation to migration in Leeds. A working group meeting was held in January 2016, and a summary note of this, with proposed recommendations, was formally considered by the full Scrutiny Board on 14 March 2016. The final summary note with the agreed Scrutiny Board recommendations can be accessed via the Council's website ([Click here to access report](#))
- 2.2 The Citizens and Communities Scrutiny Board considered the formal response to its recommendations in September 2016 and then continued to track the implementation of these recommendations. The last update report was considered in March 2017 and 2 of the 8 recommendations were officially signed off at that stage. It now falls within the remit of the Environment, Housing and Communities Scrutiny Board to continue monitoring progress against the remaining recommendations.

## 3.0 Main issues

- 3.1 The Scrutiny recommendation tracking system allows the Scrutiny Board to consider the position status of its recommendations in terms of their on-going relevance and the progress made in implementing the recommendations based on a standard set of criteria. The Board will then be able to take further action as appropriate.

- 3.2 This standard set of criteria is presented in the form of a flow chart at Appendix 1. The questions in the flow chart should help to decide whether a recommendation has been completed, and if not whether further action is required. Details of progress against each of these recommendations are set out within the table at Appendix 2.

#### **4.0 Recommendations**

- 4.1 Members are asked to:
- Agree those recommendations which no longer require monitoring;
  - Identify any recommendations where progress is unsatisfactory and determine the action the Board wishes to take as a result.

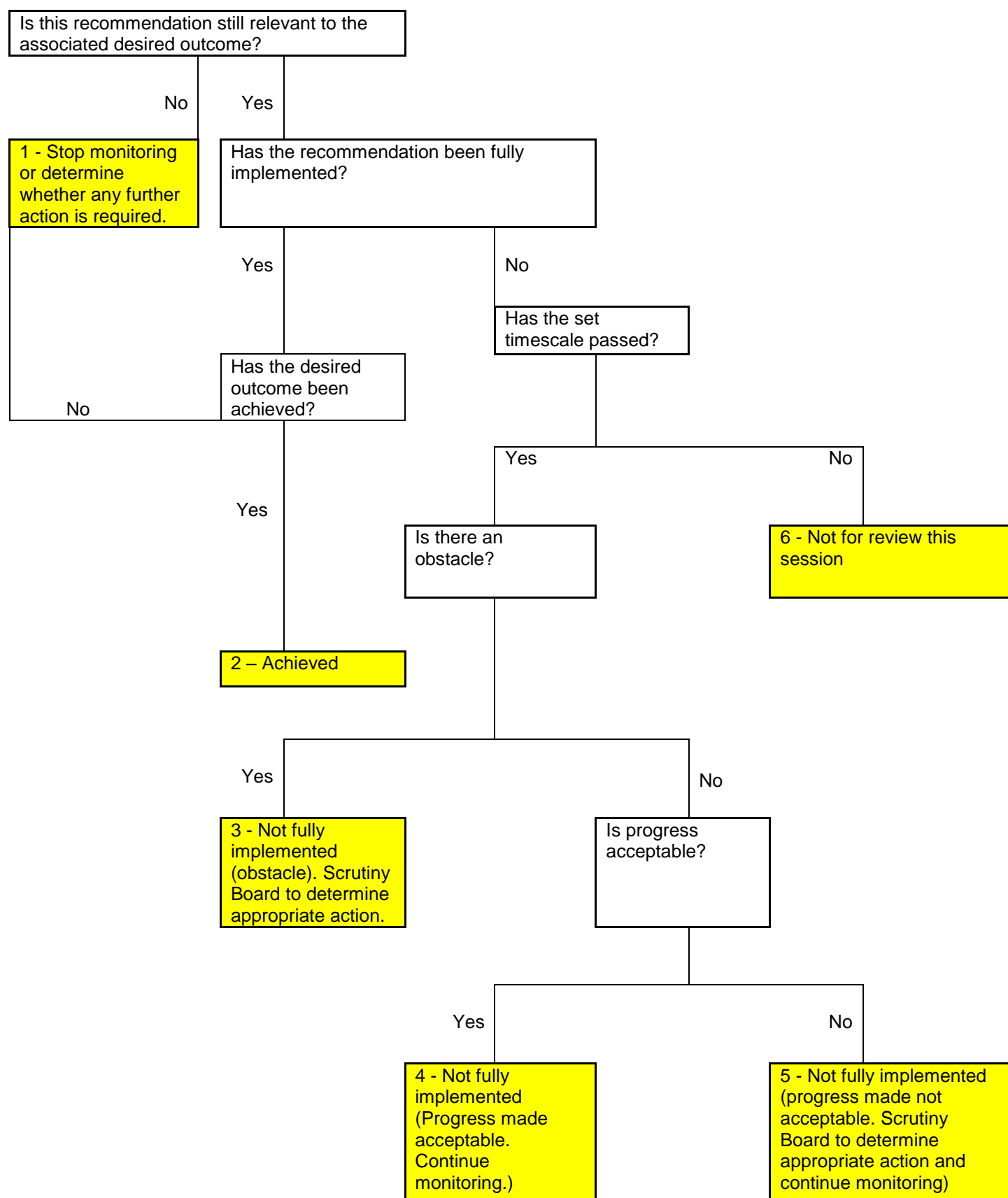
#### **5.0 Background documents<sup>1</sup>**

- 5.1 None.

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<sup>1</sup> The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

**Recommendation tracking flowchart and classifications:**  
**Questions to be considered by Scrutiny Boards**



### Position Status Categories

- 1 - Stop monitoring or determine whether any further action is required
- 2 - Achieved
- 3 - Not fully implemented (Obstacle)
- 4 - Not fully implemented (Progress made acceptable. Continue monitoring)
- 5 - Not fully implemented (Progress made not acceptable. Continue monitoring)
- 6 - Not for review this session

**Desired Outcome** – That there is greater understanding of changing demography in localities to help inform local service provision aimed at tackling a range of multi layered issues.

**Recommendation 2** – That the Assistant Chief Executive (Citizens and Communities)<sup>2</sup> leads on working closely with Community Committees to identify lessons from existing community based initiatives across the city that seek to provide localised solutions to local problems and use this knowledge to develop a model of good practice that promotes a greater understanding of changing demography in localities in order to inform local service provision aimed at tackling a range of multi layered issues.

#### **Formal response in September 2016:**

At the heart of the Stronger Communities Breakthrough project is the ambition that communities in Leeds are:

- confident about change,
- not threatened by others,
- able to welcome newcomers,
- the catalysts for change in their local communities, working with community committees to provide localised solutions to local problems.

There are many examples of where community committees have addressed local problems and identified and implemented local solutions. In addition, community conversations have led to increased connectivity and understanding of changing communities, different needs at a local level and how this impacts on the community as a whole. This has resulted in, for example, supporting conversational English classes; a focus on how to connect better with the Roma community needs; recognising community tensions around young people and developing a programme of work to address this; funding local projects delivered by local organisations which are inclusive organisations but particularly sensitive to the needs of new migrant communities; funding human trafficking training for local organisations in response to community conversations and concerns; and funding a worker to undertake community capacity building activity.

The work has been informed by communities and delivered working in close partnership with third sector organisations. Closer links are being made between the soft and hard intelligence and service delivery and it is now timely to ensure that there is structured learning and sharing of this work in order to further inform improvements at a locality level.

<sup>2</sup> The role of Assistant Chief Executive (Citizens and Communities) no longer exists. As from April 2017, this responsibility falls to the Director of Communities and Environment.

These and other examples will be used to extract good practice on what works so that we can use this learning to inform the re-design of neighbourhood level services.

A better understanding of demographics and the changes taking place is essential to ensure appropriate service provision, at the right time in the right place. Changes in some communities have been dramatic over the last decade. Work is taking place to develop area profiles which can provide a spotlight on changes.

There is considerably more work to do in this area and a council demographics group has been established to take this forward. In addition there are conversations with the Universities to better understand how academic research can also inform the picture. It is clear that this area will be difficult to provide a definite answer to, and will be continually changing. Nevertheless the combination of hard and soft data (collected through community development and other work) should provide sufficient intelligence to inform service delivery and to consider future needs. There are already examples of this unfolding within community hubs and how these are better understanding the changing demographics of their customers and meeting their needs.

### **Position in March 2017**

As part of developing the 'offer', considerable work has been undertaken by the Policy and Intelligence Team to provide detailed socio-economic analysis at a locality-level, including demographic information examining population changes in specific areas. This work has taken place in conjunction with our migrant third sector partners who are already able to access some of this information in order to strengthen funding bids that they are trying to access.

Work will continue and a presentation showing how this work is developing can be made available to Scrutiny if this would be of value.

### **Current position**

The Council has developed a toolkit that can be used by services and agencies to better understand the city's migrant communities which includes a 'migration map' as well as 'research overviews', providing in-depth information of the research findings to support a forward plan.

The toolkit features information of historical migration trends based on the census 2011; recent migration patterns from 2011 – 2017 based on Department of Work and Pensions data on national insurance numbers applications by non-British nationals; and Home Office data on placement of section 95 supported asylum seekers.

It is presented at Middle Super Output Area (MSOA) level and gives a breakdown of the countries of origin and patterns of migrant numbers since the census. The map has the ability to layer further contextual data sets. These currently include: information from the indices of multiple deprivation, private rented stock and school data on children with English as an additional language based on home locality rather than school location. The mapping provides an increased understanding of proximity to local service provision to support future targeted work.

**Position Status (categories 1 – 6)** *This is to be formally agreed by the Scrutiny Board*

**Desired Outcome** – That a wide range of frontline staff across the Council are equipped with the knowledge to assist in identifying vulnerable migrants and signposting them to appropriate services including those commissioned through Public Health.

**Recommendation 3** – That the Director of Public Health works closely with other directorates to identify appropriate measures for disseminating information that will encourage a wider range of frontline staff across the Council to assist in identifying vulnerable migrants, as well as other vulnerable citizens in Leeds, and signposting them to appropriate services including those commissioned through Public Health.

**Formal response in September 2016:**

Training is taking place to ensure that the needs of different communities are recognised and addressed. There is good uptake for the Introduction to Health and Wellbeing course aimed at front line staff and which is run monthly. The course assists staff to identify citizens who have particular vulnerabilities and challenges (including migrants) and to consider the particular needs of the population that staff are working with, in order to tailor public health messages appropriately and to signpost to appropriate Public Health commissioned services. Attendees are given a resource pack to support them and are directed to further resources on-line.

This course also raises awareness of frontline staff about Public Health services including the offer of Hepatitis B and Hepatitis C screening in GP practices in high prevalence areas (funded by the CCGs), HIV screening for new patients registering with a GP (funded by the Elton John Fund), and increased latent TB testing (funded by NHS England) and targeted work for migrant sex workers around their sexual health

Current Healthy Living Services (NHS) are strengthening their presence in Community Hubs, starting with Armley as an initial pilot. This will improve their visibility to vulnerable groups using the Hub, including migrants. Joint working within the Community Hub will lead to better signposting by all involved to a range of services as appropriate.

A Migrant Network event was held in April 2016 for Public Health staff. One aim of this was to support consideration of migrants needs as part of commissioning, and in programmes with partners including work other LCC directorates.

The important role that commissioned services play in relation to raising awareness of, and meeting the needs of, migrants is recognised. Commissioned services e.g. the recommissioning of Healthy Living Services in Leeds has this embedded in the specification and specifically includes the requirement for the Leeds Integrated Healthy Living Service to be responsive to the needs of new migrant communities, and to provide outreach to people not using the service, with migrants as a specific target group. It also requires the provider to outreach to people not using the service with migrants as a specific target group.

Similarly, Community Health Development Services are currently being re-commissioned by Public Health and will take account of the needs of migrants in localities.

Migration Yorkshire is providing 22 training courses over the next 2 years to council staff to raise awareness of migration and the needs of migrants. This training will be tailored to the needs of the directorate/services and conversations are currently taking place in relation to this. This will ensure appropriate signposting information for all services.

## **Position in March 2017**

During its September meeting, the Scrutiny Board made particular reference to recent national reports indicating that numbers of unaccompanied asylum seeking children were going missing from the care of local authorities. Assurance was therefore sought in terms of the Council's own procedures to help avoid this happening in Leeds. Further details are set out in appendix 3.

Training continues within the council, with 12 courses being run to date across all the directorates, one of which was for members on 2 February. In total just under 300 staff and 10 members have attended. All training has been well received. A further 10 courses will be run in 2017, and consideration is being given to procuring further sessions.

Funding is also currently being sort under the Controlling Migration Fund, by Migration Yorkshire and by Leeds City Council which will enable further specialist training to take place e.g. with social workers and with GP practises.

### **Current position**

An Introduction to Migration Training is ongoing and another three sessions have been booked. Ongoing discussions are taking place in arranging the remaining six sessions.

Public Health produced a report in June 2016, scoping out some of the key health issues facing migrants in Leeds, barriers to accessing services and the joint action required to address these. The paper outlined significant health inequalities for migrants and the burden of disease. In support of this, further work was undertaken to explore a more coordinated approach to migrant health across the health arena. This resulted in a number of options and recommendations. Both papers will be discussed at the Health and Wellbeing Board workshop which aims to better understand the status of migrant health in Leeds, the workshop will be co delivered alongside Public health England, Communities and Environments and the Migrant community networkers.

In addition in April 2017, 'Better Together' a new city wide community health development and improvement service was commissioned by Public Health. This service is required to develop/deliver activities and programmes that are tailored to meet the needs of the community as a whole, including communities of interest and new and emerging communities. Staff are required to have highly developed local knowledge and/or knowledge of communities and new and emerging community cultures, skills and experience in outreach and engagement techniques and competence/ability to communicate in appropriate community languages.

It is delivering this work in the 10% most deprived neighbourhoods nationally, within Leeds and aiming to engage those who do not typically engage (seldom heard/hard to reach) and those who may find it difficult to engage and participate in community activity. This will mean being aware of and targeting activity through community leaders, faith groups and in more informal places and settings where people congregate, as well as those which are well attended by mainstream users.

It is utilising the full range of interdependent services, including Migrant Access Point that are available in the local community to increase personal skill development, language skills, capacity, work readiness and personal resilience.

Leeds City Council has been successful in securing grant funding from the Department for Communities and Local Government Controlling Migration Fund. The funding has been secured to address issues and concerns in relation to:

- Standards and expectations that we expect of all residents in Leeds. This will assist in minimising low level tensions in communities, and aiding integration;
- Ensuring migrants access services in the most efficient and cost saving way with a view to reducing pressures on services, thereby reducing concerns from settled communities with a specific focus on GP surgeries and private sector housing landlords.

A third sector organisation has been appointed to deliver this work. The Migrant Access Project 'Plus' will provide specific training and awareness raising for reception staff at GP surgeries to ensure appropriate signposting and support. This clarity is particularly targeted at newcomers, but will also benefit the settled communities who may not be aware of all services which are available. This intervention will help people navigate services and support more effectively and therefore minimise their impact on local services. This new approach will be tested in Armley ward which has 5 GP practices.

**Position Status (categories 1 – 6)** *This is to be formally agreed by the Scrutiny Board*



**Desired Outcome** – Working in partnership with schools and colleges in providing appropriate learning environments that meet the needs of migrant children.

**Recommendation 4** – That the Director of Children’s Services engages with local schools and colleges to:

- (i) explore opportunities and share existing good practice for providing alternative learning environments for those migrant children aged 14 and 15 who may be struggling to get a GCSE qualification, particularly when English is not their first language.
- (ii) identify and offer support, where appropriate, to parents of migrant children in terms of accessing local adult learning opportunities and particularly ESOL related provision.

**Formal response in September 2016:**

As the diversity of Leeds schools continues to grow, it becomes more important for the city to adapt teaching and learning strategies to meet the needs of the 30% of the population (in primary school), who are from BME communities. Children’s Services are constantly looking at new ways to do this and to support children and young people with English as an Additional Language

There is a significant amount of support in schools for these children and young people through, for example, initial assessment, induction, teaching and learning strategies. In addition, signposting information is available to organisations and local community groups for additional pastoral support. Schools can also refer children with specific targets to homework clubs run by the supplementary schools that are registered with the council for additional help. A member of cluster staff has been seconded on a part-time basis to ensure schools can build their capacity to work effectively with pupils who have English as an additional language

The Young Interpreters scheme has been developed to encourage schools and supplementary schools to use their pupils as buddies and support translation activities. In addition, a pilot is in place to connect schools with students from Leeds Trinity University. These 16 students will go into Leeds’ schools that have been identified with new to English or EAL provision to provide additional support.

Schools are encouraged to develop their systems and processes for the induction of new pupils to ensure that there is a programme of learning in the form of an individual learning plan for new arrivals, whereby the student can access interventions that are focused on English language acquisition. The communication and engagement with peers based in school both in lessons and informally with peers significantly aids language development. The recreation time in schools, after school activities, and extra-curricular activities are all excellent sources of learning and immersion.

We are always exploring alternative ways of ensuring that each and every child achieves their full potential, and will continue to do, being cognisant of the additional challenges faced by children and young people who have English as an additional language.

Conversations are currently taking place with Leeds City College to explore an offer for young (age 14 plus) newly arrived migrants to consider whether and how their needs could be met and their potential fulfilled through working with the college.

We currently share information with schools on the Leeds Education hub website, termly

senior and Headteacher briefings and provide updates on activities for migrant parents in our closing the gap booklet. Learning partnerships with parents and communities is an important aspect of supporting migrant communities to access learning and achieve. Work of the learning improvement 'closing the gap for BME and EAL' specialists covers a range of activities and support to parents of migrant children;

- Promotion of ESOL classes across Leeds in primary and secondary networks (including signposting to the Learning English Leeds website)
- Links with schools of Sanctuary - Primary and Secondary
- Course development and resource gathering to enable schools to work effectively with Roma pupils
- Training courses and networking for schools and supplementary schools (primary and secondary), volunteers and parents
- Signposting and promoting information with families (GRT early years)
- Providing funding to support homework, literacy and numeracy clubs at KS1 & 2
- Working in partnership with our commissioning officer for migrant access to share information with schools.
- Awareness raising at all our courses of how schools can support and include parents
- Resourcing e.g. Translated letters and dual language resources
- Developing welcome booklets for parents in partnership with schools of sanctuary to start a parent volunteer programme and have a good model where previous volunteer parents with bilingual skills are now employed as family support workers.

As part of a wider piece of work, research is taking place to understand the advice, advocacy and service provision available for migrant children and young people. This will then help inform where there are gaps in provision and options for addressing these. Once completed, the outcomes will be shared widely, along with examples of existing good practise.

### **Position in March 2017**

The range of work outlined above continues, with further developments taking place as appropriate.

10 secondary and 5 primary schools in Leeds have now signed up to run the Young Interpreters Scheme, and interest has been expressed from a number of other schools. The certificated scheme provides additional support to pupils who are learning English as an Additional Language (EAL), to their families and to schools. This year it is fully supported by the LA as part of our new arrivals support strategy.

In response to growing need across the city for EAL support, Child friendly Leeds worked with the learning improvement team to develop a partnership with Leeds Trinity University. The EAL pilot ran from 20 June – 15 July 2016 for Education students to volunteer in Leeds schools and support EAL pupils. 25 schools recorded with the highest number of EAL pupils were initially contacted and 19 schools and 15 students agreed to be part of the pilot.

Education students from Leeds Trinity were given a specialist EAL training session by the learning improvement team. From the schools who took part in the evaluation, they felt EAL pupils had benefited from having the extra support provided by the volunteer. One head teacher commented that the 'support was consistent and effective.' This work benefitted both students, who received training and experience, and the EAL pupils and schools who gained extra support at no additional cost. After having evaluated the pilot, Leeds Trinity will be embedding the scheme into their undergraduate modules to provide continuing support to our EAL pupils across the city.

Schools are keen to play their part and different models/projects are being used to support EAL pupils and parents. In one model a primary school has been running ESOL Classes in order to support migrant pupils' parents learning English and to know more about British culture. The school also provides information specifically about Leeds such as the location of services, businesses and leisure activities and how to access them. This project comes from the recognition of the importance of parent's ability to speak English, in order to support their children's learning with confidence. The objective is to improve the overall achievements of primary schools with a diverse community and make sure that new migrant families settle in a quicker way.

### **Current position**

Since March 2017, Child Friendly Leeds have been working with University of Leeds on a similar project they did with Leeds Trinity University, which was to support schools with EAL. They took part in an event held by the school of languages and will be working with students to support schools.

Children and Families have worked closely with Migration Yorkshire and the Refugee Council to develop a guidance document tailored for schools with children under the Syrian Resettlement Programme. As well as sharing good practice for integrating pupils into their new schools, this document signposts schools to The Young Interpreters Programme and organisations which provide ESOL classes for children and their parents.

**Position Status (categories 1 – 6)** *This is to be formally agreed by the Scrutiny Board*

**Desired Outcome** – That there is a shift towards the development of a longer term national strategy on Migration that is underpinned by more accessible and sustainable sources of funding.

**Recommendation 6** – That the Assistant Chief Executive (Citizens and Communities) works with Migration Yorkshire in lobbying the Immigration Minister for the development of a longer term national strategy on Migration that is underpinned by more accessible and sustainable sources of funding.

**Formal response in September 2016:**

The Assistant Chief Executive continues to work closely with Migration Yorkshire to ensure that the Home Office and the Immigration Minister are aware of, and can take account of the needs of Leeds when developing strategies and considering funding. There is a good and productive relationship between Migration Yorkshire, who take the lead regionally, and national government. Current joint working is taking place on the development of the new Controlling Migration Fund.

**Position in March 2017**

There have been a number of changes in recent months including Brexit, the Casey Review and a restructure of the Home Office migration teams. Migration Yorkshire is in lobbying and in discussions with the Home Office and the Minister about the future planning of asylum, integration and wider migration around funding and improved, more coordinated approaches with increased local control and oversight.

**Current position**

Migration Yorkshire continues to lead discussions with Government departments on a range of migration issues and Leeds City Council have been actively involved in closer regional working to increase influence. In March 2017 Leeds City Council has been successful in securing £525,000 from the Department for Communities and Local Government Controlling Migration Fund. See details in recommendation 3.

The Leeds Migration Partnership that is chaired by the third sector, was formed in 2010, as a way to bring together the statutory and third sectors working with migrants, to alleviate pressures and reduce negative impacts of migration on the city and its services. The partnership is currently undertaking a review to redesign their approach to influencing national and the city's migration programme. The Leeds Migration Partnership has contributed to the development of the 'Strategic Inclusive and Coordinated Approach to Migration in Leeds'.

**Position Status (categories 1 – 6)** *This is to be formally agreed by the Scrutiny Board*

**Desired Outcome** – That the additional government funding provided to schools in supporting the education and welfare of eligible migrant children is accessed immediately and continues to follow the child throughout any school transfers.

**Recommendation 7** – That the Director of Children's Services works with local schools in lobbying the Department for Education to review its existing funding arrangements to ensure that the additional funding available to schools in supporting the education and welfare of eligible migrant children is accessed immediately and continues to follow the child throughout any school transfers.

### **Formal response in September 2016:**

The main sources of funding for schools are:

- the Dedicated Schools Grant (DSG)- this is the main source of funding available for the education of all children and young people.
- the Pupil Premium Grant (PPG) – this is specifically aimed at raising the attainment of disadvantaged pupils.

A schools census is taken each term and funding is distributed to schools by formula, based on the October and January census:

- school funding from the DSG is based on data taken from the October census. The October 2015 census data was used to calculate schools' funding for the 2016-17 financial year. For those pupils joining after October 15 no funding is distributed until April 2017.
- pupil premium is available for looked after children (unaccompanied asylum seeking children are part of this cohort) and those eligible for free school meals, and is based on data taken from the January census. The January 2016 census data generates pupil premium funding for the 2016-17 financial year. For those pupils joining after January 16 funding is accessed in April 17.

Children and young people joining after the census dates do not attract any funding in the following financial year, unless they have had a special educational needs assessment and are eligible under the Funding for Inclusion criteria. Equally if a child is on the school's census, and leaves the following day, the school keeps the funding until the following financial year.

Under the current Syrian Resettlement Scheme £4,500 (age 5-18), £2,250 (age 3-4) has been allocated to each child for their first year's educational funding. This funding is paid to schools when the children and young people enter the system and is not restricted to the start of the year, but must be spent within the year.

There have been significant demographic changes over the last few years and the likelihood is that this will continue. The Director of Children's Services is mindful of the pressure that is put on schools by not being able to access funding for in-year changes and is working with other local authorities to address this.

### **Position in March 2017**

The Director of Children's Services continues to work with other local authorities to address funding issues generally. He is especially disappointed that year 11 children attract no funding as they have left the system before they are eligible for retrospective funding and he is working with other local authorities to create a consensus on this. Leeds continues to

work directly with the Regional Schools Commissioner on behalf of the DfE and the Educational Funding Agency to try to address this anomaly for year 11 pupils and create an appropriate funding mechanism.

The Director of Children's Services is very sympathetic to the situation that the lack of funding for year 11 pupils, and the high levels of accountability there is for final year pupils, has for secondary schools and academies. He has worked with key partners in the Area Inclusion Partnerships and the Leeds City College to establish a strong learning base within the college where these young people can be taught and thrive. This way we can assure a quality learning experience within the city for all eligible migrant children; whatever stage they are in the school continuum. Additional support is also being directed towards clusters of schools where the impact of new arrivals is greatest to support quality teaching and learning within the school system.

### **Current position**

By working with Refugee Council and Migration Yorkshire, there has been better communication prior to arrival for families entering the city. This has reduced delays in accessing funding for migrant families and has made it a smoother process. For children and families on the Syrian Resettlement Programme, additional funding is now available during years 2 to 5 following their resettlement. Need for this funding will be considered on a case by case basis following an assessment by their Refugee Council caseworker.

**Position Status (categories 1 – 6)** *This is to be formally agreed by the Scrutiny Board*

**Desired Outcome** – That timely and accurate national intelligence surrounding the movement of EU migrant citizens is shared with local authorities to assist in projecting and addressing key service demands such as schools places, housing and health and social care provision.

**Recommendation 8** – That the Assistant Chief Executive (Citizens and Communities) works with Migration Yorkshire in lobbying the Home Office and UK Border Agency to provide accurate and timely national intelligence surrounding the movement of EU migrant citizens that can be accessed easily by local authorities to assist in projecting and addressing key service demands such as schools places, housing and health and social care provision.

**Formal response in September 2016:**

Whilst there are ongoing conversations to at all levels to better understand this picture it is recognised that this intelligence is difficult to gather at a local level. This is due in part to reliance on national insurance data and also on the free movement of people within the country. The newly formed Leeds Strategic Migration Board is conscious that there is a need for further intelligence and will be exploring this further as part of their work programme. In addition there is considerable amount of community intelligence which can be established at a locality level, as part of area profiles and community development knowledge. Ways to capture and use this are being considered.

**Position in March 2017**

All publically available data from the Home Office is currently used, alongside local information, to understand the position in each locality (see response to Recommendation 2)

**Current position**

No change from previous update

**Position Status (categories 1 – 6)** *This is to be formally agreed by the Scrutiny Board*