



# COMMUNITY OVERVIEW AND SCRUTINY COMMITTEE

## *Committee Report*

**Public**

**Date of Meeting:** 29th July 2008

**Title:** FINAL REPORT FROM MIGRANT WORKERS TASK AND FINISH  
GROUP

**Report of:** Scrutiny Managers

**Report reference:** OS 06/08

### **Summary:**

The attached report is the final report of the Migrant Workers Task and Finish Group, set up by the Community O&S Committee during 2007. The report was unanimously agreed by the Members of the Task and Finish Group in April 2008. The report makes a number of recommendations for action from the City Council and other bodies.

(Please note that the evidence volume has not been circulated with the final report but that this can be found on this page:

[http://www.carlisle.gov.uk/council\\_and\\_democracy/council\\_departments/departments/scrutiny/key\\_publications.aspx](http://www.carlisle.gov.uk/council_and_democracy/council_departments/departments/scrutiny/key_publications.aspx))

**Questions for / input required from Scrutiny:**

### **Recommendations:**

Members are asked to

- approve the report and recommend it to the Executive, requesting a formal response;
- recommend that the Scrutiny Manager send copies of the report and seek responses from the other organisations named in the recommendations of the report

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Note: in compliance with section 100d of the Local Government (Access to Information) Act 1985 the report has been prepared in part from the following papers: None



## **A Report from the Scrutiny Manager**

# **Migrant Workers: A Report of the Task and Finish Group**

**OS 05/08**

**May 2008**

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## **Executive Summary**

The make-up of the population of Carlisle has undergone some rapid changes in recent years. One of the most noticeable is the increase in the number of migrant workers in the city. Statistical sources of numbers vary significantly but many people estimate that there are around 2000 migrant workers in the city. Most have arrived from Eastern Europe in the last 4 years but there are also a significant number from Portugal.

Detailed recommendations are made throughout the report as we examine the following areas:

### **Statistics**

It is a distraction to get too focussed on attempting to provide definitive answers to the questions related to numbers of migrant workers. It is more valuable to use informal networks of partners to establish whether there are any trends occurring. Some limited detailed survey work of migrant workers would help the authority build up a clearer picture of their needs.

### **Housing Issues**

Migrant workers are often vulnerable to being housed in substandard conditions. At present, there is no clear picture of the scale or degree of poor housing across the district. To improve the quality of rented accommodation across the district, there is a need for an inspection regime for Houses in Multiple Occupancy (HMOs) and also a full accreditation scheme for all privately rented property.

### **Employment**

The value of migrant workers to the local economy was very clear but we also heard strong evidence of abuses of migrant workers by some employers. The good practice of the best employers needs to be spread to others and this can be most effectively done using a Responsible Employers Scheme to bring together public bodies and employers.

### **Communication**

There are information packs available to migrant workers who are new to Cumbria. These packs need to be targeted more effectively at employers and more information needs to be made available on the websites of Cumbrian local authorities.

For migrant workers to succeed at work and integrate into the local community, the key requirement is English Language ability. We heard evidence that the availability and accessibility of ESOL (English for Speakers of Other Languages) provision may be inadequate. The City Council can play a vital role here by mapping existing provision and, under the Learning City priority, look at ways that ESOL provision can be enhanced.

## **Issues of Community Cohesion**

We did not come to any firm conclusions about the extent of cohesion within the local community. More work is needed to establish the extent of any localised problems. Carlisle should develop its own Cohesion Strategy to demonstrate the importance is attaches to this issue.

## **Role of the City Council and Leadership Issues**

From the evidence we heard, there is a clear role and need for the City Council to take a strong leadership role in relation to migrant workers. This applies particularly to the political leadership which can be shown by the Members of the Council.

There is also the opportunity to develop informal links through the Local Strategic Partnership so as to enable co-ordinated action to combat intolerance and other potential problems relating to migrant workers as they arise.

As far as the work of the authority is concerned, by assisting with ESOL provision, by providing myth-busting training to front-line officers and Members and by developing a proactive approach to community cohesion, the Council can make a real difference to the lives of migrant workers.

## **Responding to this Review**

The report will go to the Executive for a formal response and we have recommended that an action plan be produced to implement the accepted recommendations. The report will also be sent to those outside bodies upon whom a recommendation is made to ask them for a response. The Community O&S Committee will monitor progress with the recommendations made in this report over the next 12 months.

## **List of Recommendations**

To ensure clarity, the body to whom the recommendation is addressed has been included in brackets after each recommendation.

### **Statistics**

**It is our conclusion that whilst it is important to have a clear picture of the migrant worker population and its needs, this is less a statistical exercise and more one of ensuring that Carlisle City Council is aware of the broad picture of migrant workers and, through relationships with its own employees, Members and partners, is aware of changes as they are occurring. (Carlisle City Council)**

**We recommend that a detailed survey be carried out, interviewing a cross-section of the district's migrant worker population. The interview could use the terms of reference of this review as a template for developing questions. We believe that this work will more than compensate for the deficiencies of official statistics on migrant workers by providing a meaningful picture of the skills, needs and concerns of this section of our society. (Carlisle City Council)**

### **Housing Issues**

**The City Council is a key funder to both the Community Law Centre and the Citizens Advice Bureau and we strongly support the Council's continued funding of these services. (Carlisle City Council)**

**We are concerned that there is no clear picture of the scale or degree of poor rented accommodation. The issue here is broader than migrant workers – it is the condition of rented accommodation in the district for all private tenants, not just migrant workers. We recommend to the Executive that resources be found to enable the establishment of a risk-based inspection regime for licensed Houses in Multiple Occupation (HMOs). The HMO licensing scheme only covers a sub-section of rented accommodation and so we also support the rapid development of an accreditation scheme for all privately let accommodation. (Carlisle City Council)**

## Employment

**Given the contrasting stories of good practice within some of the City's main employers and abuse by other employers, we believe that a Responsible Employers Scheme could prove very effective. Such a scheme would help promulgate good practice to other, smaller employers but also isolate those employers unwilling to address illegal or poor employment practices. Such a group could work most effectively at a county level and we recommend that Cumbria Vision consider developing a Responsible Employers scheme. (Cumbria Vision)**

## Communication

**We urge the Cumbria Multicultural Service to consider providing the 'Welcome to Cumbria' book to major employers of migrant workers around the county. It would also seem sensible to provide the book in a loose-leaf format which would allow for regular updates to information without a full reprint. More particularly, we urge the Cumbria Equality and Diversity Partnership to ensure that links exist to this information from each of the District Council websites. (Cumbria Multicultural Service, Cumbria Equality and Diversity Partnership)**

**We recommend that further work on developing the Customer Contact Centre should encompass how it can include a one-stop shop for people new to the area. (Carlisle City Council)**

**We recommend that the City Council should encourage and enable its own employees and Members to develop new language skills by offering short courses in the foreign languages in use in the local community. In this way, Members and employees could be equipped with very basic skills in a number of the most widely used languages. This would provide a positive signal to any new migrants coming into the Civic Centre or coming into contact with council officers in the community. (Carlisle City Council)**

**We are concerned that the ESOL provision in the city may no longer be adequate for the migrant population. To establish whether or not this is the case, we recommend that a mapping exercise be carried out under the Learning City priority in 2008/9 to establish just what ESOL**

**provision there is and the suitability of that provision for migrant workers and others in the city. (Carlisle City Council)**

**Depending on the outcomes of the mapping exercise, we recommend that the City Council works under the Learning City priority to establish how ESOL provision can be enhanced. Underlining this, we concur with the Voluntary Action Cumbria report which noted that it was a “pressing requirement ... that migrant workers should have access to free ESOL training.” This will involve significant work with employers, unions and education providers to ensure that barriers to ESOL provision are removed. Consideration should also be given to providing an ESOL centre – a central point, perhaps on the University of Cumbria campus – where the majority of the ESOL training in the city takes place. (Carlisle City Council)**

#### **Issues of Community Cohesion**

**We commend the police for developing third-party and online reporting facilities to help overcome this caution. Any mechanisms which can help improve the reporting rates for hate crimes must be welcomed and as the police themselves identified, there are still hate crimes taking place which are not being reported. As such, we look forward to the police opening further third-party reporting centres in the city. (Cumbria Constabulary)**

**We recommend that consideration be given by the Crime and Disorder Reduction Partnership to carrying out tension monitoring in some parts of the district during 2008/9 – particularly where local intelligence shows that there may be developing problems. (Carlisle and Eden Crime and Disorder Reduction Partnership)**

**We believe that Carlisle should develop its own Cohesion Strategy to link with the County Council strategy – such a document would help encompass many of the recommendations made throughout this report and build on the revised Race Equality Scheme. The Strategy may be best developed within the Local Strategic Partnership. (Carlisle City Council, Local Strategic Partnership)**

**The Community Overview and Scrutiny Committee recently scrutinised the Race Equality Scheme and one of the points made was that this**



**needed both high-profile political support and senior officer support. Cohesion work within the authority needs a similar level of support and commitment if it is to succeed. (Carlisle City Council)**

**We recommend that any further work on developing an Arts Centre in the city should explicitly consider the potential for a community cohesion role. (Carlisle City Council)**

#### **Role of the City Council and Leadership Issues**

**As an authority, we are now at Level 2 in the Equality Standard for Local Government. We recommend that the authority sets a goal and timetable for achieving the higher levels of the standard. We believe that a step-change in the authority's performance in this area will only come through giving a senior officer a clear equality and diversity brief and ensuring that that officer has support from the Executive and other senior officers. (Carlisle City Council)**

**We recommend that some simple 'myth busting' training be established and made available to officers and Members of the Council. This training is particularly important for Members and those front-line officers who deal with the public on a day-to-day basis. Such training could extend beyond migrant worker issues and encompass other equality and diversity areas where intolerance is often found. As one part of providing leadership within the authority, we recommend that such training is compulsory for elected Members and is incorporated into the induction process for newly elected Members. (Carlisle City Council)**

**We recommend that the Local Strategic Partnership hold an initial event to discuss migrant worker issues and, as part of that event, explore possible mechanisms for dealing with those issues as they arise. For example, informal groups (and formal groups if necessary) could be set up to discuss issues of discrimination in the community and take action where necessary. (Local Strategic Partnership)**

**We believe that more political leadership on race issues generally, and migrant worker issues in particular, would be welcome and appropriate. We are concerned that, without such leadership, there is room for divisive and intolerant views to thrive. (Carlisle City Council)**

**We recommend that the Executive response to this report should incorporate an action plan to implement the accepted recommendations. The Community O&S Committee will monitor progress with the outcomes of this review over the next 12 months. (Carlisle City Council)**

## **1. Introduction**

Since 2004, as more countries have joined the European Union, there has been an influx of workers from the new accession states to the UK, with a significant number coming to Cumbria to work, including several hundred now living and working in Carlisle. Nationally, the proportion of the workforce that is comprised of foreign nationals has risen from 3.5% in 1996 to 6% in 2006. Over the last 18 months, an estimated 2000 migrant workers have come to work in Cumbria. The two largest groups of migrant workers in Carlisle come originally from Poland and Portugal. This trend of increasing numbers of migrant workers is starting to change the make-up of the community.

Until recently, Carlisle has been an area with relatively little ethnic and cultural diversity. For instance, the 2001 census showed that just 2.2% of Carlisle's population came from an ethnic minority. As the number of migrant workers from the new EU accession states continues to increase, this brings new issues for the city – indeed situations like the one in Carlisle have been noted by the Audit Commission:

“Some local areas have been particularly affected by recent changes. In areas with little history of population change and diversity, even a relatively small number of migrant workers can bring new challenges, and are more noticeable to existing local populations.”

Carlisle is now at a point at which it can identify the pressures and opportunities arising from the arrival of migrant workers and respond accordingly. For this reason, the Community O&S Committee took a decision at its meeting on 30<sup>th</sup> August 2007 to set up a task and finish group to examine this issue.

## **2. Background to Migrant Workers Review**

The initial membership of the task and finish group was Cllr Bainbridge, Cllr Boaden, Cllr Bradley, Cllr Harid and Cllr Luckley. At their first meeting, the group elected Cllr Bainbridge as chair and also decided to co-opt Larysa Samuels on to the group. Larysa is involved with the Carlisle Equality and Diversity Partnership and has close links to parts of the migrant worker community.

After some initial research and discussion, the group decided on their terms of reference – these are reproduced in the box below.

### **Terms of Reference**

The Task and Finish Group was set up to investigate the following issues as they relate to migrant workers in Carlisle:

- Leadership issues – what public role should the council play? What support should it offer?
- Housing Issues – there is some evidence of very poor housing conditions for migrant workers, particularly in Houses of Multiple Occupation. There are also worries about housing which is tied to employment;
- Communication – issues of how to provide initial advice, translation and the teaching of English language;
- Employment – possible exploitation along with concerns about unemployment levels and downward pressures on wages;
- Issues of Community Cohesion;
- Statistics – the statistics available on migrant workers are generally considered to be unreliable. How important is this? How can we overcome the problem?
- Future – what changes can we expect in the migrant workers situation? How many migrants will settle? Will more workers arrive from the EU accession states?

The Task and Finish Group will consider all these areas with a particular focus on measures the City Council could take to assist migrant workers in the area and ensure that community cohesion is maintained. The Task and Finish Group will also consider how other public bodies and non-public organisations can help ensure that migrant workers are treated fairly and well in the District.

The definition of ‘migrant worker’ is somewhat fraught – in common usage it has come to refer to a particular type of person (from one of the new EU accession states) arriving to do a particular type of job (generally manual and relatively poorly paid). In Carlisle, such a definition would exclude the second largest group of non-local workers – the Portuguese community. Strictly speaking, a migrant worker is anybody who comes to this country from

another to work. For the purposes of this study, we took a loose definition to encompass those workers from elsewhere within the EU working in the district.

During the course of the review, the City Council was successful in its application to take part in the IDeA's Migrant Worker Excellent Practice programme. This meant that for the later stages of the review, we had the assistance and expertise of Andrea Staltmeier and Cllr Glen Sanderson. For this we are extremely grateful – as we are for the initial advice from IDeA officer, Niall Smith.

We employed a range of mechanisms to gather evidence for this review but the most significant were the three separate oral evidence sessions – the full list of witnesses who attended these sessions are listed in Appendix 1. In addition, we sought and received written evidence from the National Farmers Union and the Cumbria Primary Care Trust. Individual members of the group also took particular issues and carried out their own research into the economic impact of migrants and the provision of language teaching. All the written evidence and the notes from the oral evidence sessions are available in a separate volume of evidence – the footnotes make reference to page numbers in this volume.

We had hoped to hold an informal breakfast or lunch session with migrant workers at one of the major employers in the city. Unfortunately, this did not prove possible. As such, as part of the further work that we recommend should take place, we believe that an informal visit for Members along these lines should be arranged.

At the outset, we considered the range of recent national studies into migrant worker issues – a brief literature summary is included in the volume of evidence. There was also one significant and relevant piece of local research into migrant workers which had been commissioned by Voluntary Action Cumbria (VAC) – two detailed reports have now been produced on the issue. These reports have now been integrated and a firmer set of recommendations developed – these were published and included a series of 'Calls to Action' which put the emphasis on various bodies to implement changes based on the VAC's findings.

### **3. Statistics**

Although we explicitly included the question of statistics in our terms of reference for this inquiry, it rapidly became clear that we would not be able to provide a simple answer to any of the questions of 'how many migrant workers live' or 'how many migrant workers work' in Carlisle. There are a range of different estimates for Cumbria and Carlisle. The text box below provides details of some of the estimates that we came across during our review. What is clear from these figures is that the number of migrant workers living and working in Carlisle is significant and has changed rapidly.

The facts are simply that Carlisle has not experienced much ethnic diversity previously – even in the 2001 census, the proportion of the population which was not white British was just 2.2%. But the 2001 census figures now seem and feel out of date – the city has become more diverse since then – both through a changing and increasing student population and the arrival of migrant workers from the new accession states.

Care needs to be taken in discussing migrant workers as if they were a single, homogenous group that exists discretely in society. Of course, statistics do show that, on average, migrant workers are young and male and will work here before returning to their original country. But there are also entire migrant families, migrant workers who have married a local, migrant workers who only intended staying for three months but are now settled. For example Cavaghan and Gray told us that some of their migrant workers were now buying houses and settling here. And, of course, the countries from which migrant workers come vary in character and history – the two largest groups in Carlisle are from very different countries – Poland and Portugal.

### Statistics on Migrant Worker Populations in Carlisle

The following figures are the most up to date estimates of migrant worker populations from the different sources for the Carlisle District:

GP Registrations by Eastern Europeans: **682**  
Main nationality groups: Poland: 598, Slovakia: 48, Lithuania 16,  
Bulgaria: 11

Worker Registration Scheme Applications (May 2004 – Sept 2007): **535**  
Main nationality groups: Poland: 425, Slovakia: 50,  
Czech: 25, Hungary: 15, Latvia: 15

National Insurance Number  
(NINO) Applications (2002/3 – 2006/7): **1280**  
Main nationality groups: Poland: 990, Slovakia: 130,  
Lithuania: 50, Czech: 50, Bulgaria: 30

It is generally accepted that the National Insurance Number and Worker Registration Scheme data are of limited use since they identify only those areas where immigrants immediately locate to after arriving in the country and seek work but does not show subsequent movements of those people. Other weaknesses of the NINO data are that new arrivals may delay their application for varying reasons. The Workers Registration Scheme data also has significant weaknesses – the data only shows a cumulative total of migrant workers arriving. Those who have departed remain registered. By its nature, the scheme does not include any non-working family members. Registration with a GP is also somewhat unreliable – people may not register with a GP, even after having lived here for some time.

In attempting to interpret the data for Carlisle, it has been suggested that the high NINO numbers show that more migrant workers are living in Carlisle but working outside of the district – for example in Eden and Scotland.

Beyond the statistics for Eastern European migrant workers, it is more difficult still to establish a figure for the other large group in Carlisle, Portuguese workers. In the last 5 years, the number of Portuguese NINO registrations in Cumbria was 290. There will, of course, also be migrant workers from other EU states eg. Spain, France.

There are strong arguments for not expending a disproportionate amount of effort in establishing an accurate snapshot of the number and profile of the migrant worker population. Most persuasive of these is that, by the nature of this section of our community, it is likely to be rapidly changing – new people

from different countries arriving, others returning to their country of origin, others settling here or moving elsewhere in the UK. Both Hyndburn and South Holland councils told us that it was important not to focus too much on trying to answer the statistical riddles of migrant workers – Cllr Worth from South Holland told us that it would be easy to get “sidetracked worrying about the numbers.”<sup>1</sup> **It is our conclusion that whilst it is important to have a clear picture of the migrant worker population and its needs, this is less a statistical exercise and more one of ensuring that Carlisle City Council is aware of the broad picture of migrant workers and, through relationships with its own employees, Members and partners, is aware of changes as they are occurring.**

We were impressed with the survey work carried out by Hyndburn and South Holland District Councils.<sup>2</sup> The work being carried out by Hyndburn involves detailed interviews with migrant workers, the target being 100. The survey is producing real intelligence on the characteristics, skills and concerns of the migrant worker population. This work is costing around £1,000 by making use of two graduate trainees and volunteer interpreters where necessary. Hyndburn plan to involve local colleges and employers in the remaining interviews. **We recommend that a detailed survey be carried out, interviewing a cross-section of the district’s migrant worker population. The interview could use the terms of reference of this review as a template for developing questions. We believe that this work will more than compensate for the deficiencies of official statistics on migrant workers by providing a meaningful picture of the skills, needs and concerns of this section of our society.**

It is perhaps worth mentioning here the potential for myths and misinformation about migrant workers. These often centre upon the effect of migrant workers on the local economy and housing. We did not try and establish to what extent such myths had currency locally but, from Members’ individual experiences, it is clear that some local people do believe negative rumours about the effect of migrant workers. This is an issue which we would like to see picked up in the Community Cohesion Strategy – an important element of this would be ensuring that elected Members have information to hand so that they can counter these rumours when they hear them. We return to this subject later in the report.

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<sup>1</sup> Oral evidence, 4/4/08 (Ev p21)

<sup>2</sup> Oral evidence, 4/4/08 (Ev p20-21)



#### 4. Housing Issues

The subject of accommodation for migrant workers has caused concern at a national level. There are three aspects in particular which are discussed – overcrowding in rented flats and houses, poor quality accommodation (especially for rural workers) and the illegal use of tied accommodation (accommodation which is linked to the person's employment). Some of these concerns are also found locally - there is evidence of workers living 4 to a room and in 2004, there was a case of 22 workers living in a four-bedroom house. Although houses in multiple occupancy are now required to be licensed, it remains likely that there are still some unlicensed houses with very high occupancy rates. Roger Roberts, Voluntary Action Cumbria, told us that in the Cumbrian survey, around half the migrant workers were living in tied accommodation.

As we noted above, there is evidence that the Carlisle District acts as a local centre for housing for migrant workers i.e. some migrant workers live in Carlisle but commute outside the district for their employment.<sup>3</sup> As such, one could argue that the housing issue is a particularly important one for the City Council.

In the first evidence session on 3<sup>rd</sup> December 2007, we heard evidence from the Community Law Centre and the Citizens Advice Bureau. Both mentioned the problems relating to housing and the work they do in advising migrant workers and others on their housing and employment rights. We were impressed with the services being provided by the Community Law Centre and the Citizens Advice Bureau. It is clear that both these organisations provide an invaluable source of advice to migrant workers on housing and other issues. **The City Council is a key funder to both the Community Law Centre and the Citizens Advice Bureau and we strongly support the Council's continued funding of these services.**

During the review, we asked other witnesses about housing conditions as they relate to migrant workers. Some witnesses pointed out to us that, where migrant workers want to save money over a short period, they are more likely to accept poor shared housing conditions. The Housing Act 2004 introduced mandatory licensing of Houses in Multiple Occupation (HMOs). In theory, this could provide a route to ensuring that accommodation meets a reasonable

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<sup>3</sup> Cumbria Constabulary, Social/Demographic Trend Analysis of the EU Immigrant Population in Cumbria 2003-2007, p5

standard. Allan Dickson<sup>4</sup> told us of his concerns about ‘hot bedding’ with rooms being used by some residents during the day and by others at night on a shift system. We were concerned to hear that, due to the resources available, there is no inspection regime for licensed HMOs after they have been licensed. Quite simply, this means that we do not know the scale or nature of any breaches to this regime. It is also the case that not all HMOs need to be licensed – for example, those with 2 or 3 storeys and which are occupied by 5 or less people do not need to be licensed. Given the partial value of HMO licensing, broader systems of accreditation could be very effective in raising the quality of rented accommodation available in the district. At present, there is an accreditation scheme for some types of student properties. Allan Dickson told us of hopes to set up a comprehensive accreditation scheme to cover all private let accommodation<sup>5</sup> – we believe that this is a good idea and should help to improve standards of accommodation across the city.

**We are concerned that there is no clear picture of the scale or degree of poor rented accommodation. The issue here is broader than migrant workers – it is the condition of rented accommodation in the district for all private tenants, not just migrant workers. We recommend to the Executive that resources be found to enable the establishment of a risk-based inspection regime for licensed Houses in Multiple Occupation (HMOs). The HMO licensing scheme only covers a sub-section of rented accommodation and so we also support the rapid development of an accreditation scheme for all privately let accommodation.**

There is another myth that occasionally is heard: that migrant workers have preferential access to Carlisle Housing Association (CHA) housing. Allan Dickson told us that there is no truth in this myth: “migrant workers who are applying to CHA for housing are placed on the waiting list. Where people report that migrant workers are getting a house it would either be the case that they have been on a waiting list for about two years or that the property is no longer CHA owned but has been purchased under the Right to Buy scheme and is being let by a private landlord.”<sup>6</sup> Such information should form part of the myth-busting approach recommended later in this report.

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<sup>4</sup> Carlisle City Council’s Principal Housing Officer (Private Sector)

<sup>5</sup> Oral evidence, 3/12/07 (Ev p9)

<sup>6</sup> Oral evidence, 3/12/07 (Ev p10)

## 5. Employment

Perhaps the strongest picture to emerge during our review was of the value of the migrant workforce to the local economy. For example, around 20% of people employed at Cavaghan and Gray are migrants – and of 270 applications received by the firm recently, around 45% were from migrant workers. Both employers that we talked to were keen to stress the contribution made by migrant workers to their business. Similarly, the NFU noted that “agriculture relies on migrant labour for its continued competitiveness. Without migrant labour many farming businesses could not operate.”<sup>7</sup> In effect, the availability of migrant workers to some of the key businesses in the city has enabled them to continue to grow and expand. Research by one of the Members of the Task and Finish Group confirms that migrant workers have reduced labour shortages in sectors of the economy where recruitment of labour can prove problematic.<sup>8</sup> Several witnesses talked favourably about the work ethic and dedication of migrant workers.<sup>9</sup>

It is also clear that the largest employers locally – for example, Cavaghan and Gray and McVities – provide many examples of best practice in terms of recruiting and employing migrant workers. We were particularly impressed with the approach of Cavaghan and Gray where a Learning Centre has been established for all workers and informal efforts to develop cultural awareness and integration are also being pursued through activities like 5-a-side football and a ‘buddy’ system for new workers. We heard directly from two large employers in the city but, by the nature of this review, we do not have a clear picture of the employment conditions for migrant workers at smaller employers.

Against this positive picture, we were concerned to hear from the Community Law Centre that exploitation was taking place in the district. Michael Bauer told us that this exploitation was arising with some employers illegally using two sets of contracts - one for UK workers and another, less favourable set, for migrant workers. In one case in 2006, the Law Centre helped a group of eastern European migrant workers negotiate a £200,000 compensation settlement with a farmer from outside Carlisle who was refusing to pay them

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<sup>7</sup> NFU evidence (Ev p58)

<sup>8</sup> Note from Cllr Bainbridge (Ev p48)

<sup>9</sup> For example, evidence from the NFU (Ev p57)

the national minimum wage or to let them take statutory holidays. Again, we recognise the vital work being carried out by the Community Law Centre.

One of the myths about migrant workers that sometimes emerges is that this group is ‘taking’ jobs from the local workforce. Another is that migrant labour is depressing the wage levels locally. Both of these were thoroughly rejected by the employers we spoke to – Cavaghan and Gray told us that they had largely ‘exhausted the pool’ of local workers so migrant workers were very welcome and now vital to the business.<sup>10</sup> Similarly, the notion of migrant workers depressing wage levels was not true – all employees at Cavaghan and Gray and Pirellis work to the same pay structures. The evidence from the NFU also considers this matter and suggests that, if an effect does exist, it is almost negligible in size.<sup>11</sup>

During the course of our review, we became aware of the Responsible Employers Scheme in Cornwall which brings together public bodies and employers with the aim of improving the health, safety and welfare of migrant workers. Michael Bauer of the Community Law Centre considered that such a scheme would be an important tool in improving employment practices.<sup>12</sup>

**Given the contrasting stories of good practice within some of the City’s main employers and abuse by other employers, we believe that a Responsible Employers Scheme could prove very effective. Such a scheme would help promulgate good practice to other, smaller employers but also isolate those employers unwilling to address illegal or poor employment practices. Such a group could work most effectively at a county level and we recommend that Cumbria Vision consider developing a Responsible Employers scheme.**

## **6. Communication**

As we heard more evidence during the review, it became increasingly clear to us just how important the issue of language is and also that it provides the key to cohesion and integration of migrant workers into the local community. It is also identified as one of the key determinants to migrant workers starting to bridge the ‘skills gap’ (the gap between the work that they may be qualified for

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<sup>10</sup> Oral evidence, 22/02/08 (Ev p16)

<sup>11</sup> NFU evidence (Ev p57)

<sup>12</sup> Oral evidence, 3/12/07 (Ev p3)

and the actual work that they undertake).<sup>13</sup> There are two separate elements to the language issue: firstly, to what extent we, as a council, should aim to provide translation services and materials and advice in migrants' original language. The second element is the provision and accessibility of English for Speakers of Other Languages (ESOL), particularly as this relates to migrant workers.

Taking the first of these, the Joseph Rowntree Foundation research found that the challenges for migrants were generally greatest on arrival – “lack of essential information, lack of sufficient English to talk to employers or service providers; and least satisfactory housing conditions.”<sup>14</sup> We believe that it remains the responsibility of public bodies to provide such information in the most relevant languages. The Carlisle Equality and Diversity Partnership has published a map of Carlisle with information in Polish. More comprehensively, Cumbria County Council has already provided a “Welcome to Cumbria” book which provides details of services in Cumbria in English, Polish, Czech and Lithuanian. We were impressed with the County Council guidance document although we were a little concerned about the level of penetration of this document – witnesses from the major employers and letting agents had not seen the guides – but told us they would be happy to act as distributors of such information.

The internet is also a very important route of advice for migrant workers - Roger Roberts from VAC advised us that the top choice for how migrant workers wanted to receive information was via the internet.<sup>15</sup> At present, this information is available electronically on Cumbria County Council's website but, from a brief search of the six District Council websites, we could only find links to these pages on the South Lakeland site. Indeed, using a search of 'migrant workers' produced no meaningful information on the other five council websites. **We urge the Cumbria Multicultural Service to consider providing the 'Welcome to Cumbria' book to major employers of migrant workers around the county. It would also seem sensible to provide the book in a loose-leaf format which would allow for regular updates to information without a full reprint. More particularly, we urge the Cumbria Equality and Diversity Partnership to ensure that links exist to this information from each of the District Council websites.**

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<sup>13</sup> Note from Cllr Bainbridge (Ev p51)

<sup>14</sup> Migrants' Lives beyond the workplace. The experiences of Central and East Europeans in the UK, Joseph Rowntree Foundation, May 2007,p89

We heard that the information sources on migrant workers could do with greater co-ordination and many witnesses suggested that a ‘one-stop shop’ should be established in the Civic Centre, where people new to the area could get all the information they needed.<sup>16</sup> As such, **we recommend that further work on developing the Customer Contact Centre should encompass how it can include a one-stop shop for people new to the area.**

The emphasis on the extent to which public bodies are expected to provide translation was shifted by the Our Shared Future report<sup>17</sup> which recommended that local authorities should move to a more selective approach to translating documents into various community languages and focus on encouraging immigrants to learn English. At present, the City Council makes offers to translate documents into Bengali, Lithuanian, Polish, Portuguese, Turkish and Cantonese.

As far as translation during customer contact, the City Council subscribes to the Language Line translation service. Below, we consider the issue of English Language teaching for migrant workers. But we believe that there may be room for public authorities to meet migrants half-way on language issues – for example, the police told us that some Community Support Officers had asked for training in basic skills in other languages. This is also an area where the City Council can take a lead – **we recommend that the City Council should encourage and enable its own employees and Members to develop new language skills by offering short courses in the foreign languages in use in the local community. In this way, Members and employees could be equipped with very basic skills in a number of the most widely used languages. This would provide a positive signal to any new migrants coming into the Civic Centre or coming into contact with council officers in the community.**

This brings us on to the second element of communication – teaching of English. Witnesses were in agreement about the importance of making English language teaching available to migrants. For example, the National Farmers Union noted that language was “by far the biggest issue” in using migrant labour and noted that “acquiring English language skills ... helps migrant workers settle... and allows migrant workers to work to their full skills

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<sup>15</sup> Oral evidence 3/12/07 (Ev p3)

<sup>16</sup> Oral evidence, for example, from Andrea Kirkpatrick, Saj Ghafoor, 22/02/08 (Ev p13, 14)

<sup>17</sup> Our Shared Future, The Commission on Integration and Cohesion, June 2007

potential.”<sup>18</sup> Indeed, the NFU conclude their evidence by stating “overall, with respect to policy areas that need attention, the NFU believe that English language training is the most important area.”<sup>19</sup>

If migrant workers are to have the opportunity to genuinely integrate into the local community, it is generally accepted that good English language skills are vital in helping develop deeper relationships with others. A new suite of ESOL qualifications has recently been introduced, which places the emphasis very much on teaching English in a way that relates more specifically to employment. The new qualifications are termed ESOL for Work. They do not replace existing qualifications but are shorter and designed so that they can be delivered in a more flexible manner. Alongside this shift, the fee arrangements for ESOL have also changed – until the current academic year, anyone taking an ESOL course was entitled to automatic remission of fee. With the new emphasis within ESOL on language for employment use, the expectation is now that employers will pay the fees. However, there is currently no *requirement* for the employer to pay an employee’s fees. Further, such arrangements make no provision for those migrant workers who may come here with a partner or spouse who is not working. Most people doing ESOL courses, therefore, now have to pay their own fees, unless their employer is part of the Train to Gain scheme and they are doing a course which will lead to a qualification at Level 2 (equivalent to GCSE).

There are particular issues for migrant workers accessing ESOL courses. Where a significant fee applies, this may deter those workers who are usually keen to save as much money as possible. Secondly, many migrant workers work long hours and variable shift patterns – in practice, this may make it difficult for someone to attend a course at the same day and time for a number of weeks.

The Our Shared Future report recommends that “Employers should recognise that they have a responsibility – jointly with other parties - to deal with the integration and cohesion issues arising from the growing number of migrant workers they employ; In particular, they should offer English classes for new migrants (focused at first on the vocabulary they will need for the job) and should promote understanding of different cultures and groups by providing cultural training in the workplace. The VAC report examining migrant worker

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<sup>18</sup> NFU evidence (Ev p57)

<sup>19</sup> NFU evidence (Ev p59)

issues in Cumbria found that only six out of 23 employers provided English lessons at the place of work.”<sup>20</sup>

We were told by Tony Nisbet of the GMB union that local demand for ESOL far exceeds supply, and that this is restricted by the availability of funding for provision.<sup>21</sup> At present, there appears to be no definitive list of ESOL providers and provision in Carlisle, or indeed in the County. Funding for ESOL is complex. The Learning and Skills Council directly funds two providers of accredited training in Carlisle: Carlisle College and Cumbria County Council. However, funding is also provided through the Train to Gain scheme, brokered by Business Link and the trade unions. A number of training companies are contracted to provide ESOL via this route. We also heard evidence of some informal language provision from the Church of Our Lady and St Josephs and other voluntary groups around the city. However, Father Greg Turner said that he felt these informal sessions were only “scratching the surface”.<sup>22</sup>

**We are concerned that the ESOL provision in the city may no longer be adequate for the migrant population. To establish whether or not this is the case, we recommend that a mapping exercise be carried out under the Learning City priority in 2008/9 to establish just what ESOL provision there is and the suitability of that provision for migrant workers and others in the city.**

As far as provision is concerned, the IDeA recommend that “local councils need to consider ways of encouraging local employers and partners from adult education, colleges and community education to review local ESOL provision.”<sup>23</sup> As such, **depending on the outcomes of the mapping exercise, we recommend that the City Council works under the Learning City priority to establish how ESOL provision can be enhanced. Underlining this, we concur with the Voluntary Action Cumbria report which noted that it was a “pressing requirement ... that migrant workers should have access to free ESOL training.”<sup>24</sup> This will involve significant work with employers, unions and education providers to ensure that barriers to ESOL provision are removed. Consideration should also be**

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<sup>20</sup> Mapping of Advice and Support Needs in Cumbria for Migrant Workers, Voluntary Action Cumbria, June 2007, p54

<sup>21</sup> Work carried out by Andrea Staltmeier (Ev p37)

<sup>22</sup> Oral evidence 3/12/07 (Ev p6)

<sup>23</sup> IDeA, New European Migration, Good Practice Guide for Local Authorities, June 2007



**given to providing an ESOL centre – a central point, perhaps on the University of Cumbria campus – where the majority of the ESOL training in the city takes place.**

One possible avenue to explore could be through the proposed Responsible Employers Group to link those larger employers who may be directly providing ESOL training with small and medium sized enterprises (SMEs) so that the migrant employees of those smaller firms can tap into the larger employers' provision. One efficient way of getting information to these SMEs could be through the School of Business and Enterprise at the University of Cumbria which has extensive contacts with these employers throughout Cumbria.

## **7. Issues of Community Cohesion**

The issue of community cohesion has emerged relatively recently. The Home Office/LGA definition of community cohesion states that:

“A cohesive community is one where:

- There is a common vision and a sense of belonging for all communities
- The diversity of people's different backgrounds and circumstances is appreciated and positively valued
- Those from different backgrounds have similar life opportunities
- Strong and positive relationships are being developed between people from different backgrounds and circumstances in the workplace, in schools and within neighbourhoods.”

From the evidence we heard, it is a mixed picture of cohesion issues in Carlisle and Cumbria - we heard stories of tolerance and integration but also of bullying and discrimination.

Most people in Carlisle have welcomed migrant workers and can feel proud that many migrants are now considering staying longer or settling permanently here. The evidence we heard from employers was encouraging in that intolerance was rare. Interestingly, despite Cavaghan and Gray's positive policies, they pointed out that although relations were good between migrant workers and the local workforce, not much *integration* between the groups was taking place. During the course of our review we also became aware of the important work being done by some groups in this area – for

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<sup>24</sup> Mapping of Advice and Support Needs in Cumbria for Migrant Workers, Voluntary Action Cumbria, June 2007, p14

example, Churches Together and Carlisle Against Racism are doing all they can to promote cohesion.

Against this overall positive picture, we note the detailed research from the Voluntary Action Cumbria which showed evidence of bullying in the workplace and in schools due to language problems and also that people have been threatened in the street and in pubs.<sup>25</sup> Further, we heard from Roger Roberts from VAC that, of 14 migrant workers who had felt discriminated against, only 2 had felt able to do anything about it.<sup>26</sup>

The figures for Carlisle show that in the financial year 2006/7, there were 128 hate incidents, the majority of these being race-related. It is very difficult to establish clear trends in these incidents – recently, there have been increased efforts to encourage reporting of such incidents but also an acknowledgement that many such incidents are still going unreported. Further, there is no way of knowing what proportion of these incidents related to migrant workers.

We heard some evidence that migrant workers may be more wary of the police than the average member of society.<sup>27</sup> For this reason, **we commend the police for developing third-party and online reporting facilities to help overcome this caution. Any mechanisms which can help improve the reporting rates for hate crimes must be welcomed and as the police themselves identified, there are still hate crimes taking place which are not being reported. As such, we look forward to the police opening further third-party reporting centres in the city.**

Any discussion of community cohesion in Carlisle must consider the role of the extreme right-wing in the district. It is widely acknowledged that Carlisle has been targeted by the far-right<sup>28</sup> and Members of the Task and Finish group have received leaflets which focus on migrant worker issues and put forward some of the myths and misinformation that have been mentioned above. Without questioning the democratic rights of such groups to campaign, it concerns and saddens us that any political campaign should try and erode community cohesion. We consider in more detail the leadership which can be provided by the authority in the final section of this report.

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<sup>25</sup> Oral evidence 3/12/07 (Ev p5)

<sup>26</sup> Oral evidence 3/12/07 (Ev, p3)

<sup>27</sup> See, for example Ev p5 and p10

<sup>28</sup> Oral evidence from Joel Rasbash, 3/12/07 (Ev p9) and Neil Hodgkinson and Carlisle Against Racism, 22/02/08 (Ev p13, 18)

It was noteworthy that some of the evidence we heard highlighted that migrants who were from the Black or Minority Ethnic communities tend to experience more problems locally.<sup>29</sup> Some witnesses considered that the issues at present were based on ignorance, rather than racism<sup>30</sup> – that having a more diverse community is a new situation for a lot of people. The clear corollary of this is that public bodies have an educative role to counter this ignorance and ensure that there is no fertile area for the seeds of intolerance to grow.

From the evidence we heard, it is absolutely clear to us that some of our local partners are pursuing a strong agenda in this area – particularly the police, the local churches and the local press. We were impressed with the tenacity and determination of Neil Hodgkinson, the editor of the Cumberland News and the News and Star. From discussions with other authorities, it is clear that we are fortunate indeed to have a local paper which is pursuing a community cohesion agenda. We are convinced that, as a local authority, we should make more of having such able and committed local partners.

So, what can be done about improving community cohesion? Perhaps the first step is establishing just where we are at present - as with other elements of the migrant worker issue (eg housing conditions and language teaching provision), there does appear to be a lack of clear data on the presence or absence of community cohesion. One tool which is worthy of further investigation therefore is tension monitoring – this could be used to establish the scale of any problem. **We recommend that consideration be given by the Crime and Disorder Reduction Partnership to carrying out tension monitoring in some parts of the district during 2008/9 – particularly where local intelligence shows that there may be developing problems.**

At present there is a County Council Cohesion Strategy and the City Council is now drawing up an internal document which will provide practical guidance to officers. In addition, the Community Plan of the Local Strategic Partnership is to be reviewed shortly. We were told that, under the County strategy, work is being done to identify vulnerable areas in the County and then bring agencies together to help. For cohesion work to be effective, it needs to be about real, practical initiatives that develop links between the settled community and migrants – for example, mentoring and maximising

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<sup>29</sup> For example, the oral evidence on 22/02/08 from the letting agent, Andrea Kirkpatrick (Ev p13)

opportunities for people from the established communities to mix with the new migrants.<sup>31</sup> It is precisely this sort of approach which we would like to see developed, at least on a pilot basis, in areas where cohesion is less strong. There is also room for developing improved links between the different sections of the migrant community and perhaps some mentoring work between the different generations of migrants in the community.

We are concerned that the issue of cohesion is not being given enough of a priority within the City Council. The evidence from South Holland was clear – that, by drawing up an action plan at an early stage, more rapid progress can be made on issues of cohesion and integration.<sup>32</sup> In a partial sense, a start has been made on this work within the reviewed Race Equality Scheme for the authority. **We believe that Carlisle should develop its own Cohesion Strategy to link with the County Council strategy – such a document would help encompass many of the recommendations made throughout this report and build on the revised Race Equality Scheme. The Strategy may be best developed within the Local Strategic Partnership.** Of course, any strategy and action plan is only as good as the support and resources put towards it. **The Community Overview and Scrutiny Committee recently scrutinised the Race Equality Scheme and one of the points made was that this needed both high-profile political support and senior officer support. Cohesion work within the authority needs a similar level of support and commitment if it is to succeed.**

One of the other ideas that several witnesses put forward is some sort of cultural centre for Carlisle<sup>33</sup> – the idea of such a centre would be that it operated as a space in which cultural activity could be focussed for all the different elements of our community. Such a centre should be explicitly open to all cultures, both local and traditional and those from migrants of all backgrounds. We recognise the existing work which has been carried out on the potential for an Arts Centre in the City and **we recommend that any further work on developing an Arts Centre in the city should explicitly consider the potential for a community cohesion role.**

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<sup>30</sup> Oral evidence on 22/02/08 from Cavaghan and Gray (Ev p17) and Neil Hodgkinson (Ev p13)

<sup>31</sup> IDEA, New European Migration, Good Practice Guide for Local Authorities, June 2007, p24

<sup>32</sup> Oral evidence from South Holland District Council, 4/04/08 (Ev p26)

<sup>33</sup> Oral evidence from Saj Ghafoor, 22/02/08 (Ev p14)

## 8. Future

At the time of writing, the national debate over migrant workers has started to consider the potential impacts of some workers returning to their countries of origin as those economies start to pick up. Indeed, we were told that the numbers of migrant workers coming to the Carlisle area has now “levelled out” and that some migrants are now returning home.<sup>34</sup>

Although we did ask witnesses about current trends and what they thought the future situation might look like, we did not attempt to come to some sort of definitive answer. It is apparent that the local economy relies heavily on the migrant worker population and it is also apparent that local businesses would suffer if these people were to leave the area.

As in the earlier discussion about statistics, the key really lies in the City Council developing and maintaining informal links with its partners to detect when changes are starting to happen. In this way, possible problems may be identified at an early stage and any modifications to policy could be made. For example, it may be that people from one particular country start to return and are, in effect, replaced by workers from different countries with different languages. This might lead to a need for materials for new migrants being made available in that language. Mary Kennedy from Cavaghan and Gray suggested that if, for example, many Polish migrants returned to Poland then migrants would probably come from elsewhere in the EU to fill those vacancies.

Clearly, though, the more stable a community is, the more successful it is likely to be. We are also aware that many migrant workers here at present have skills above and beyond their current employment. It strikes us that some of these workers are a skilled resource which the local economy is not making the most of. Indeed, Andy Auld from the Citizens Advice Bureaux told us that some migrant workers are finding it difficult to obtain employment due to prejudice on the assumption that language will be a barrier.<sup>35</sup> We have already made recommendations to address the problems of ESOL provision. Another issue is the lack of recognition for qualifications obtained in other countries.

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<sup>34</sup> Oral evidence from Andy Auld, CAB, 3/12/07 (Ev p8) and Andrea Kirkpatrick, 22/02/08 (Ev p13)

<sup>35</sup> Oral evidence 3/12/07 (Ev p6)

Research by the Learning and Skills Council<sup>36</sup> noted that “some employers felt that over-qualified migrants in menial jobs are likely to become dissatisfied over the next 3 to 5 years. Some could use their skills, combined with their deeper understanding of UK culture and customs to set up their own businesses or to progress on to more skilled jobs. However some could equally be left ‘stranded’ in menial employment and effectively assume the mindset or attitude of an unwilling UK worker. Both of these scenarios could result in unskilled positions going unfilled. Over time the UK would therefore again be left with a resource gap and resultant need for a new influx of migrant workers.”

As a City Council we can only influence the future situation in quite a small way. But we believe that the net effect of the proposals made in this report will be for migrant workers who are currently here to be made more welcome and to enable those who wish to improve their language skills and advance in the workforce to do so. In this way, it is surely more likely that more of the current migrant workers will choose to settle here.

## **9. Role of the City Council and Leadership Issues**

We worked to keep the focus of this review on what we, the City Council, and our partners could do in relation to migrant workers. We have outlined in previous sections where we believe the authority could do more to assist migrant workers.

We were impressed with the work already carried out by our individual officers in the housing and community support sections of the council – it is absolutely clear to us that these dedicated officers are making a real difference to the communities they serve. We are fully aware of the work which has gone into setting up and continuing to facilitate the Carlisle Equality and Diversity Partnership. This is clearly a very useful forum and we hope that it continues to thrive. We are also aware of the practical work which has been undertaken by the Council in responding to the issue of migrant workers. For example, the authority has held regional job fairs which included specialist services for migrant workers, has hosted seminars on migrant workers in Carlisle College and put on welcome events for migrant workers.

However, we are concerned that there is a disconnect in the work of the council – we have enthusiastic and able officers working on the ground with

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<sup>36</sup> Employer perceptions of migrant workers, Learning Skills Council, December 2006

groups and individuals. But there is insufficient evidence that these issues are given strategic importance and direction within the organisation – the officers who gave evidence to us asked for clarity and support and direction from Members and senior officers as to exactly what we are trying to achieve.<sup>37</sup> This view was also reflected by Joel Rasbash of the County Council who told us that Carlisle was on the verge of being a leading District Council in Cumbria on these issues but noted that there was no-one senior dealing with such issues in a proactive way.<sup>38</sup>

During the course of our review, the authority has undertaken a review of its Race Equality Scheme and it has been acknowledged throughout that the outcomes of this Migrant Workers review should feed into the scheme. The scheme itself has been scrutinised by our parent committee and we are confident that the process and actions outlined in the Race Equality Scheme will deliver a real improvement across the authority's services. The Community O&S Committee expressed some concerns about the resources and priority put towards the equalities agenda in the authority and we echo those concerns. **As an authority, we are now at Level 2 in the Equality Standard for Local Government. We recommend that the authority sets a goal and timetable for achieving the higher levels of the standard. We believe that a step-change in the authority's performance in this area will only come through giving a senior officer a clear equality and diversity brief and ensuring that that officer has support from the Executive and other senior officers.**

One element of leadership that we have already touched on in relation to migrant workers is that of 'myth busting'. This role is supported at a national level by the IDeA<sup>39</sup> and it was a role which was underlined by the evidence from Hyndburn and South Holland as one of the key things which a local authority can do.<sup>40</sup> This is in effect a training need for officers and Members of the authority – by ensuring that these people have the facts to hand about such issues, it enables intolerance and prejudice within the community to be challenged. As such **we recommend that some simple 'myth busting' training be established and made available to officers and Members of the Council. This training is particularly important for Members and those front-line officers who deal with the public on a day-to-day basis. Such training could extend beyond migrant worker issues and**

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<sup>37</sup> Oral evidence 3/12/07 (Ev p9)

<sup>38</sup> Oral evidence 3/12/07 (Ev p9)

<sup>39</sup> IDEA, New European Migration, Good Practice Guide for Local Authorities, June 2007, p24

**encompass other equality and diversity areas where intolerance is often found. As one part of providing leadership within the authority, we recommend that such training is compulsory for elected Members and is incorporated into the induction process for newly elected Members.**

We were very impressed with the ideas of Neil Hodgkinson on how public authorities and figures can work together to counter any early signs of intolerance in the community. Although the problems in Carlisle are perhaps not as developed as those which Mr Hodgkinson referred to elsewhere in the country. Nevertheless, we believe that some of the suggestions for greater co-operation and co-ordination to deal with intolerance could be pursued here. **We recommend that the Local Strategic Partnership hold an initial event to discuss migrant worker issues and, as part of that event, explore possible mechanisms for dealing with those issues as they arise. For example, informal groups (and formal groups if necessary) could be set up to discuss issues of discrimination in the community and take action where necessary.**

Beyond the issue of practical considerations, many witnesses to the review asked for clearer and more direct political leadership on race issues generally and migrant worker matters in particular.<sup>41</sup> **We believe that more political leadership on race issues generally, and migrant worker issues in particular, would be welcome and appropriate. We are concerned that, without such leadership, there is room for divisive and intolerant views to thrive.**

## **Conclusions**

From this review, it is clear to us that migrant workers play a very important role in Carlisle. The recommendations we have made are about ensuring that migrant workers are treated fairly and that, where barriers exist to their potential to integrate and advance, these are removed. The recommendation on language provision is particularly important in this regard.

We have made a number of recommendations throughout the report. But perhaps the most important, over-arching one is the one of taking political leadership in the community and within the organisation so that the issue of

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<sup>40</sup> Oral evidence 4/04/08 (Ev p20)

<sup>41</sup> Oral evidence from Neil Hodgkinson, 22/02/08 (Ev p13) and Roger Roberts (VAC) 3/12/07 (Ev p5)



migrant workers is given the attention that it merits. This is particularly important as regards issues of tolerance and cohesion within the local community.

In such a time-limited review, we inevitably found that there were many areas where we could not establish a clear picture – housing issues and language teaching provision to name but two. We have made recommendations for further work to be carried out and it is our hope that our parent committee, the Community Overview and Scrutiny Committee can be fully involved in this work. **We recommend that the Executive response to this report should incorporate an action plan to implement the accepted recommendations. The Community O&S Committee will monitor progress with the outcomes of this review over the next 12 months.**

## **Appendix 1: List of Witnesses and Evidence**

We thank the following for giving evidence to the Task and Finish Group:

### **3 December 2007**

Roger Roberts – Voluntary Action Cumbria (VAC)  
Michael Bauer – Community Law Centre  
Father Greg Turner – Our Lady and St Joseph's Church  
Larysa Samuels – Co-opted onto Task & Finish Group  
Andy Auld – Citizens Advice Bureau (CAB)  
Stephen Dunn – Carlisle City Council  
Myrna Hill – Carlisle City Council  
Allan Dickson – Carlisle City Council  
Joel Rasbash – Cumbria County Council

### **22 February 2008**

Andrea Kirkpatrick – Advantage Lettings  
Neil Hodgkinson – Editor, News & Star and Cumberland News  
Julie Dodd – Cumbria Constabulary  
PC Mark Robson – Cumbria Constabulary  
Martin Hughes – Pirelli  
Martin Reader – Cavaghan and Gray  
Mary Kennedy – Cavaghan and Gray  
Brent Kennedy – Carlisle Against Racism  
Saj Ghafoor – Asian Womens Group (Carlisle)

### **4 April 2008**

Councillor Nick Worth – Deputy Leader and Portfolio Holder for Rural Affairs – South Holland District Council  
Andrew Petcher – Corporate Director – South Holland District Council  
Mick Dawson – Head of Community and Neighbourhood Services – South Holland District Council  
Sue Bolter – Head of Economic and Community Development – South Holland District Council  
Scott Butterfield – Principal Policy and Research Officer – Hyndburn Borough Council  
Kelly Down – Policy and Research Officer – Hyndburn Borough Council

We also received written evidence from the Cumbria NHS Primary Care Trust (Jane Muller, Associate Director of Public Health (North Cumbria) and the National Farmers Union (Rowena Hammon).

We are also grateful to Sheelagh Delaney (Carlisle College) and Tony Nisbet (GMB Union) for their assistance with research into language teaching.