



Socio-economic inclusion of migrant EU workers in four cities

City Report Leeds

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Abbreviations, acronyms and definitions

Active	Any person who is either employed or unemployed (EU-Labour Force definition)
AFMP	Agreement on Free Movement of Persons
BME	Black and Minority Ethnic
CJEU	Court of Justice of the European Union
Country of citizenship	The country of which the person holds the citizenship
EFTA	European Free Trade Association (Switzerland, Iceland, Liechtenstein and Norway); the EFTA countries included in this report are Iceland, Norway and Switzerland. Liechtenstein was excluded since no data from the EU-LFS is available
Emigration rate	The share of persons of a certain citizenship who have been living in an EU-28/EFTA country other than their country of origin for a certain amount of time from the total population in the country of origin
Employed	Any person who during a reference week worked for at least one hour or had a job or a business but was temporarily absent (EU-Labour Force Survey definition)
Employment rate	The employment rate is the share of employed over the total population of the same age reference group
ESOL	English for Speakers of Other Languages
EU	European Union
EU-10	Countries that joined the EU in 2004: Cyprus, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Malta, Poland, Slovakia, Slovenia
EU-15	The 15 European Member States prior to the 2004 accession: Austria, Belgium, Denmark, Finland, France, Germany, Greece, Ireland, Italy, Luxembourg, the Netherlands, Portugal, Spain, Sweden and the United Kingdom
EU-2	Countries that joined the EU in 2007: Bulgaria and Romania
EU-8	Central and Eastern European countries that joined the EU in 2004: Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Slovakia and Slovenia
EU-LFS	European Union Labour Force Survey
EU-28/EFTA movers	EU-28 or EFTA citizens between the ages of 15 and 64 who are residing in an EU-28 or EFTA country other than their country of citizenship (definition created for the purpose of this study)
Foreigner	Any person who is not a citizen of the country he/she resides in; thus, this term is used in this study to refer to both EU-28/EFTA movers and TCNs at the same time
HENNA	Harehills ESOL Needs Neighbourhood Audit
ILO	International Labour Organization
Immigration rate	The share of persons of a certain citizenship who have been living in an EU-28/EFTA country other than their country of origin for a certain amount of time from the total population in the country of residence
Inactive	Any person who is neither employed nor unemployed (EU-Labour Force definition)
Integration Up North	Project co-funded by the European Union's European Integration Fund, led by Migration Yorkshire

New 28/EFTA movers	EU-	EU-28 or EFTA citizens between the ages of 15 and 64 who have been residing in an EU-28 or EFTA country other than their country of citizenship for up to three years as of 2013 ¹ (definition created for the purposes of this study)
LEL		Learning English in Leeds
MESH		Migrant English Support Hub
MIF		Migration Impacts Fund
New Start Programme	Start	Programme funded by the European Social Fund to promote social inclusion in the Leeds area
NHS		National Health Service
NINo		National Insurance Number
p.p.		Percentage points
Recent 28/EFTA movers	EU-	EU-28/EFTA citizens between the ages of 15 and 64 who have been residing in a EU-28 or EFTA country other than their country of citizenship for up to ten years as of 2013 ² (definition created for the purposes of this study)
Roma Matrix		Mutual Action Targeting Racism, Intolerance and Xenophobia, European project to combat anti-Roma discrimination
Roma SOURCE		European project to reduce discrimination of the Roma Community
TCNs		Third-country nationals
Total population in country of citizenship		The population in the country of citizenship (including EU and TCNs in these countries) + the respective group of citizens emigrated in the EU-28/EFTA ³
Transitional arrangements		Temporary measures that delay the full application of the principle of freedom of movement for workers from a new EU Member State. They may be in place for up to seven years after accession
TUC		Trade Union Council
T-Lang		Translation and translanguaging: Investigating linguistic and cultural transformations in superdiverse wards in four UK cities
Unemployed		Any person who is not currently employed, is currently available for work within two weeks and is actively seeking work (ILO definition)
Working age		Between the age of 15 and 64
Workplace population		All usual residents aged 16 to 74 in employment in the area the week before the census (2011 England and Wales Census definition)
WRS		Workers Registration Scheme

1 Figures capture length of stay in the current country of residence. This means that persons with country of citizenship A (e.g. Italy) who have resided in country B (e.g. Germany) for less than three years will account as "new EU-28/EFTA movers". However, these persons may have resided in another country C before, which is not captured by the figures.

2 The same methodological caveat applies for figures of recent EU-28/EFTA movers.

3 When calculating shares of movers in the countries of residence, the total population only refers to the total population in the country of residence (including all migrants).

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Executive summary

Context and aims of the study

The freedom of movement of EU workers is one of the four freedoms on which the EU's Single Market is based, alongside freedom of movement of goods, capital and services. Since 2004, the year the European Union (EU) expanded from 15 to 28 Member States, the scope of mobility for people within the EU has increased substantially.

In this context, the overall **purpose of this study was to investigate, through case studies, the challenges and opportunities for the economic and social inclusion of migrant EU workers in four cities across the EU: Leeds (UK), Frankfurt (Germany), Rotterdam (Netherlands) and Milan (Italy). This executive summary presents the findings of the Leeds case study** drawn from desk research, including literature review and secondary data analysis, survey responses from EU migrant workers in Leeds, and a series of interviews and focus groups with key stakeholders.

In our research we define social and economic inclusion as a process which ensures that all people (citizens and migrants) have the opportunities and resources necessary to participate fully in economic, social and cultural life and to enjoy a good standard of living and well-being.

Our findings aim to inform the ongoing debate – at the local, national and European level – on intra-EU labour mobility. In the UK, this debate is focused on the principle of free movement of EU citizens, and issues related to the integration of migrants and social cohesion. Our research provides concrete examples of challenges and opportunities related to the inclusion of newly arrived EU migrants at the local level in Leeds.

EU migrants in Leeds

The UK is the country with the second largest number of EU migrants after Germany. Leeds, with nearly 15,000 employed EU migrants (as recorded in 2011 Census data), has the second biggest population of employed EU migrants in the UK.

Our research found that:

Migrants from EU countries constitute 3.2 per cent of the Leeds population (2011 Census data). Migrants from Central and Eastern European countries make up the largest numbers of EU migrants. However, a visible increase in the number of migrants coming from southern European countries, such as Spain, Italy and Portugal, has been noted in the last few years.

The majority of migrants from EU-10 and EU-2 countries arrived in the UK in the years after their country became an EU Member State.

Migrants from EU-10 and EU-2 are relatively young, with 76 per cent being aged 16 to 49 at the time of 2011 census. Migrants coming from the EU-15 countries were more equally spread across age groups, with the exception of Irish migrants, who tend to be older.

EU-15 migrants have similar activity patterns to the UK-born population: around 64–66 per cent of them were economically active and the remaining 34–36 per cent were economically inactive. The share of the economically active population was much

greater for the EU-10 and EU-2 migrants at 79 per cent, with only 21 per cent of migrants from these countries being economically inactive. Over 90 per cent of the economically active British and EU migrant population are employed.

EU migrants are well educated compared with the local population in Leeds.

Nearly 40 per cent of EU-15 migrants and 25 per cent of EU-10 and EU-2 migrants have level 4 qualification or above (equivalent to English A-level), compared with 26 per cent of the local population. On the other hand, only 14 per cent of EU-15 migrants and 17 per cent of EU-10 and EU-2 migrants have no qualifications compared with 23 per cent of the local population in Leeds. **However, data on occupation levels indicate a skills mismatch as qualifications do not match the employment profiles of many migrants.**

Challenges and opportunities for the economic and social inclusion of EU migrants in Leeds

Our research identified a number of **opportunities** created for and by EU migrants in Leeds.

From the perspective of migrant EU workers, migration to Leeds provides professional and economic opportunities. Migrants arrive for economic reasons and to find jobs in the local labour market. After meeting certain requirements, EU migrants gain access to some social benefits. However, our research suggests that social benefits do not create important incentives for migrants to come to Leeds. Use of benefits among migrants is largely limited to childcare. Migrant EU workers do make use of local infrastructure and a wide range of services, and this can be seen by migrants as an opportunity. Migrants contribute to the local economy and their different cultures increase the diversity of Leeds.

For local workers and from a broader local community perspective, this increased diversity creates opportunities to establish new businesses and to learn about other cultures and languages. Finally, migrant EU workers create potential economic benefits for the local economy. Firstly, migrant EU workers fill job vacancies for local employers and, secondly they create new businesses and new jobs in Leeds.

There are also some **challenges** resulting from the arrival of EU migrants to Leeds.

One of the key challenges for migrant EU workers is skills mismatch: being employed in jobs below their qualifications and skills level. This can result from several factors: insufficient local recognition of qualifications acquired in migrants' home countries, low levels of English language skills and willingness to take jobs that are not commensurate with their skills. Our study also found that some migrants might be working in poor conditions and are rarely offered training. However, there is limited evidence that this experience is very different from local workers.

Some study participants reported incidents of being harassed, in particular at work, because of their immigrant background. Accessing quality affordable housing can also be seen as a possible challenge for the health and well-being of migrant EU workers and their families. This challenge arises due to poor housing conditions, the shortage of and difficulty in accessing social housing and high housing costs. Our research found that socio-economic status can determine the extent to which migrants are able to access leisure facilities, and this can create challenges for EU workers' social participation in Leeds.

From the perspective of local workers, our study found that some British workers appear to perceive migrants as providing competition for jobs, with possible tensions between local and migrant workers in the workplace arising due to differences in work culture and motivations.

For local service providers, migrant EU workers increase pressures on services in terms of access and maintenance of quality. The preparedness of local services to meet the particular needs of the EU migrant population can be also perceived by service providers as a challenge.

These challenges and opportunities can be affected and overcome by various initiatives and activities with the aim of facilitating inclusion, implemented at the local, regional and national level.

Lessons learned

Based on our findings arising from desk research, interviews, online survey and focus groups, we can draw lessons learned from Leeds' example on aspects that seem to be important when planning and implementing initiatives for migrant EU workers and their families:

- **Identifying and recognising the diversity of migrants, and establishing contact with relevant migrant groups.** Since migrants organise themselves through a wide range of groups and organisations, relevant authorities, private, public and third-sector organisations providing services to migrant communities should make use of a variety of approaches to engage with migrants;
- **Using several communication channels.** Several communication channels could be used to inform migrants about services, how to access them and what additional support is available. Proactive engagement via social media can help service providers to reach wider migrant communities. Traditional contact points as well as migrant community workers can help to facilitate contacts with "the hard to reach groups" (e.g. the Roma community) or promote more sensitive services, e.g. related to reproductive health or engagement with the police;
- **Tailoring services to migrant needs.** Service providers should not assume that approaches and initiatives that work for one migrant community will be equally suitable for other migrant groups. This could be due to the different skillsets of migrants coming from different countries, their motivation for migration or their other socio-demographic characteristics. Service providers should assess how appropriate and useful initiatives are for particular migrant groups, and tailor services accordingly;
- **Importance of English language skills.** Learning English is an important step towards socio-economic integration of migrants. While for many migrants English language skills improve over time, there are still some groups of migrants who might need additional language support. English needs assessment tools are crucial to identify those whose English skills require further improvement;
- **Addressing skills mismatch.** Many EU migrants are employed in jobs requiring skills below their qualification and education levels and this skills mismatch can potentially have negative consequences for individual workers, employers and the local (and national) economy. Migrants should be provided with better opportunities to have their skills recognised by employers. Enterprises and local educational providers also share responsibility in offering opportunities for workplace learning and continued adult education and training to ensure that skills mismatches are addressed;

- **Importance of working together to ensure efficiency in services provision.** The coordinated work of various actors involved in service delivery can benefit migrants as well as service providers. This coordination allows the tailoring of services to best respond to migrants' needs and the planning of additional services accordingly. A similar pattern of collaborative working to the Learning English in Leeds website could be implemented to improve the delivery of a wider range of services;
- **Ensuring sustainability of services offered to and by EU migrants.** Local authorities and other service providers should work closely with migrant organisations to best use their potential and ensure continuity of their services. Close monitoring of demands for specific services and implementation of adequate measures to support service providers would strengthen service provision;
- **Using available data to identify service demands in the future.** Relevant public authorities should closely monitor migration trends as well as the socio-demographic profile of migrants in order to adequately assess future service demands and to ensure sufficient services supply;
- **The changing migration landscape has an impact on migrant needs.** EU migrants' rights and access to services depends on their length of stay in hosting countries. Therefore, it is important to remember that migrants' information and support needs, their plans and expectations also change with the duration of their stay. In order to meet migrants' needs, agencies delivering local services should account for these changing needs and cater for changing demands.

1 Introduction

Background

Article 45 of the Treaty on the Functioning of the European Union (TFEU) and Regulation (EU) 492/2011 provide for the freedom of movement of workers within the European Union. The freedom of movement of EU workers is one of the four freedoms on which the EU's Single Market is based, alongside freedom of movement of goods, capital and services.

Since the Treaty of Maastricht, the right of free movement is now recognised for all EU citizens (including job-seekers and those who are not workers), and in 2004 the conditions and limitations for this general freedom of movement for EU citizens have been codified in Directive 2004/38/EC.

Since 2004, the year the European Union (EU) expanded from 15 to 25, and later 27 (in 2007) and 28 (2013) Member States, the scope of mobility for people within the EU has increased substantially.

Literature on intra-EU movement of people argues that it should be seen through the lens of the mobility and residence rights of workers rather than citizens per se.⁴ For that reason, literature routinely uses the term "migrant workers". Since the aim of this study is to look into the socio-economic inclusion of migrant EU workers, we focus on EU migrants as workers, and not their wider rights as EU citizens.

The question of inclusion of migrants has become more salient across Europe, especially in light of the current financial crisis and the evident public concern about migration. In the UK, migration has gained importance as a topic of debate in the political and public discourse, and this discussion often focuses on issues related to integration and social cohesion.⁵

Overall purpose and methods of the study

The overall purpose of this study is to investigate, through case studies, the challenges and opportunities for the economic and social inclusion of migrant EU workers in four cities across the EU: Leeds (UK), Frankfurt (Germany), Rotterdam (Netherlands) and Milan (Italy).

This report presents the findings of the Leeds case study. The core research questions are:

- What is the context of EU labour migration in Leeds? How has EU labour migration to Leeds developed historically?
- What is the local profile of EU migrants (migrant EU workers) in Leeds?
- What are the challenges and opportunities for EU migrant workers in Leeds?
- What are the challenges and opportunities for the local community and local workers resulting from EU labour migration in Leeds?
- What are the policies and practices in place to support the socio-economic inclusion of migration EU workers at local level in Leeds?

⁴ For example: Dwyer, P. (2001) "Retired EU migrants: healthcare rights and European social citizenship," *Journal of Social Welfare and Family Law* 23(3), 311-27.

⁵ See, for instance, Ghimis, A., Lazarowicz, A., & Pascouau, Y. (2014) "Stigmatisation of EU mobile citizens: a ticking time bomb for the European project," European Policy Centre. More detailed discussion on this issue is reported in Chapter 3: "EU labour migration to the UK and to Leeds".

In particular, this study aims to inform the ongoing debate on intra-EU mobility at the local, national and European level. In the UK, the debate focuses on the principle of free movement of EU citizens, and issues related to the integration of migrants and social cohesion. Our research findings provide concrete examples of challenges and opportunities related to the socioeconomic inclusion of migrant EU workers at the local level in Leeds.

This report draws on desk research, including literature review and secondary data analysis; survey responses from EU migrant workers in Leeds; and a series of interviews and focus groups with key stakeholders. We provide a summary overview of each of these methods below. Annexes 1, 2, 3 and 4 contain more detailed information about the methodology applied in this research study.

- **Desk research:** Through searches in bibliographic databases and following through references we identified a broad range of sources to consult, including academic and policy papers, and administrative data sources (for the full list of sources consulted see the list of references). All identified sources were reviewed and the main findings were critically analysed and summarised;
- **Interviews:** In total, we conducted 19 interviews with a broad range of relevant stakeholders (21 individuals were interviewed in total as two interviews were conducted with two interviewees) representing the following groups: A – trade unions and employment sector representatives; B – local authorities; C – civil society and migrant organisations; D – academia. The interviews were carried out between September 2014 and January 2015;
- **Online survey:** We ran an online survey for EU migrants in Leeds. The survey link was distributed through social media platforms, shared by our interviewees and other relevant stakeholders with their networks, colleges providing English for Speakers of Other Languages (ESOL) courses and respondents who provided their contact details. The data collection took place between November 2014 and January 2015 with a total of 218 respondents who partially completed the survey and 80 eligible respondents who fully completed the questionnaire;
- **Focus groups:** As the final stage of the research, we conducted three focus groups with EU migrant workers and relevant stakeholders (representing the same groups as our interviewees) to validate study findings and fine tune our conclusions and recommendations. The focus groups were held on 23 January 2015 in Leeds.

Definition of social inclusion and social cohesion

According to the European Joint Report on Social Inclusion 2004, social inclusion is a process which ensures that citizens have the opportunities and resources necessary to participate fully in economic, social and cultural life and to enjoy a standard of living and well-being that is considered adequate in the society in which they live. It encompasses but is not restricted to social integration or access to the labour market, as it also includes equal access to facilities, services and benefits. This is also reflected in the notion of active inclusion and its three pillars (inclusive labour market, income support and access to quality social services) adopted by the EU.⁶

Social inclusion is also related to social cohesion, a concept often applied to spatial entities like cities or regions. The OECD defines social cohesion as follows⁷: “A cohesive

⁶ Commission Recommendation 2008/867/EC of 3 October 2008 on the active inclusion of people excluded from the labour market [Official Journal L 307 of 18.11.2008].

⁷ OECD (2011) Perspectives on Global Development 2012: Social Cohesion in a Shifting World, OECD Publishing.

society works towards the well-being of all its members, fights exclusion and marginalisation, creates a sense of belonging, promotes trust, and offers its members the opportunity of upward mobility”. Social inclusion is considered as a key component of social cohesion, along with social capital and social mobility.⁸

The multidimensional (economic, social and cultural) nature of social inclusion is due to the interrelations between these dimensions. Economic activity is considered to have a positive effect on social cohesion and to have inclusionary effects beyond the income-generation aspect: “[...] contacts and interactions in the workplace can [...] generate trust and ‘bridging’ social ties that help people collaborate across potentially divisive ethnic and social boundaries”.⁹ On the other hand, cultural and political participation also contribute to foster dialogue and social cohesion. These aspects will be taken into consideration particularly for the identification of good practices.

We will assess social inclusion within the framework defined by the EU: having access to the opportunities and resources to participate economically, socially and culturally.

The table below identifies a number of areas where in our experience the three forms of participation are to be found in a city such as Leeds.

Table 1.1 Forms of economic, social and cultural participation in Leeds

Economic Participation	Social Participation	Cultural Participation
<ul style="list-style-type: none"> ▪ Employment and the labour market 	<ul style="list-style-type: none"> ▪ Housing 	<ul style="list-style-type: none"> ▪ Arts
<ul style="list-style-type: none"> ▪ Self-employment and entrepreneurship 	<ul style="list-style-type: none"> ▪ Health 	<ul style="list-style-type: none"> ▪ Media
<ul style="list-style-type: none"> ▪ Lifelong learning and skill training 	<ul style="list-style-type: none"> ▪ Education 	<ul style="list-style-type: none"> ▪ Sports
<ul style="list-style-type: none"> ▪ Social security 	<ul style="list-style-type: none"> ▪ Social assistance 	<ul style="list-style-type: none"> ▪ Religion
<ul style="list-style-type: none"> ▪ Purchasing power 	<ul style="list-style-type: none"> ▪ Safety and justice 	<ul style="list-style-type: none"> ▪ Leisure
	<ul style="list-style-type: none"> ▪ Transportation and mobility 	<ul style="list-style-type: none"> ▪ Volunteering / civic engagement

Explanation for the selection of Leeds and the focus of the case study

The exclusion and selection criteria for countries and cities to be included in this study were specified by the European Commission. The four case study cities were selected on the basis of the following criteria:

- “The selected cities must be amongst those with the highest presence of recent migrant EU workers (EU workers who arrived since the year 2000), and/or having recently experienced the highest influx of migrant EU workers over a short period of time;
- Challenges for their inclusion in local society and/or labour market;
- Opportunities for their inclusion in local society and/or labour market;
- Geographical location of the cities, which must be in four different Member States, which must themselves be amongst those with the highest presence of recent migrant EU workers (EU workers who arrived since the year 2000), and/or having

⁸ Ibid.

⁹ Woolcock & Narayan (2000), Varshney (2002) and Kilroy (2012), cited in Wietzke, F-B. (2014) “Pathways from Jobs to Social Cohesion,” *World Bank Research Observer*, 16 April.

recently experienced the highest influx of migrant EU workers over a short period of time;

- Size of the cities, which must be above 500,000 inhabitants.

Cities not to be included:

- Cities which have already been the subject of the previous EY study;¹⁰
- National capitals.¹¹

Our examination of recent migration trends (since 2000) of EU mobile workers showed that the UK is the country with the second largest number of EU migrants after Germany. Leeds, with nearly 15,000 migrant EU workers in 2011 (as recorded in Census data), has the second biggest population of migrant EU workers after Birmingham. However, EU migrants in Leeds are more recent arrivals (since 2000) compared with those in Birmingham (who are not eligible to be included under the selection criteria, having arrived in larger numbers pre-2000). Therefore Leeds was selected as the UK case study. A more detailed description of the reasons behind the selection of the UK and Leeds as a case study is provided in Annex 5.

Structure of the report

We first present the overall demographic, socio-economic and administrative characteristics of Leeds (Section 2) and describe EU labour migration to Leeds over the last fourteen years (Section 3). We then examine and highlight the main challenges and opportunities for EU migrants, local workers and the local community emerging from the study (Section 4) and identify policies and practices that support the socio-economic inclusion of migrant EU workers in Leeds (Section 5). We conclude with a set of recommendations and lessons learned for policymakers and stakeholders aiming to facilitate the process of integration for both well-established residents and newcomers (Section 6).

¹⁰ EY (2014) "Evaluation of the impact of the free movement of EU citizens at local level – Final report, January 2014."

¹¹ European Commission, Employment, Social Affairs and Inclusion Directorate-General, Specifications – Tender No. VT/2014/027, pp. 3–4.

2 Leeds in context

This section briefly presents the main socio-economic characteristics of Leeds, including challenges and trends affecting the city since 2000, the key aspects of service delivery organisation and governance, and the national context and transitional arrangements regulating labour mobility within the EU. It also touches on the recent migration flows to the UK and to Leeds, the demographic and socio-economic profile of immigrant groups in Leeds, and their integration.

2.1 Demography

Leeds is a city in West Yorkshire (Yorkshire and the Humber region) in the UK. In 2011, it had an estimated population of 757,700, making it the third largest city in the country.¹² Until the 1970s, Leeds was a major centre for the production and trading of wool. The contemporary economy of Leeds has been shaped by Leeds City Council's vision of building a "24 hour European city" and "capital of the north".¹³ The city has become a telephone banking centre and accommodates related financial services, as well as having the largest legal sector in the UK after London. Leeds is also one of the largest manufacturing centres in the UK.¹⁴

At present, Leeds is a diverse city with over 140 ethnic groups.¹⁵ According to 2011 census data, the ethnic composition of Leeds is similar to the overall situation in England and Wales: 85.1 per cent of the population is white, 2.6 per cent is mixed race, 7.8 per cent is Asian, 3.4 per cent is Black and 1.1 per cent is of another ethnic heritage.

Table 2.1 Ethnic composition in Leeds and in England and Wales, 2011

Ethnic Group	Leeds		England and Wales	
	Count	% Total	Count	% Total
White	639,487	85.1%	48,209,395	86.0%
Mixed/multiple ethnic groups	19,632	2.6%	1,224,400	2.2%
Asian/Asian British	58,243	7.8%	4,213,531	7.5%
Black/African/Caribbean/Black British	25,893	3.4%	1,864,890	3.3%
Other ethnic group	8,230	1.1%	563,696	1.0%
All usual residents	751,485	100.0%	56,075,912	100.0%

Source: Census for England and Wales, 2011. Variable KS201EW – Ethnic group.

2.2 Socioeconomic situation

The economic crisis has had noticeable impacts on Leeds. Between 2008 and 2010, Leeds "fell down the rankings [...] sharply" in terms of GDP per capita.¹⁶ Currently, Yorkshire and the Humber is the region with the fourth highest level of unemployment in Great Britain (based on information gathered between October and December 2014) but it is also among the regions with the largest decrease in unemployment rate in comparison

¹² Population estimates for England and Wales (Census based), Office for National Statistics, 2012.

¹³ Harcup, Tony (2000). "Re-imagining a post-industrial city.". *City* 4(2).

¹⁴ Leeds City Council (2012).

¹⁵ Ibid.

¹⁶ Parkinson, M., Meegan, R., & Karecha, J. (2014) "UK city-regions in growth and recession: How are they performing at home and abroad?"

with previous quarters. At the same time, total employment in the region is at a record high.¹⁷

Recent figures show that unemployment in Leeds stands at 9.5 per cent.¹⁸ More specifically, in June 2014, Leeds recorded 40,000 people out of work, 17,591 of whom claimed for unemployment benefits.¹⁹ Competition for jobs has increased significantly in the period between autumn 2008 and January 2010, from three people applying to one vacancy to seven people applying for one unfilled vacancy.²⁰ Yet, in the period between 2009 and 2013, employee jobs in Leeds grew by 10,300 – a 2.6 per cent increase.²¹ Overall, between 2005 and 2015, 15,200 net additional jobs were created in Leeds, with total employment in Leeds estimated at 480,000 in 2015.²²

According to a Leeds City Council budget report for the year 2014/2015, the Council has had to reduce expenditure in a number of areas due to cuts in central government funding since 2010/2011.²³

Despite the unemployment rate of 9.5 per cent, Leeds is doing well in comparison to other UK cities. Leeds is an important employment centre in the UK with 407,000 employees working within the city boundaries, although this is a decrease on the 2006 figures where total employment was recorded at 474,000 people.²⁴ However, Leeds City Council forecasts an increase to similar levels of employment seen in 2006 by 2015.²⁵

2.3 Service delivery organisation and governance

The City of Leeds is the local government district covering Leeds, and its local authority is Leeds City Council. Education, housing and adult social care are the responsibility of the Leeds City Council. Public employment services and social security benefits fall under the responsibility of Job Centre Plus, an executive agency of the central government Department for Work and Pensions. Health services are provided by the Leeds Teaching Hospital NHS Trust, the Leeds Community Healthcare NHS Trust and Leeds and the York Partnership NHS Foundation Trust.²⁶

¹⁷ ONS (2014a) "Regional Labour Market, February 2015."

¹⁸ Gay, A. (2014) "Report of the Deputy Chief Executive – Report to Executive Board."

¹⁹ Leeds City Council (2014a) "Leeds Labour Market."

²⁰ Ibid.

²¹ Ibid.

²² Ibid.

²³ Gay (2014), op. cit.

²⁴ Leeds City Council (2014a), op. cit.

²⁵ Ibid.

²⁶ See, as of 1 April 2015: <http://www.leedspft.nhs.uk/home>, <http://www.leedsth.nhs.uk/home/>.

3 EU labour migration to the UK and to Leeds

3.1 Foreword

There is a broad range of sources providing detailed information about migration to the UK, including administrative and statistical data, scholarly and other reports, as well as numerous newspaper articles. Until recently, most of the discussions and research focused on “third-country migration”, that is migrants coming from countries outside the European Economic Area. Recent EU enlargements and migration from EU Member States has resulted in more attention to mobile EU citizens.

The national context and transitional arrangements

There is a long history of migration to the UK. In the 20th century, it was dominated by arrivals from Ireland and former Commonwealth countries. Since 2000, non-EU migrants (including asylum seekers) and EU nationals have become the main groups of new arrivals.²⁷ The wave of migration from Central and Eastern European (CEE) countries to the UK that followed the 2004 enlargement has been described as one of the largest and most intensive migration flows in contemporary European history.²⁸

The UK, together with only two other countries (Ireland and Sweden), did not apply transitional restrictions on the free movement of people from the 2004 accession countries, and this can explain this large inflow of migrants to Britain in the post-accession years. There were no employment restrictions; however, there were some welfare restrictions imposed on CEE nationals coming to the UK. All migrants from accession countries (apart from Malta and Cyprus) were also required to register if they wished to work in the UK for at least one month. The Workers Registration Scheme (WRS) gathered information on employment, intentions to stay and dependants living in the UK at the time of application. It should be noted, however, that the WRS was an opt-in scheme and was implemented without incentives, so it is possible that some migrants did not register under the scheme because of its cost²⁹ and lack of enforcement. This scheme stopped operating as of April 2011, seven years after the 2004 accession.^{30,31}

²⁷ Migration Yorkshire (2014) *Migration in Yorkshire and Humber*; ONS (2013) “Immigration Patterns of Non-UK Born Populations in England and Wales in 2011.”

²⁸ Pollard, N., Laterre, M., & Sriskandarajah, D. (2008) *Floodgates or turnstiles? Post-EU enlargement migration flows to (and from) the UK*, Institute for Public Policy Research.

²⁹ The initial registration cost under WRS was £50 in 2004, increasing in subsequent years.

³⁰ Janta, B. (2013) “Polish migrants’ reproductive behaviour in the United Kingdom,” *Studia Migracyjne – Przegląd Polonijny* 39(3).

³¹ WRS data has been systematically analysed and published in the form of a government quarterly and annual Accession Monitoring Reports. The latest report covers years up to March 2009 only. For that reason, as well as due to WRS being an opt-in system and the lack of enforcement of the scheme, we decided not to include WRS data in our data review for this study.

Table 3.1 Transitional arrangements for the free movement of workers following 2004, 2007 and 2013 enlargements (selected EU Member States)

Member State	Entry of EU-8 workers		Entry of workers from Bulgaria and Romania			Entry of workers from Croatia
	May 2004 – April 2006	May 2006 – April 2009	January 2007 – December 2008	January 2009 – December 2011	January 2012 – December 2013	July 2013 – June 2015
France	Restricted	Restricted*	Restricted	Restricted	Restricted	Restricted**
Germany	Restricted	Restricted	Restricted	Restricted	Restricted	Restricted
Ireland	Open	Open	Restricted	Restricted	Open	Open
Italy	Restricted	Open (as of July 2006)	Restricted	Restricted	Open	Restricted
Netherlands	Restricted	Open (as of May 2007)	Restricted	Restricted	Restricted	Restricted
Spain	Restricted	Open	Restricted	Open	Restricted***	Restricted
Sweden	Open	Open	Open	Open	Open	Open
United Kingdom	Open	Open	Restricted	Restricted	Restricted	Restricted

Source: Adapted from Eurofound (2014).

Note: EU-8 comprises the Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Slovakia and Slovenia.

* Restricted with simplifications; ** Restrictions of posted workers in certain sectors also apply; *** Temporary restriction for workers from Romania under safeguard clause.

Following the 2007 enlargement, most countries, including the UK, placed restrictions on the free movement of workers from Bulgaria and Romania. The UK exercised their right to the seven-year transitional period. These transitional restrictions then remained in place until 1 January 2014. Furthermore, when Croatia joined the EU in 2013, the UK applied measures regulating Croatian nationals' access to the labour market in the first instance until 1 July 2015.³²

Migration flows to the UK during the economic crisis

The economic crisis has had an impact on the inflow and composition of EU migrants to the UK. Although migration flows have slowed down in recent years, statistics suggest that the UK, including Leeds, is still experiencing large numbers of incoming EU migrants.³³ As before, migrants from CEE countries still constitute the largest numbers of newcomers. However, a visible increase in the number of migrants coming from southern European countries has also been noted in the last few years.³⁴ It seems that since the economic crisis, southern European Member States have once again become countries with high net emigration to the UK. With high investment in innovative technologies, products and services, and a stable labour market, the UK is becoming a popular destination country for young people from Italy, Portugal, Greece and Spain.³⁵ It should be noted that some EU migrant communities, for example from Ireland and Germany, have a long-standing tradition in the UK.³⁶

³² See, as of 1 April 2015: http://europa.eu/youreurope/citizens/work/work-abroad/work-permits/index_en.htm.

³³ See discussion on National Insurance Number allocations in a later part of this study.

³⁴ DWP (2013) "National Insurance number allocations to adult overseas nationals entering the UK," Updated 28 November 2013. The NINo data is based on nationalities.

³⁵ Ibid.

³⁶ The number of German migrants may be inflated as some may have been children of British armed forces personnel based in Germany, who have subsequently moved to the UK. ONS reports and data show that the inflow of German-born nationals to the UK is evenly distributed across all decades from the 1950s to

Migration as an important topic of discussion in the political and public debate in the UK

Recent migration waves have increased diversity in migration to the UK. As a consequence, migration has re-emerged as an important topic of discussion in the political and public debate, often framed around issues related to integration and social cohesion.³⁷ Part of this political debate also focuses on proposed changes to the principle of free movement of EU citizens.

Freedom of movement, one of the four EU fundamental freedoms and a core element of the concept of EU citizenship, has been questioned by some in recent British political debates. Some politicians have proposed a renegotiation of the rules of movement and restrictions on access to social benefits in order to cut "welfare tourism".^{38,39} In response, some commentators have argued that this is a "populist driven [...] anti-EU mobility rhetoric [aimed] to pave the way for the electoral success" in the upcoming parliamentary elections in 2015.⁴⁰

The public's views on immigration seem to be similar to the political ones.⁴¹ For instance, IPSOS MORI's global survey highlights how the public across 14 countries assess the basic make-up of their populations and the scale of key social issues. This research shows that the British public thinks that 24 per cent of the population in the UK are immigrants, which is nearly twice the real figure of 13 per cent. As summarised by the researchers conducting the IPSOS MORI survey, "these misperceptions present clear issues for informed public debate and policy-making. For instance, public priorities may well be different if we had a clearer view of the scale of immigration".⁴²

the present. This reflects the fact that many of those German migrants were the children of UK service personnel stationed in Germany. See, for instance, ONS (2013), op. cit.

³⁷ Cook, J., Dwyer, P., & Waite, L. (2008) *New migrant communities in Leeds*, Research report commissioned by Leeds City Council.

³⁸ See, for instance, British Prime Minister David Cameron's speech of 28 November 2014; see, as of 1 April 2015: <http://www.bbc.com/news/uk-politics-30250299>. Compare also with the political views of other political leaders, in particular Nigel Farage, leader of the UK Independence Party http://www.ukip.org/policies_for_people, last accessed 11 December 2014.

³⁹ EU Directive 2004/38/EC on the Freedom of Movement cuts opportunities for welfare tourism by stating that Member States are not obliged to grant social assistance to economically non-active citizens during their first three months of residence in the host country. In addition, recent ruling of the Court of Justice of the European Union states that European Union Member States can block jobless immigrants from receiving specific welfare benefits. See: http://www.euractiv.com/sections/social-europe-jobs/eu-judges-rule-against-welfare-tourists-nod-cameron-309929?utm_source=EurActiv+Newsletter&utm_campaign=b411f74acc-newsletter_uk_in_europe&utm_medium=email&utm_term=0_bab5f0ea4e-b411f74acc-245467897, last accessed 11 December 2014.

⁴⁰ See for instance, Ghimis, A., Lazarowicz, A., Pascouau, Y. (2014) Stigmatisation of EU mobile citizens: a ticking time bomb for the European project, European Policy Centre. Available from http://www.epc.eu/documents/uploads/pub_4096_stigmatisation_of_eu_mobile_citizens.pdf, last accessed 11 December 2014.

⁴¹ We observe the similarity of political and public views on migration, and note that the causality between these views can run in both directions, that is political views can be seen as responding to the public's views, or vice versa public views on migration can be seen as responding to political debate around migration.

⁴² IPSOS-MORI (2014) Perceptions are not reality: Things the world gets wrong. Available from <https://www.ipsos-mori.com/researchpublications/researcharchive/3466/Perceptions-are-not-reality-10-things-the-world-gets-wrong.aspx>, last accessed 11 December 2014.

Findings from scholarly and other research seem to contradict these popular views on the scale and the impact of migration to the UK

A recent study by Dustmann & Frattini suggests that immigrants from the European Economic Area have made a positive fiscal contribution to the UK between 1995 and 2011. The authors also note the strong positive contribution made by migrants from countries that joined the EU in 2004. They conclude that, compared to UK nationals, recent immigrants are 45 per cent less likely to receive state benefits or tax credits.⁴³ Similar findings are expressed in the recent EC report showing that the majority of mobile EU citizens move to other Member States for employment purposes⁴⁴ and a Norface research report shows that new Member State migrants have, on average, a greater probability of employment than similar natives in the UK.⁴⁵

A recent study shows that in the UK, EU migrants make up 3.8 per cent of the population and claim about 1.9 per cent of the total benefits.⁴⁶ EU migrants are less likely to claim child benefits than British nationals with similar socio-economic characteristics, but they are also more likely to claim unemployment benefits than the national population.⁴⁷

Motivation for migration and integration of migrants in the UK

Research has suggested that many migrants travel to new countries for economic purposes⁴⁸; however, this is not the sole reason for travel. Stenning et al. highlighted sustained economic growth, a low and differentiated (progressive) tax system, the English language, the cosmopolitan nature of British cities and a more entrepreneurial culture (compared with other EU countries) as factors that attract migrants to the UK, in particular newly arrived migrants.⁴⁹ Other migrants choose the UK because it is viewed as a more tolerant society to the one the migrant is leaving.⁵⁰ In fact, a recent study by Rubin et al. shows that in the United Kingdom, intolerance towards several groups declined between 1999 and 2008.⁵¹

In examining the motivations of migrants coming from 2004 accession countries, research has emphasised the importance of economic factors, such as unrestricted access to the labour market and the wage earnings potential in the UK compared to countries of origin. Roma people, examined by Cook et al., also pointed out the wish to escape persecution, discrimination and harassment in other countries.⁵²

⁴³ Dustmann, C., Frattini, T. (2014) The fiscal effects of immigration to the UK, *The Economic Journal*, Doi: 10.1111/eoj.12181. Available from <http://www.cream-migration.org/files/FiscalEJ.pdf>, last accessed 11 December 2014.

⁴⁴ European Commission (2014a) *Employment and Social Developments in Europe*. Annual Report.

⁴⁵ Kangasniemi, M., Kauhanen, M. (2013) Characteristics and labour market performance of the new Member State immigrants in Finland, Germany, the Netherlands and the United Kingdom after the enlargement of 2004. Norface Migration, Discussion Paper No. 2013-02.

⁴⁶ European Citizen Action Service. 2014. Fiscal Impact of EU migrants in Austria, Germany, the Netherlands and the United Kingdom. Brussels: European Citizen Action Service.

⁴⁷ European Citizen Action Service. 2014. Fiscal Impact of EU migrants in Austria, Germany, the Netherlands and the United Kingdom. Brussels: European Citizen Action Service.

⁴⁸ Pollard et al. (2008), op. cit.

⁴⁹ Stenning, A., Chamption, T., Conway, C., Coombes, M., Dawley, S., Dixon, L., Raybould, S., & Richardson, R. (2006) *Assessing the local and Regional impacts of international migration*. Final report of a research project for the Department for Communities and Local Government, formerly the Office of the Deputy Prime Minister.

⁵⁰ Pollard et al. (2008), op. cit.

⁵¹ Rubin, J., Taylor, J., Pollitt, A., Krapels, J., & Pardal, M. (2014) Intolerance in Western Europe. Analysis of trends and associated factors, Santa Monica, Calif., RAND Corporation, RR-334-OSI, 12.

⁵² Cook et al. (2008), op. cit.; Cook, J., Dwyer, P., & Waite, L. (2012) "Accession 8 migrants and the proactive and defensive engagement of social citizenship," *Journal of Social Policy* 41(2), 329-47.

Considering the factors that influence integration of new migrants, Cook et al. suggest that the intended duration of stay in the UK may have an impact on how well migrants settle. They found that a significant number of migrants from 2004 accession countries were staying for periods in excess of 12 months, while migrants themselves usually underestimated how long they would stay compared with the actual length of stay. This finding is consistent with observations about earlier waves of migration to the UK and their settlement patterns.⁵³ Migrants' planning on their length of stay could potentially have implications for their integration, for instance if they were more realistic regarding this issue, it is possible that they would make more of an effort to integrate.

Studies found that "typical" migrants coming to the UK soon after 2004 were single young men from new accession countries. After a few years, families and childless couples also started arriving. The number of older migrants, aged over 50, also grew, in particular those individuals who faced difficulties in obtaining employment in their countries of origin and needed to earn money prior to retirement. This ageing migrant pattern was also observed in Leeds.⁵⁴ Therefore, as Cook et al. argue, post-2004 migrants cannot be viewed simply as "short term opportunists" (p. 55).⁵⁵

A study by Trevena et al.,⁵⁶ looking into the patterns and determinants of internal mobility of post-accession Polish migrants in the UK, shows two trends in internal mobility among post-2004 migrants. The authors argue that those migrants who arrived through recruitment agencies and who do not have children with them in the UK are more likely to move internally (within the UK) compared with those migrants who arrived through personal networks of family, friends or acquaintances. The authors also observe that migrants with families are more willing to make urban to rural moves while young and childless migrants prefer rural to urban relocations. Finally, the authors conclude that "the general propensity to move internally seems to decrease with time" (p. 671).

3.2 Trends in EU (labour) migration

Trends in EU migration to Leeds

The UK, including Leeds, has been a migrant destination country for many years. This is reflected in the population composition.

We report trends in EU migration to Leeds using the 2011 Census and National Insurance (NINO) allocation data. In the census data, migrants are identified by their country of birth, a common indicator in the analysis of the migrant population in the UK.⁵⁷ NINO statistics use nationality data, as stated on a migrant passport.

As shown in Table 3.2, people born in the UK constituted 89 per cent of the population in Leeds.

⁵³ Cook et al. (2008), op. cit.

⁵⁴ Ibid.; Bradford Central and Eastern European Working Group (2006) *A8 migration in Bradford: A template for action*, Bradford.

⁵⁵ Cook, J., Dwyer, P., & Waite, L. (2010) "The experiences of Accession 8 migrants in England: motivations, work and agency," *International Migration* 49(2), 54–79.

⁵⁶ Trevena, P., McGhee, D., & Heath, S. (2013) "Location, location? A critical examination of patterns and determinants of internal mobility among post-accession Polish migrants in the UK," *Population, Space and Place* 19, 671–87.

⁵⁷ Country of birth cannot change over time, but citizenship/nationality status can change since second citizenship can be acquired.

Migrants from non-EU countries made up 7.8 per cent of the population in Leeds, while migrants from EU countries constituted 3.2 per cent of the Leeds population.

Table 3.2 Total population and employed population in Leeds

Country of origin	Total population	Working population
UK	717,137 (89%)	363,700 (88.7%)
EU	25,853 (3.2%)	14,790 (3.6%)
Non-EU	63,187 (7.8%)	31,325 (7.6%)
Total	806,177	409,815

Source: Census for England and Wales, 2011. Variables WD203EW – Country of birth and WP203EW – Country of birth (Workplace population).

Note: EU includes all EU Member States at the time of 2011 census.

As shown above, EU migrants constituted a small share of the overall population in Leeds. Below we provide an analysis of the population of EU migrants in more detail.

Table 3.3 EU migrants in Leeds

Country of origin	EU migrants
Poland	7,314 (28.3%)
Ireland	4,845 (18.7%)
Germany	3,073 (11.9%)
Lithuania	1,034 (4%)
Italy	1,108 (4.3%)
France	915 (3.5%)
Spain	692 (2.7%)
Portugal	648 (2.5%)
Romania	402 (1.6%)
Other EU countries	5,822 (22.5%)
Total	25,853

Source: Census for England and Wales, 2011. Variables WD203EW – Country of birth.

Note: EU includes all EU Member States at the time of 2011 census.

Migrants from three EU countries, namely Poland, Ireland and Germany, were the largest groups. Migrants from these countries represented around 60 per cent of the total EU migrant population, as well as the employed EU migrant population, in Leeds. Polish migrants constituted 28 per cent of EU migrants in Leeds but over 34 per cent of the population of employed EU migrants. Conversely, Irish migrants made up nearly 19 per

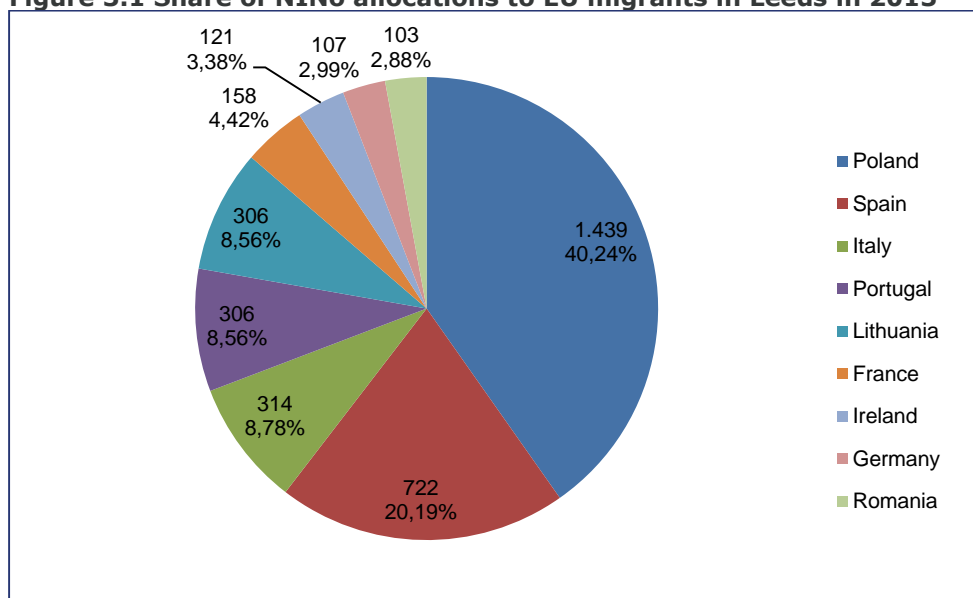
cent of the total EU migrant population but their share of the employed migrant population was smaller at 14 per cent. The German migrant population represented nearly 12 per cent of all EU migrants and 13 per cent of employed migrants. Migrants and employed migrants from other EU countries were fewer in terms of absolute numbers, and each group made up less than 5 per cent of the total of migrants and migrant EU worker populations in Leeds.

Information on EU migrants can also be analysed from National Insurance Number (NINo) allocations. NINos are generally required by the economically active population (both UK-born and non-UK born) looking to work or claim benefits / tax credits in the UK, including the self-employed or students working part-time. The NINo statistics provide a measure of the in-migration (inflow) of adult foreigners.⁵⁸

In Leeds, people coming from Poland were by far the largest group of NINo registrants. The second largest group of NINo registrants in 2013 were people from Spain. This is a recent phenomenon, since the increase in the number of NINo registrations for migrants from Spain has been observed only since the onset of the economic crisis. The third largest group in 2013 was Lithuanians. Migrants from Poland and Lithuania have been consistently among the largest number of NINo registrants in Leeds over the last decade. Interestingly, the number of NINo registrations by Polish individuals peaked in 2007, three years after the 2004 accession wave, whereas registrations by Lithuanian migrant workers peaked several years later in 2010–2011.

Our analysis of NINo allocations to EU migrants shows that data for Leeds is similar to the overall UK picture in terms of trends and composition of EU migrant registrants over time.

Figure 3.1 Share of NINo allocations to EU migrants in Leeds in 2013



Source: Stat-Xplore, Department for Work and Pensions.

⁵⁸ It should be noted that in order to be allocated a NINo, registrants have to satisfy a set of criteria. As a consequence, the process of allocating a NINo can take some time after a migrant arrives in the UK. Compare with DWP (2014) "Statistical Bulletin: National Insurance Number Allocations to Adult Overseas Nationals Entering the UK – registrations to March 2014," 22 May, and European Commission (2014b) *Recent trends in the geographical mobility of workers in the EU*, EU Employment and Social Situation, Quarterly Review, Supplement June 2014.

Timeframe for EU migration to Leeds

As described in the preceding sections, previous waves of migration were dominated by non-EU migrants. In this section, we analyse when particular groups of EU migrants have come to Leeds.

Due to the historical and political factors, UK data (including Census data) are collected and analysed for the following groups of EU migrants: (1) Irish migrants, (2) EU-15 migrants, and (3) EU-10 and EU-2 migrants. In our analysis, we used same categories.

In analysing the year of EU migrants' arrival to the UK (**Figure 3.2**), we noted that a large share (nearly 40 per cent) of Irish migrants living in Leeds at the time of the 2011 census arrived in the UK before 1961. Only a small proportion (14 per cent) had arrived in the UK since 2001, with the largest numbers coming during the economic crisis years. The ageing population of Irish migrants can possibly explain the larger share of Irish migrants compared with Irish employed migrants.

Migrants from the EU-15,⁵⁹ EU-10⁶⁰ and EU-2⁶¹ countries arrived in the UK at very different points in time. The majority of EU-10 and EU-2 migrants and around half of the EU-15 migrant population living in Leeds at the time of the 2011 census arrived in the previous decade. Analysing the data from 2001 to 2011 in more detail (Figure 3.3), we note that 2004, the year of accession to the EU for EU-8⁶² migrants, clearly had an effect on the inflow of migrants from these countries to the UK. The largest proportion of migrants from accession countries arrived in the years after their country became an EU Member State. In examining the arrival patterns of EU-15 migrants, we observed an increase in the number of EU-15 migrants between 2007 and 2009, a timeframe that coincides with the beginning of the economic crisis. As shown later in this report, the NINo data also confirms these patterns of arrival for EU-15 migrants and workers from accession countries.

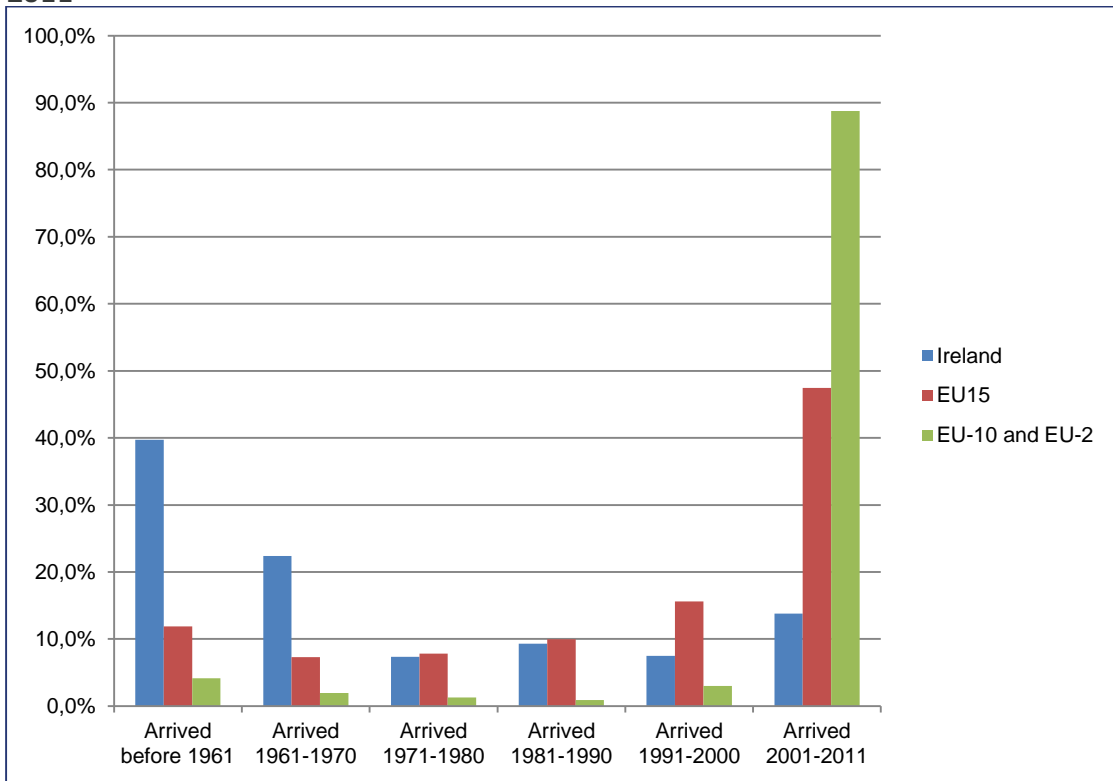
⁵⁹ In this report, "EU-15" is defined as all EU Member States in 2001 excluding the UK and Ireland.

⁶⁰ "EU-10" signifies the 10 countries that joined the EU between 2004 and 2007 (CZ, CY, EE, HU, LV, LT, MT, PL, SK and SI).

⁶¹ "EU-2" signifies the 2 countries that joined the EU in 2007 (BG and RO).

⁶² "EU-8" signifies the 8 countries with low per capita incomes that joined the EU in 2004 (CZ, EE, HU, LV, LT, PL, SK and SI).

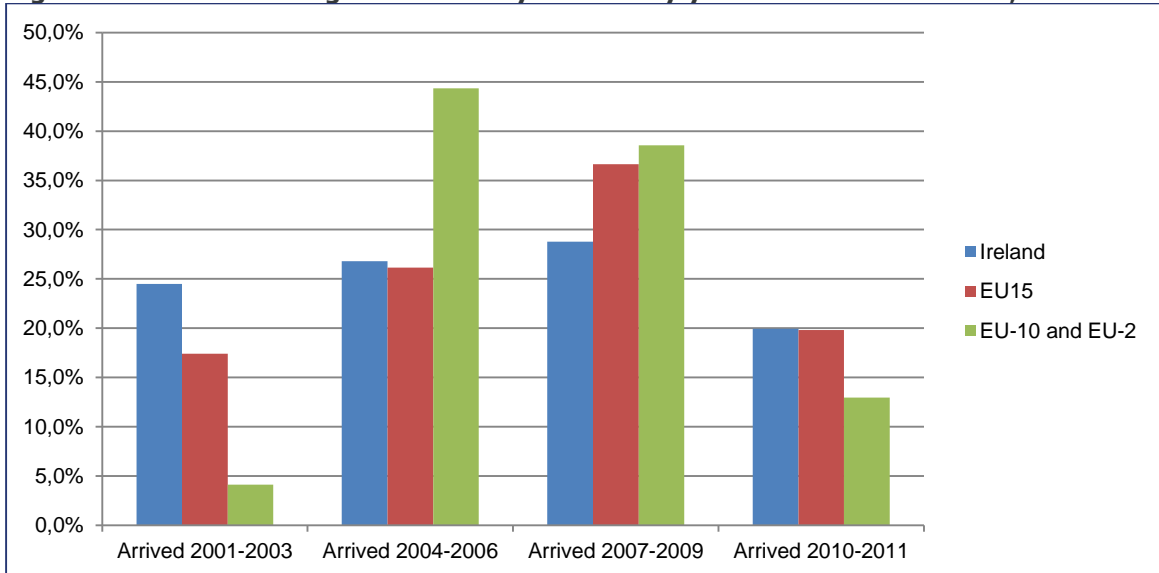
Figure 3.2 Leeds: EU migrants' country of birth by year of arrival in the UK, pre-1961–2011



Source: Census for England and Wales, 2011. Variable LC2804EW – Country of birth by year of arrival in the UK.

Note: Data presents migrants arriving in particular years as a proportion of the total number of migrants across all years.

Figure 3.3 Leeds: EU migrants' country of birth by year of arrival in the UK, 2001–2011



Source: Census for England and Wales, 2011. Variable LC2804EW – Country of birth by year of arrival in the UK.

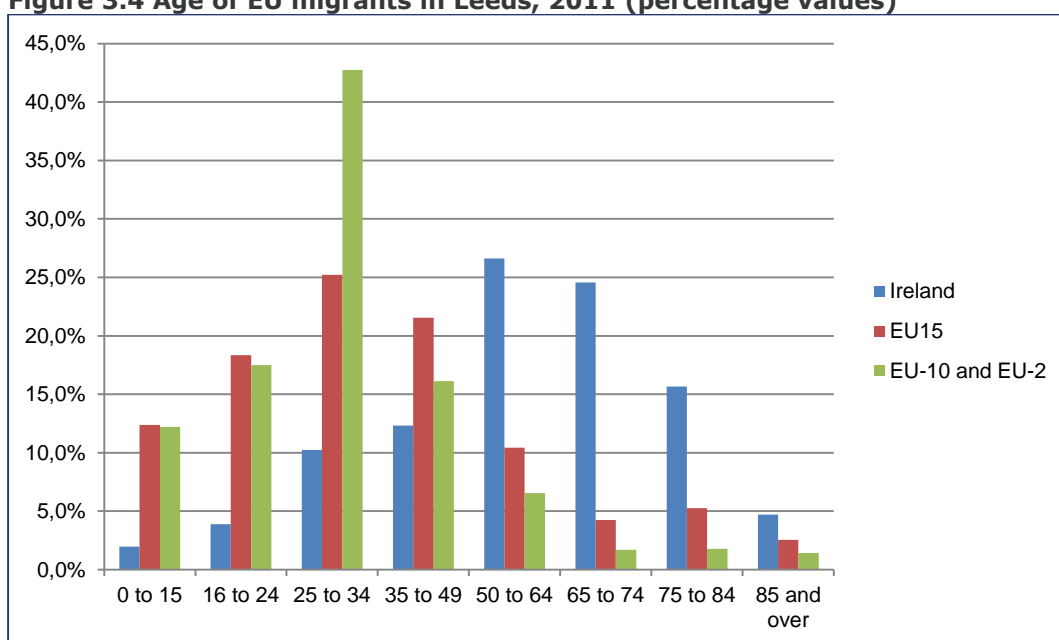
Note: Data presents migrants arriving in particular years as a proportion of the total number of migrants arriving from 2001 to 2011. EU-15 is defined as all EU Member States in 2001 excluding the United Kingdom and Ireland.

3.3 Demographic characteristics of migrant EU citizens and employed EU migrants

Age and gender of EU migrants

Data show (see Figure 3.4) that migrants from Ireland were the oldest among the population groups analysed. Over 65 per cent of the Irish population in Leeds was over 50 years of age. Conversely, a similar proportion of migrants from the 2004 and 2007 accession countries have not yet reached the age of 35. At the time of the 2011 census, over 43 per cent of EU-10 and EU-2 migrants were aged between 25 and 34, while those aged 16 to 49 constituted 76 per cent of migrants. Migrants coming from the EU-15 countries were more equally spread across age groups.

Figure 3.4 Age of EU migrants in Leeds, 2011 (percentage values)



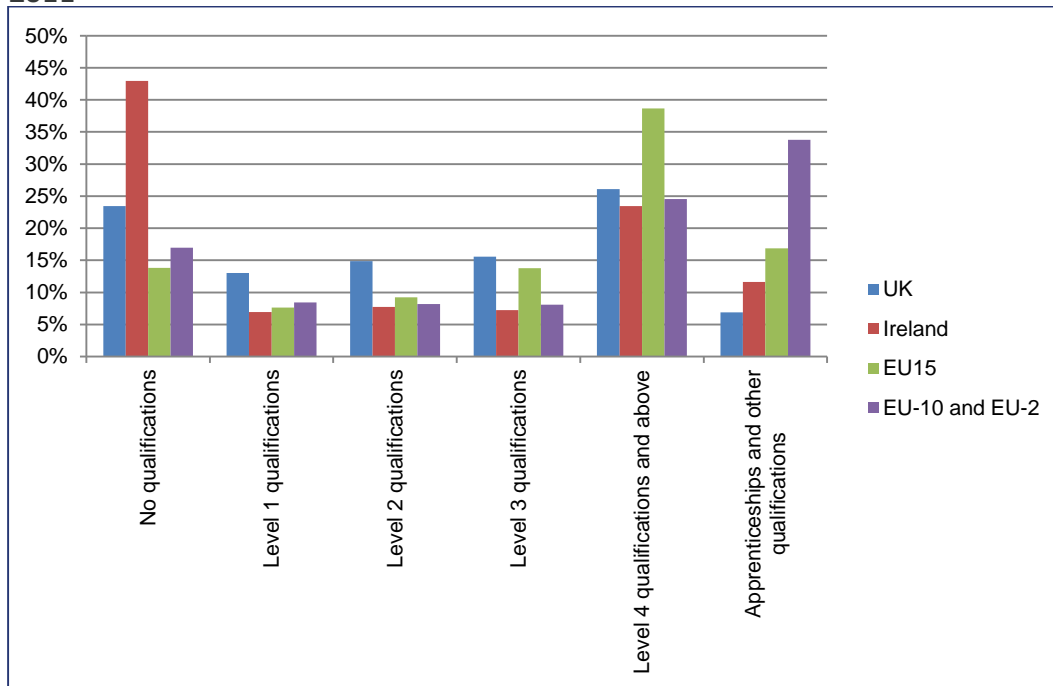
Source: Census for England and Wales, 2011. Variable DC2103EW – Country of birth by sex by age.
Note: EU-15 is defined as all EU Member States in 2001 excluding the United Kingdom and Ireland.

Exploring gender-specific data on EU migrants, we observe that across all age groups, the proportion of female and male migrants was nearly equal.

Level of educational attainment of EU migrants

Figure 3.5 illustrates data on the highest level of qualifications for the population of Leeds. Comparing qualification levels across all analysed groups, we note that a large proportion of the UK- and Irish-born population had either no qualification or lower-level qualifications (Level 1 and Level 2). This is particularly pronounced for Irish migrants, with 43 per cent having no qualifications. This could be explained by the older age profile of Irish migrants. EU-15 migrants had the highest proportion of people with Level 4 qualifications and above (equivalent to English A-level). Nearly 40 per cent of EU-15 migrants had this level of qualification, compared with around 25 per cent among the other analysed groups. At 34 per cent, EU-10 and EU-2 migrants had the highest share of people with apprenticeships and other qualifications.

Figure 3.5 Highest level of qualifications by UK-born and EU migrant population in Leeds, 2011



Source: Census for England and Wales, 2011. Variable LC5203EW – Highest level of qualification by country of birth.

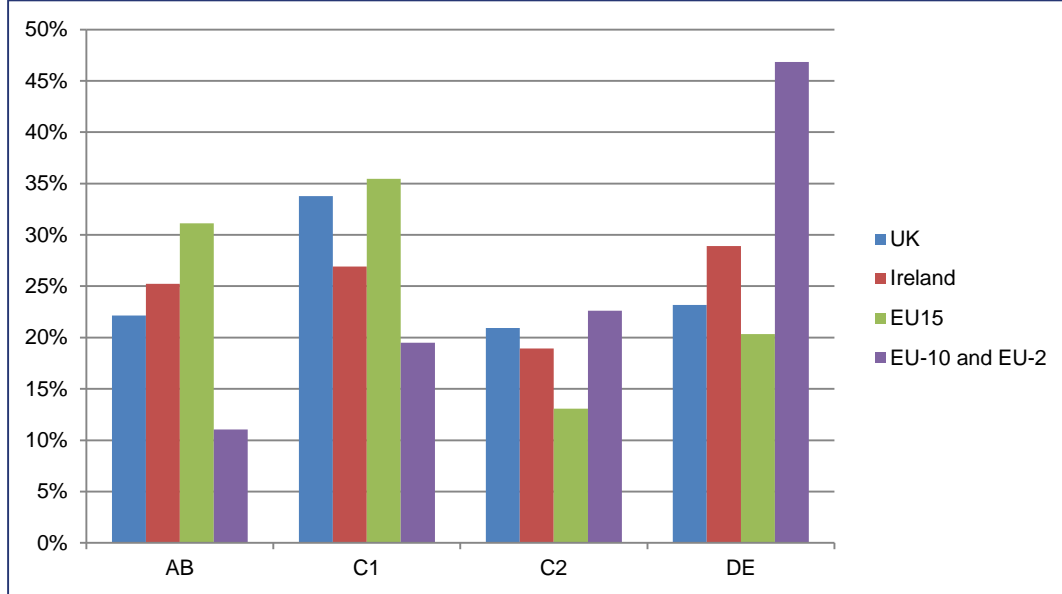
Note: EU-15 is defined as all EU Member States in 2001 excluding the United Kingdom and Ireland.

Occupation types of EU migrants

Finally, we have analysed the occupation types of UK and EU-born populations aged 16 to 64 in Leeds (Figure 3.6 and Figure 3.7). UK-born as well as Irish and EU-15 migrants showed largely similar distributions among all occupation levels. The main difference between these groups was a slightly higher concentration of EU-15 migrants in the AB category (higher and intermediate managerial/administrative/professional occupations) and a slightly larger concentration of Irish migrants in the DE category (semi-skilled and unskilled manual occupations; unemployed and low-grade occupations). Conversely, migrants from the EU-10 and EU-2 countries showed some distinctive characteristics in terms of their spread across occupation levels. Only a small proportion of EU-10 and EU-2 migrants hold AB occupations (11 per cent) and C1 occupations (supervisory, clerical and junior managerial/administrative/professional occupations) (20 per cent). On the other hand, 47 per cent of migrants from these countries hold occupations in the DE category (semi-skilled and unskilled manual occupations; unemployed and low grade occupations), compared with 20–29 per cent of people from other groups. In contrast to data on qualification levels (

Figure 3.5 and Figure 3.7), occupation-level data show that a relatively small proportion of EU-10 and EU-2 migrants have no or low-level qualifications, and a large proportion have Level 4 and above and apprenticeship qualifications. This could indicate a skills mismatch, with qualifications not matching the employment profiles of migrants.

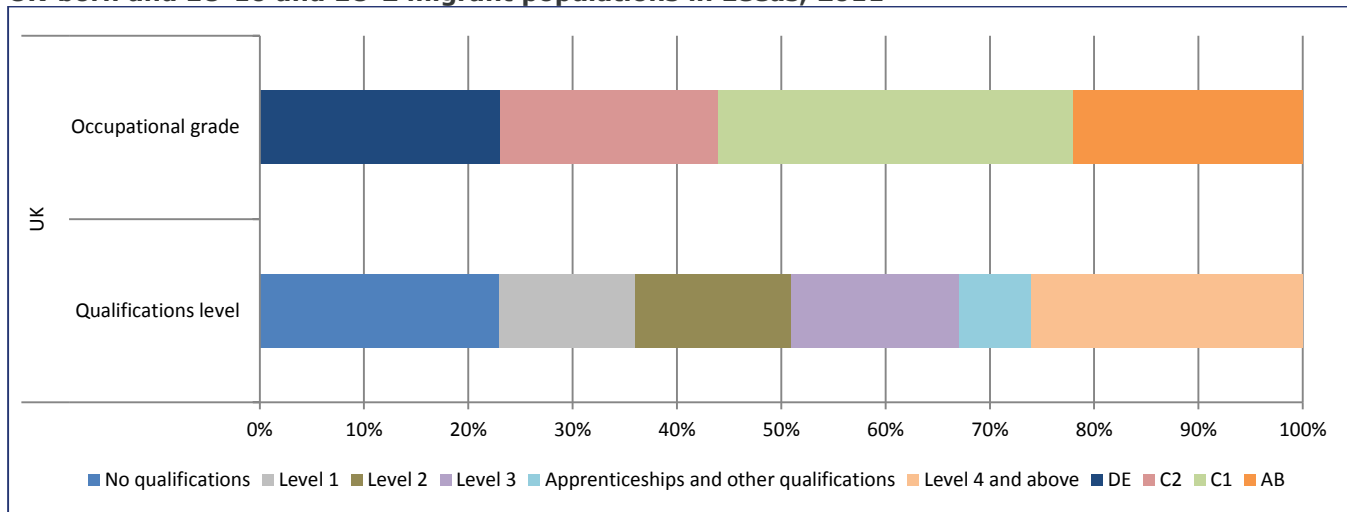
Figure 3.6 Approximated occupational grade by country of birth in Leeds, 2011

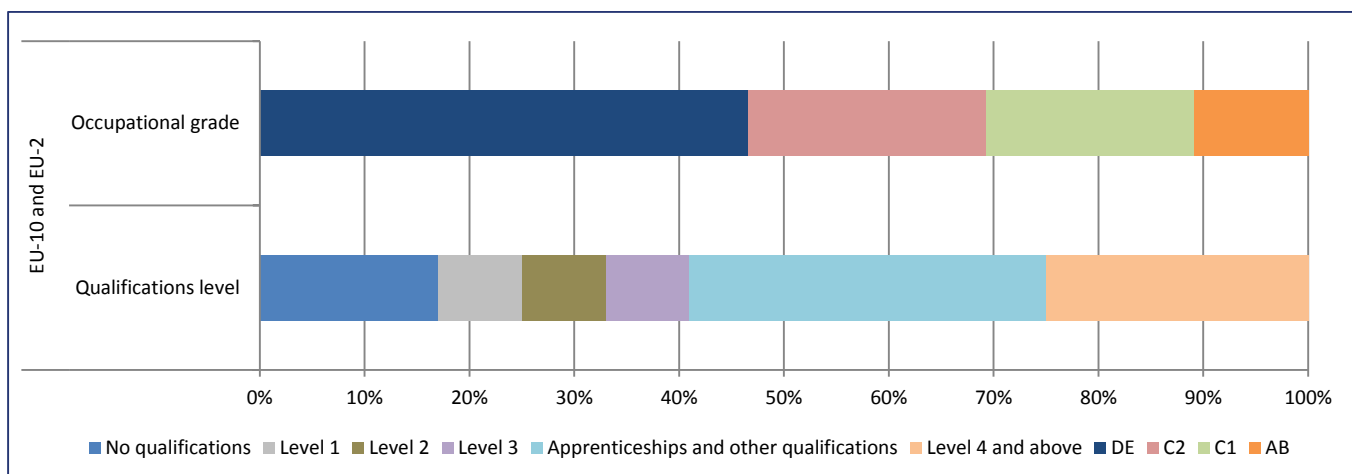


Source: Census for England and Wales, 2011. Variable DC6218EW – Approximated social grade by country of birth. Social grade refers to occupation types.

Note: Data for all usual residents aged 16 to 64 in households. AB Higher and intermediate managerial/administrative/professional occupations, C1 Supervisory, clerical and junior managerial/administrative/professional occupations, C2 Skilled manual occupations, DE Semi-skilled and unskilled manual occupations; unemployed and lowest grade occupations. EU-15 is defined as all EU Member States in 2001 excluding the United Kingdom and Ireland.

Figure 3.7 Highest level of qualifications and the approximated occupational grade for UK-born and EU-10 and EU-2 migrant populations in Leeds, 2011





Legend	
Occupational level	Qualifications level
DE - Semi-skilled and unskilled manual occupations; unemployed and lowest grade occupations	No qualifications
C2 - Skilled manual occupations	Level 1
C1 - Supervisory, clerical and junior managerial / administrative / professional occupations	Level 2
AB - Higher and intermediate managerial/administrative / professional occupations	Level 3
	Apprenticeships and other qualifications
	Level 4 and above (equivalent to English A-level and above)

Source: Census for England and Wales, 2011. Variable DC6218EW - Approximated social grade by country of birth and LC5203EW - Highest level of qualification by country of birth.

Note: EU-15 is defined as all EU Member States in 2001 excluding the United Kingdom and Ireland. Data for all usual residents aged 16 to 64 in households.

The number of categories for qualifications level and occupational grade is not the same, and therefore it is not feasible to compare across all skills and occupation levels. Comparisons are, however, possible for the values at the bottom and the top of each scale. In order to make such comparisons possible, in the figure we have matched the colours for the highest and lowest qualifications and occupational levels.

Economic activity of migrant populations⁶³

Analysing data pertaining to economic activity (Table 3.4), we note that EU-15 migrants have similar activity patterns to the UK-born population; around 64–66 per cent of them were economically active and the remaining 34–36 per cent were economically inactive. The share of the economically active population was much greater for the EU-10 and EU-2 migrants at 79 per cent, with only 21 per cent of migrants from these countries being economically inactive. The migrant population born in Ireland showed a contrasting trend, with just under 45 per cent of them being economically active and 55 per cent economically inactive.

⁶³ The census concept of economic activity is compatible with the standard for economic status defined by the International Labour Organisation (ILO). It is one of a number of definitions used internationally to produce accurate and comparable statistics on employment, unemployment and economic status. See 2011 Census glossary (as of 1 April 2015): <http://www.ons.gov.uk/ons/guide-method/census/2011/census-data/2011-census-user-guide/glossary/index.html>.

Table 3.4 Economically active and inactive population in Leeds, 2011

Economic Activity	UK	Ireland	EU-15	EU-10 and EU-2
Economically active (employed and unemployed)	342,053 (63.9%)	2,088 (44.7%)	4,791 (66.1%)	8,363 (79.2%)
Economically inactive	193,446 (36.1%)	2,580 (55.3%)	2,460 (33.9%)	2,196 (20.8%)
Total	535,499	4,668	7,251	10,559

Source: Census for England and Wales, 2011. Variable DC6203EW – Economic activity by country of birth by sex by age.

Note: EU-15 is defined as all EU Member States in 2001 excluding the United Kingdom and Ireland.

Looking in more detail at the population data for those who are economically active (Table 3.5), it seems that the share of employed and unemployed people was largely similar across the analysed groups. Similarly, there were no large differences in the employment patterns of British and migrant EU workers in Leeds (Table 3.7). Among those in employment, migrants from EU-10 and EU-2 countries represented the greatest share of employed persons at over 86 per cent, whereas Irish migrants had the highest share of self-employed workers at nearly 17 per cent. The greatest share of employed full-time students was found among the EU-15 migrants, at 8 per cent.

Table 3.5 Employed and unemployed population in Leeds, 2011

Economically Active	UK	Ireland	EU-15	EU-10 and EU-2
Employed	313,274 (91.6%)	1,963 (94%)	4,322 (90.2%)	7,780 (93%)
Unemployed	28,779 (8.4%)	125 (6%)	469 (9.8%)	583 (7%)
Total	342,053	2088	4,791	8,363

Source: Census for England and Wales, 2011. Variable DC6203EW – Economic activity by country of birth by sex by age.

Note: EU-15 is defined as all EU Member States in 2001 excluding the United Kingdom and Ireland.

Migrants from three EU countries, namely Poland, Ireland and Germany, represent around 60 per cent of the total employed EU migrant population in Leeds (see Table 3.6). Polish migrants constituted 28 per cent of EU migrants in Leeds but over 34 per cent of the population of employed EU migrants.⁶⁴ Conversely, Irish migrants made up nearly 19 per cent of the total EU migrant population but their share of the employed migrant population was smaller at 14 per cent. The German migrant population represented nearly 12 per cent of all EU migrants and 13 per cent of employed migrants. Migrants and employed migrants from other EU countries were fewer in terms of absolute numbers, and each group made up less than 5 per cent of the total migrant and migrant EU worker populations in Leeds.

⁶⁴ Compare with Table 3.3.

Table 3.6 Migrant EU workers in Leeds

Country of origin	Employed EU migrants
Poland	5,090 (34.4%)
Ireland	2,021 (13.7%)
Germany	1,937 (13.1%)
Lithuania	727 (4.9%)
Italy	558 (3.8%)
France	529 (3.6%)
Spain	386 (2.6%)
Portugal	274 (1.9%)
Romania	255 (1.7%)
Other EU countries	3,013 (20.4%)
Total	14,790

Source: Census for England and Wales, 2011. Variable WP203EW – Country of birth (Workplace population).
Note: EU includes all EU Member State countries at the time of 2011 census. Workplace population is defined as all usual residents aged 16 to 74 in employment in the area the week before the census.

Among the unemployed (Table 3.7), full-time students constituted the largest share among EU-15 migrants at over 29 per cent. There were similar unemployment trends in the population born in the UK and amongst migrants from EU-10 and EU-2 countries, with around 20 per cent of the respective populations being unemployed full-time students and 80 per cent being “other” unemployed people. Nearly 89 per cent of Irish migrants are in the “other” unemployed category.

Table 3.7 Employed and unemployed population in Leeds, 2011

Economic Activity	UK	Ireland	EU-15	EU-10 and EU-2
Employed				
Employees	82.4%	80.8%	82.1%	86.3%
Self-employed	11.6%	16.5%	9.6%	8.9%
Employed full-time students	6.0%	2.6%	8.4%	4.8%
Unemployed				
Unemployed (excluding full-time students)	77.4%	88.8%	70.8%	81.5%
Full-time students	22.6%	11.2%	29.2%	18.5%

Source: Census for England and Wales, 2011. Variable DC6203EW – Economic activity by country of birth by sex by age.

Note: EU-15 is defined as all EU Member States in 2001 excluding the United Kingdom and Ireland.

Looking at the data regarding part-time versus full-time working (Table 3.8), we observe that migrants from EU-10 and EU-2 countries were most likely to work full-time as employees (83 per cent) but least likely to work full-time when self-employed, with 38 per cent of self-employed workers from these countries working part-time. A similarly large share of part-time self-employed workers can be found among EU-15 migrants at just over 35 per cent. Between 71 and 75 per cent of UK- and Irish-born self-employed workers worked full-time. The share of full-time workers was similar for employees, with around 72–78 per cent of employees from the UK, Ireland and the EU-15 working full-time.

Table 3.8 Full- and part-time workers in Leeds, 2011

Economic Activity	UK	Ireland	EU-15	EU-10 and EU-2
Employees				
part-time	25.2%	28.4%	22.4%	17.0%
full-time	74.8%	71.6%	77.6%	83.0%
Self-employed				
part-time	28.8%	24.7%	35.1%	38.3%
full-time	71.2%	75.3%	64.9%	61.7%

Source: Census for England and Wales, 2011. Variable DC6203EW – Economic activity by country of birth by sex by age.

Note: EU-15 is defined as all EU Member States in 2001 excluding the United Kingdom and Ireland.

Data pertaining to economic inactivity provides a detailed view of the status of those migrants who were not economically active. Retired people constituted nearly 80 per cent of the economically inactive population from Ireland. This confirms one of our earlier findings that a large proportion of Irish migrants fell into the older age categories. Retired people constituted 57 per cent of the economically inactive UK-born population, with another 19 per cent being students. Among EU-15 migrants, the proportion of retired people and students was nearly equal, at 40–41 per cent. Trends can be observed among EU-10 and EU-2 economically inactive migrants, with 34 per cent of them being students, 27 per cent being retired and nearly 22 per cent looking after the home or family – the largest share among all analysed groups (Table 3.9).

Table 3.9 Economically inactive population in Leeds, 2011

Economically inactive	UK	Ireland	EU-15	EU-10 and EU-2
Retired	110,268 (57%)	2,059 (79.8%)	993 (40.4%)	598 (27.2%)
Student (including full-time students)	36,817 (19%)	100 (3.9%)	1,008 (41%)	746 (34%)
Looking after home or family	15,178 (7.8%)	78 (3%)	166 (6.7%)	474 (21.6%)
Long-term sick or disabled	20,880 (10.8%)	227 (8.8%)	158 (6.4%)	106 (4.8%)
Other	10,303 (5.3%)	116 (4.5%)	135 (5.5%)	272 (12.4%)
Total	193,446 (100%)	2,580 (100%)	2,460 (100%)	2,196 (100%)

Source: Census for England and Wales, 2011. Variable DC6203EW – Economic activity by country of birth by sex by age.

Note: EU-15 is defined as all EU Member States in 2001 excluding the United Kingdom and Ireland.

3.4 Implications for local service delivery

Taking into consideration migratory trends and the demographic structure of the migrant population, we can expect that over the coming years the arrival of EU migrants will have important implications for the following local services:

- Employment services: EU migrants are predominantly of working age, mostly aged 25 to 49. Most of them are active in the labour market and thus their arrival and integration into the local labour market may have implications for the delivery and use of employment services;
- Benefit system: although EU migrants make little impact on the benefit system overall, if they remain in the UK jobless they may have impact on unemployment benefits;
- Housing: the large number of EU migrants results in additional demand for housing in Leeds.

The relatively young age of migrants may mean that they are less likely to use health services compared with the local population. This is due to health services being mostly used by the youngest and the oldest members of the population. However, since most EU migrants are in prime reproductive age groups, when they become parents in the UK this also has some implications for health services demand (e.g. demand for maternity services and child healthcare).⁶⁵

We explore these as well as other implications and demands for the successful inclusion of migrant EU workers in more detail in the next section.

⁶⁵ EU migrants make up just over 4 per cent of the total population in England and Wales. However, according to official birth statistics, births to EU mothers represented 8.7 per cent of all births in England and Wales in 2013. Births to mothers born in one of the 13 countries that have joined the EU since April 2004 represented the majority of these births (6.1 per cent of all live births). Births to Polish mothers constituted 3 per cent of all births in England and Wales in 2013, whereas births to mothers from Romania, Germany and Lithuania constituted 0.7 per cent of births each. Compare with ONS (2014b) "Births in England and Wales by Parents' Country of Birth."; Janta (2013), op. cit.

4 Challenges and opportunities for migrant EU workers, local workers and the local community

As part of this study we have been asked to look at barriers and facilitators to the socio-economic inclusion of migrants, defined as a process which ensures that citizens have the opportunities and resources necessary to participate fully in economic, social and cultural life and to enjoy a good standard of living and well-being. The main areas in which such inclusion is operationalised include: employment and labour market participation, access to housing, education, health and other local services, as well as civic engagement, sport and leisure activities.

In each of these areas, which also form the structure of this section, we sought for evidence from existing literature and results of the online survey of migrant EU workers in Leeds (distributed through social media platforms and snowballing). Given the limited number of respondents who qualified to take the survey (133) and fully completed the questionnaire (80), the results need to be interpreted with caution.

We also looked for relevant evidence from the interviews and focus groups carried out with stakeholders well placed to comment on the economic, social and cultural participation of migrants in Leeds. They represented the employment sector, local authorities, civil society and academia and they were identified through desk research and referral sampling. Although we asked informants (interviewees, survey and focus group participants) about both opportunities and challenges with respect to socio-economic inclusion, respondents appeared to speak more easily about problems than about prospects and things that are going well. However, informants also highlighted opportunities resulting from the inflow of migrant EU workers, such as cultural enrichment, diversity and greater availability of skills and labour.

Based on available evidence, we provide a realistic account of these challenges and opportunities in the sections below, starting with arrival in Leeds and moving on to consider registration, job search and access to local services. We conclude with migrant EU workers' participation in the social, cultural and political life of the local community.

4.1 Arriving and registering

In this section we focus on specific reasons migrants chose to come to Leeds. We briefly outline any registration requirements they are faced with and identify language as a critical factor affecting migrants' ability to access local services and integrate with the community – a recurring issue in the process of participating in various aspects of life.

Economic reasons for arrival in Leeds

Leeds has been the subject of several studies analysing the impact of recent migration on various public services,⁶⁶ as well as studies on the local labour market. Previous work has shown that Leeds has experienced a sudden and unexpected arrival of significant numbers of EU migrant workers, in particular following the 2004 accession. The size of this migration wave took the UK's central and local governments by surprise and presented local authorities with new challenges. For instance, a study by Cook et al.⁶⁷

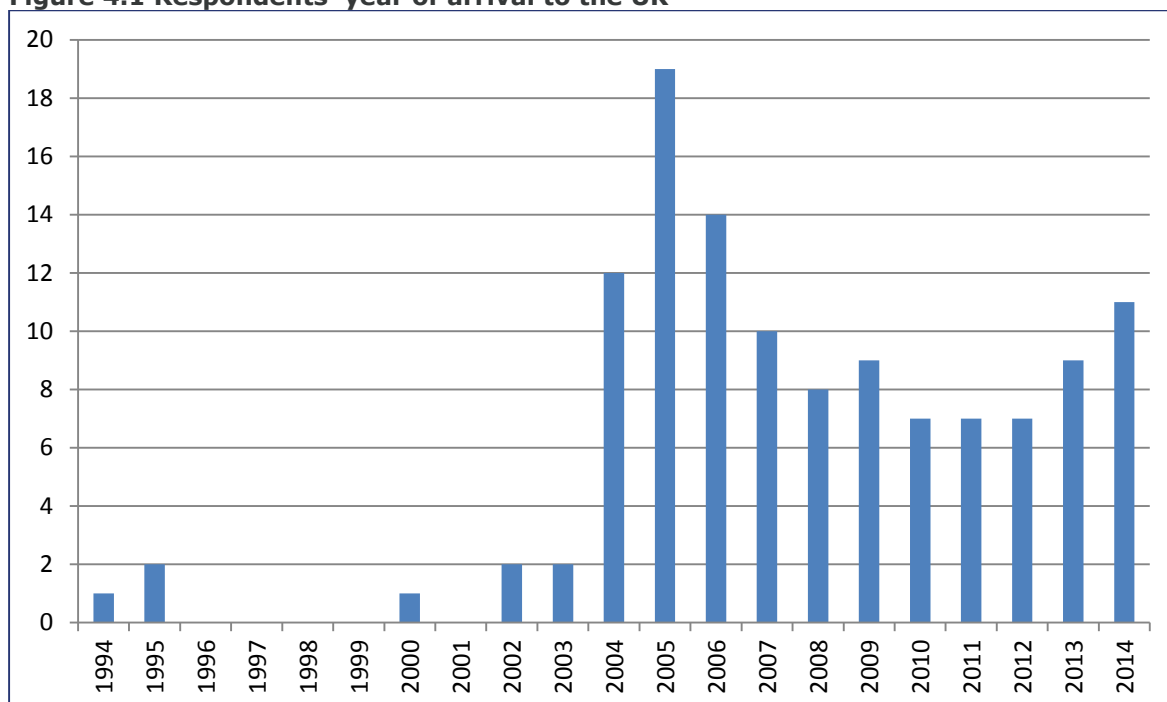
⁶⁶ See, for instance, Cook et al. (2010), op. cit.; Fitzgerald, I. (2009) *A moving target: the information needs of Polish migrant workers in Yorkshire and the Humber*, TUC and Northumbria University publication.

⁶⁷ Cook et al. (2008), op. cit.

focused on the needs, experiences and expectations of the EU-8 new migrant populations in Leeds and their relationships with wider established host communities. They found that Leeds may have seen a large influx of migrants due to a shortage of jobs in London. According to the authors, Leeds was perceived by such migrants to be an attractive city with a buoyant economy and a wide range of available jobs.

Results from our online survey of migrant EU workers in Leeds support a similar viewpoint, and confirm the two main waves of migration to Leeds in 2004 and 2013. We note an increase in the number of new migrants soon after the 2004 accession. Since around 2008, the number of new migrants has remained relatively stable, although it has increased again since 2013.

Figure 4.1 Respondents' year of arrival to the UK



Source: Own survey data, N=121. Question: When was your date of entry into the UK?

According to survey respondents, looking for employment was the main reason for moving to the UK. Nearly 42 per cent (52) of respondents declared that they had not arranged their jobs prior to arrival, and only 16.9 per cent (21) were coming to take a job that they have been offered. Nearly 22 per cent (27 cumulatively) of respondents came to join their family members or accompanied family / friends / partner who were moving to the UK.

When interpreting these results, it should be noted that the survey targeted the economically active population of EU migrants, and therefore it is not surprising that the majority of these migrants was found to have moved for a work-related reason.

Respondents also indicated work-related factors such as good career prospects / job opportunities (50.8 per cent, 61 respondents) and well-paid jobs (20.0 per cent, 24 respondents) as the main reasons for moving to Leeds. Respondents also appeared motivated by the number of co-nationals already living in Leeds and good availability of affordable housing. Other factors mentioned by respondents in the open-ended question included curiosity, wanting to have new experiences, interest in British culture, as well as job opportunities.

Table 4.1 Main reason for moving to the UK

Which was your main reason for moving to the UK?	Count	% Total
To look for employment	52	41.9 %
To take a job I had been offered	21	16.9 %
To start my own business	2	1.6 %
To join family members or friends or partner	14	11.3 %
To accompany family or friends or partner who were moving here	13	10.5 %
To study	6	4.8 %
Other reason	10	8.1 %
I cannot say	6	4.8 %
Number of respondents	124	100.0 %

Source: Own survey data, N=121. Question: Which was your main reason for moving to the UK?

Table 4.2 Main reason for moving to Leeds

Which of the following statements influenced your decision to move to Leeds?	Count	% of total respondents
... there are good career prospects/job opportunities	61	50.8%
... there are well paid jobs	24	20.0%
... people from other countries are welcome	10	8.3%
... there are already a large number of people from your country	22	18.3%
... there are good schools and educational facilities	9	7.5%
... there are good health care services	3	2.5%
... there are good local transport services	6	5.0%
... there is good availability of affordable housing	18	15.0%
... there is good availability of cultural, sports and leisure facilities	14	11.7%
Other reason	26	21.7%
Total number of reasons listed	193	
Number of respondents	120	

Source: Own survey data, N=120. Question: Which of the following statements influenced your decision to move to Leeds?

Note: This was a multiselect question and multiple answers were possible, thus categories are not mutually exclusive.

There is also some evidence of employers actively reaching out to attract foreign workers. For example, the NHS ran a recruitment drive in order to encourage skilled non-British nationals to join the UK health service. A case study from the NHS South West region highlighted a recruitment drive focused on hiring Polish dentists, starting in 2005.⁶⁸ The NHS South West region reported this as a positive experience in order to fill vacancies within the NHS.⁶⁹ News reports show that this is not a unique case and that migrants are often specifically targeted to fill vacancies within the health service. For example, a regional newspaper reported in December 2014 that 6,000 nurses had been recruited from abroad while approximately 3,700 nurses arrived from Spain, Portugal and the Philippines in the 12 months before the news article was written (without further information on the exact breakdown of this figure across the countries).⁷⁰ A local Leeds

⁶⁸ NHS Employers (2009) "Polish Dentist recruitment initiative," Nhsemployers.org, 30 January.

⁶⁹ Ibid.

⁷⁰ Streatham Guardian (2014) "Call to ministers on nurse training," *Streatham Guardian*, 17 December.

newspaper noted that up to 500 non-national nurses were hired mostly from Spain and Portugal in hospitals across Yorkshire.⁷¹ This, however, is not a new phenomenon. A news article from 2000 shows that the NHS had previously made an agreement to recruit up to 5,000 nurses from Spain, in order to make up the shortage of nurses in England.⁷²

Finally, some of our interviewees,⁷³ including those from migrant community groups, highlighted that the UK's relatively low unemployment rate, higher salaries comparative to migrants' home countries, and potential remittances, all presented opportunities for migrant EU workers.

Registration

When arriving in the UK and wanting to be employed, EU migrants need to be allocated a National Insurance Number (NINo). As noted in Section 3.2, there has been a noticeable increase in the number of NINo registrations by EU migrants from around 2004.

Apart from NINo registration, migrants, like everyone else, have to register with a City Council for council tax purposes. EU migrants are also eligible to vote in local and European elections when they sign up to the electoral register.

According to survey results, 70.0 per cent (70) of respondents (N=100) have signed up to the electoral register in Leeds.

EU migrants are also required to register with Leeds City Council for council tax purposes, in a similar way to any other resident in Leeds. It is worth noting that registration with a local council for council tax purposes is compulsory in the UK. Nearly 80 per cent (90) of survey respondents (N=113) declared that they are registered. The vast majority (84.3 per cent, 75 respondents, N=89) completed their registration within 1–2 weeks. An additional 7.9 per cent (7) of respondents registered within 3–4 weeks. In total, over 92 per cent of respondents registered for council tax purposes did so within the first month of coming to Leeds. Among those respondents who did not register, just over half did not register (12 respondents, N=23) because they did not know how to or whether they should. An additional 20.8 per cent (5) of respondents did not register for privacy reasons; however, these underlying reasons were not discussed in more detail.

The majority of respondents (79.3 per cent, 65 respondents) did not report difficulties when registering for council tax purposes. A small proportion indicated that they had to spend a lot of time finding relevant information or that they have experienced difficulties related to language barriers or not being from the UK.

Table 4.3 Difficulties experienced by respondents when registering with Leeds City Council for council tax purposes

Did you ever find yourself in one or more of the following circumstances when registering with Leeds City Council for council tax purposes?	Count	% of total respondents
I had to spend a lot of time in finding information on the procedures	7	8.5%
I was not able to express myself to the staff due to language	4	4.9%

⁷¹ Leeds News (n.d.) "Warning over reliance on foreign recruits as NHS temporary staff costs soar," *Leeds News*.

⁷² Carvel, J. (2000) "NHS gets 5,000 Spanish nurses," *Guardian*, 6 November.

⁷³ Three interviewees: A1, A4, D5.

Did you ever find yourself in one or more of the following circumstances when registering with Leeds City Council for council tax purposes?	Count	% of total respondents
barriers		
I felt that I was treated in a different manner by the staff because I was not from the UK	4	4.9%
The registration was delayed or denied because I did not have the right papers with me	2	2.4%
I was asked to pay an amount of money that I was not prepared to pay	3	3.7%
Any other difficult circumstance	2	2.4%
None of the above	65	79.3%
Number of responses	87	
Number of respondents	82	100%

Source: Own survey data, N=82.

Note: This was a multiselect question and multiple answers were possible, thus categories are not mutually exclusive.

The survey results also show that the majority of respondents (74.8 per cent, 77 respondents) did not find any support services when registering for council tax purposes. Only a small proportion of respondents used information posters or leaflets, and websites in their own language or other languages that they understand.

Table 4.4 Support services facilitating registration with Leeds City Council for council tax purposes

Did you ever find the following support services to facilitate you when dealing with Leeds City council for council tax purpose?	Count	% of total respondents
Information posters or leaflets in your own language or another language that you understand different from English	17	16.5%
Website with explanations of the procedures to register with the municipality in your own language or another language that you understand different from English	9	8.7%
Interpreters/cultural mediators in your own language or another language that you understand different from English	6	5.8%
Other support services	3	2.9%
None of the above	77	74.8%
Number of answers given	112	
Number of respondents	103	100%

Source: Own survey data, N=103.

A study by Cook et al. found that employers helped EU migrant workers establish themselves in the UK after their arrival. For instance, workers received administrative support to register with the Workers Registration Scheme (which operated between 2004 and 2009). Some employers also set up support systems for helping employees with the financial services, e.g. establishing bank accounts.⁷⁴

⁷⁴ Cook et al. (2008), op. cit.

The rapid and unexpected arrival of large numbers of migrants to the UK⁷⁵ has been identified by interviewees representing all four groups (employment sector, local authorities, civil society and academia)⁷⁶ as one of the greatest challenges for local service providers and local communities. One interviewee representing local authorities⁷⁷ said that the Leeds administration was simply unprepared for the sheer number of migrants who arrived from accession countries after 2004, although immigration from European countries is not a new phenomenon (see Section 3.2).

A number of interviewees⁷⁸ highlighted that this influx of migrants also coincided with austerity measures taken by the government that further increased the pressure on the provision of services. We signal these issues here and will explore them in more detail in the following sections.

Language skills as key to integration

Learning English

As summarised by Long et al., “apart from work, learning English is the most important reason for (...) migrants coming to the UK. In practice the two are interrelated as work is the main route to improving their English rather than formal classes” (p. 19). Although migrants think that they can manage at work, poor English skills mean that they often feel inhibited socially.⁷⁹ This point is backed up by other studies which claim that, overall, migrants are keen to learn English⁸⁰ and discover new cultures.⁸¹

Previous studies have found that migrant workers are well aware of the importance of knowing English.⁸² In order to improve their communication skills as well as opportunities in the labour market, they often enrol in some form of English classes. These classes were organised by local providers (e.g. Leeds City College),⁸³ as well as by employers, trade unions and others (e.g. church organisations). Interviewees cited in studies by Cook et al. and Spencer et al. expressed that they were trying to improve their English skills, which they believed would facilitate getting better jobs.⁸⁴ On the other hand, respondents in the Cook et al. study reported that English courses were often offered at inappropriate times for shift workers working long hours. In addition, the study also found that when English classes were offered by employers during normal working hours, some were reluctant to attend these courses because of the negative consequences on their take-home pay. Furthermore, as noted by the same authors, one employer stopped offering English courses to workers as the improved language skills were increasing the

⁷⁵ Compare inter alia with Dustmann, C., Casanova, M., Preston, I., Fertig, M., & Schmidt, C. M. (2003) “The Impact of EU Enlargement on Migration Flows,” Home Office Online Report 25/03, Immigration and Nationality Directorate of the UK, Home Office, London.

⁷⁶ Six interviewees: A1, A4, B2, B4, C1, D3.

⁷⁷ One interviewee: B4.

⁷⁸ Five interviewees: A1, B3, C1, D3, D4.

⁷⁹ Long, J., Hylton, K., Lewis, H., Ratna, A., & Spracklen, K. (2011) Space for inclusion? *The construction of sport and leisure spaces as places for migrant communities*, Community and Inclusion in Leisure Research and Sport Development, Leisure Studies Association.

⁸⁰ Pollard et al. (2008), op. cit.; Roberts-Thomson, T., (2007) “Report on European Union A8 Migrant Workers in Leicester,” Community Cohesion Project Team, Leicester City Council. As of 1 April 2015: <http://www.publicspirit.org.uk/assets/Roberts-ThomsonEUMigrantWorkersinLeicester.pdf>

⁸¹ Pollard et al. (2008), op. cit.

⁸² Compare inter alia with Pollard et al. (2008), op. cit.; Cook et al. (2008), op. cit.

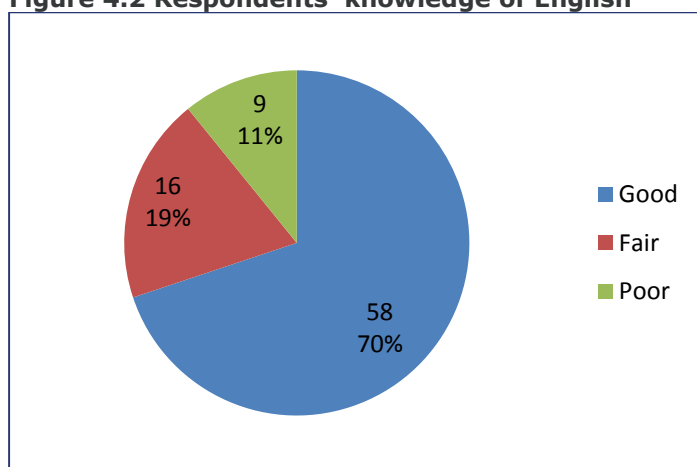
⁸³ See, as of 1 April 2015: <http://www.leedscitycollege.ac.uk/the-college/facts-statistics/>

⁸⁴ Cook et al. (2008), op. cit.; Spencer, S., Ruhs, M., Anderson, B., & Rogaly, B. (2007) *Migrants' lives beyond the workplace: the experiences of Central and Eastern Europeans in the UK*, Joseph Rowntree Foundation.

attractiveness of the workers in the labour market and helping them to obtain better jobs (and thus leave for another employer).⁸⁵

However, this suggestion is not entirely supported by our survey results, which show that the majority of respondents claim to know English well (see Figure 4.2).⁸⁶ At the same time, over half of respondents (51.2 per cent, 44 respondents) declared that they have never attended any English courses in the UK. This may suggest that EU migrants have undertaken some English classes in their home countries prior to coming to the UK. Only a small proportion of respondents (23.3 per cent, 20) reported that they had attended an English course after arriving in the UK (with a financial contribution from their employers).

Figure 4.2 Respondents' knowledge of English



Source: Own survey data, N=83. Question: How would you rate your knowledge of English?

Table 4.5 Knowledge of English and attendance in English courses

		How would you rate your knowledge of English?			
		Good	Fair	Poor	Total
Have you ever attended a course to learn English after arriving in the UK?	Yes, and the municipality or another government agency paid for it, totally or in part	10 (16.4%)	4 (25.0%)	1 (11.1%)	15 (17.4%)
	Yes, and my employer paid for it, totally or in part	4 (6.6%)			
	Yes, and I paid for it myself completely	14 (23.0%)	4 (25.0%)	2 (22.2%)	20 (23.3%)
	No	30 (49.2%)	4 (50.0%)	6 (66.7%)	44 (51.2%)
	Other	3 (4.9%)			3 (3.5%)
	Total	61	16	9	86

Source: Own survey data, N=86. Questions: How would you rate your knowledge of English? Have you ever attended a course to learn English since arriving in the UK?

⁸⁵ Cook et al. (2008), op. cit.; Cook et. al. (2010), op. cit.

⁸⁶ As explained in Annex 3, the survey questionnaire was opened 420 times in total, with the English version opened 250 times, the German version opened twice, the Polish version opened 134 times, and the Lithuanian version opened 34 times.

The survey responses to these questions need to be considered with caution because of the potential selection bias – the survey might have been taken by migrant workers with a better command of English than the general migrant population (although the questionnaire was also available in German, Lithuanian and Polish).

In fact, an insufficient level of English among arriving migrants was one of the main issues identified by nearly all interviewees as a challenge to the social and economic inclusion of migrant EU workers, in particular those with low skills and qualifications.⁸⁷ This was considered to be a factor affecting a number of areas, including job searches, professional development (workers perform jobs and tasks below their skills and competencies), access to local services, and migrants' participation in the local community. As such, the language barrier could lead to social isolation. In response to this challenge, several initiatives have been undertaken by various actors (local authorities, further education colleges, employers, trade unions) related to the provision of English courses to increase language competencies of migrant workers (for more detail see the policies section below).

One interviewee representing trade unions⁸⁸ expressed concern that employers may not consider English language learning as an important and required skill. According to this interviewee, employers do not consider language skills as skills that increase productivity or improve integration among workers. Instead, according to the same trade union interviewee, provision of courses is reportedly often viewed by employers as taking up valuable working time. Yet, according to the interviewee, a lack of English or poor English could lead to workplace conflicts: poor English is not an issue for employers at the start of an employment contract, but it can become an issue when problems arise at a later stage. In such situations, the same interviewee argued, "employers tend to forget that they employed workers with poor English, and are demanding that workers 'overnight' have a good command of English."⁸⁹ From a trade union perspective, offering free English courses was viewed as a tool to attract workers to join a trade union.⁹⁰

Availability of interpretation and translation services

A study by Cook et al. reported that the arrival of EU migrants in Leeds increased demand on service providers for interpretation and translation services, and that this had an impact on local authorities' staff time and budgets.⁹¹ In this context the decision of the UK government to abolish routine access to interpretation services and to test spoken English among jobseekers arriving in the UK affected those with poor English.⁹²

The issue of interpretation was brought to our attention by some of the stakeholders we consulted. One interviewee⁹³ representing a civil society organisation thought that, besides providing some budget savings, this decision aimed to reduce the "pull factors" for migrants (one of which was language provision) and shift the responsibility for improving their language skills from the government to employers (and migrants themselves).

⁸⁷ Ten interviewees: A2, A3, A4, B1, B3, B4, C2, C3, C5, D5.

⁸⁸ One interviewee: A3.

⁸⁹ One interviewee: A3.

⁹⁰ One interviewee: A4.

⁹¹ Cook et al. (2008), op. cit.

⁹² If language is found to be a barrier to looking for work, jobseekers will be expected to improve their language skills. See, as of 1 April 2015: <https://www.gov.uk/government/news/further-curbs-to-migrant-access-to-benefits-announced>.

⁹³ One interviewee: D4.

This issue was also discussed in one of the focus groups. One participant at the migrant focus group (a health worker and trained interpreter) explained the practicalities of the provision of interpretation services in Leeds. In this participant's view, there is a gap in qualified health interpreters and as a result patients are missing out on health services (e.g. because of reduced access to services and reduced quality of care). For instance, family members are no longer allowed to interpret in the medical context. If a patient needs an interpreter, this has to be arranged at the time of booking of a medical appointment, and the interpretation service is delivered by phone. However, the quality of this interpretation service is called into question by our focus group participant. For instance, according to this participant, interpreters are often not familiar with medical terminology and sometimes disconnect the line because they are unable to interpret to a sufficient standard. Focus group participants also noted that these interpreting services were previously delivered by public organisations, whereas now they are being outsourced to private contractors.

4.2 Getting a job, starting a business, developing professionally

Here we describe facilitators and barriers that migrants experience in entering the labour market. We then follow them in the workplace to understand the sectors and conditions they work in, as well as the opportunities they have to develop professionally. We conclude by shedding some light on the nature of relationships between local and migrant workers.

Entering the labour market

Filling job shortages through employment agencies

According to Cook et al., the majority of newly arrived migrants are economic migrants moving with a desire to access the labour market.⁹⁴ However, as the authors conclude, new migrants are not directly competing for jobs with established communities in Leeds, but rather filling labour shortages in particular employment sectors. This was confirmed by a number of interviewees, who said that migrants take up jobs that are not attractive to local inhabitants.⁹⁵

Cook et al. report that many EU migrants start working through employment agencies, becoming permanent employees after a few weeks.⁹⁶ Cook et al. found that some employers examined in their study were recruiting EU migrants via adverts while others were recruiting through word-of-mouth. They also found evidence showing that some migrant EU workers remain working for an employment agency for prolonged periods of time (up to 2 years).⁹⁷

Nearly 84 per cent (62) of our online survey respondents found their jobs after arriving in the UK and only 16.2 per cent (12) of respondents before coming to the UK (N=74). The most popular way to find work was through an interim agency or a private employment service (e.g. private employment agency). Many respondents (25.8 per cent, 16 respondents) also reported that they found jobs through relatives / friends / acquaintances. This corresponds with the finding on the main reasons for moving to

⁹⁴ Cook et al. (2010), op. cit.

⁹⁵ Three interviewees: A1, A4, C1.

⁹⁶ Cook et al. (2008), op. cit.

⁹⁷ Cook et al. (2008), op. cit.

Leeds, with nearly a fifth of respondents saying that they moved to this city because there were already a large number of people there from their countries.

Table 4.6 Finding a job in the UK

		When did you find your current (last) job?		
		Before coming to the UK	After arriving in the UK	Total
How did you find your current/last job?	Through relatives/friends/acquaintances	5 (41.6%)	16 (25.8%)	21
	Through the public employment service (such as JobCentrePlus in the UK)		1 (1.6%)	1
	Through an interim agency or a private employment service (e.g. private employment agency)	4 (33.3%)	19 (30.6%)	23
	Via the EURES website or EURES advisor			0
	Via the website of the company		6 (9.6%)	6
	Via an online job search portal (e.g. Monster.co.uk) or another website	1 (1.6%)	9 (14.5%)	10
	Through replying to a job advertisement in a newspaper	1 (1.6%)	3 (4.8%)	4
	I was posted here by my employer		1 (1.6%)	1
	Other	1 (1.6%)	7 (11.2%)	8
	Total	12	62	74

Source: Own survey data, N=74. Questions: How did you find your current/last job? When did you find your current (last) job?

Language and IT skills as hurdles

As explained above, language is an underlying factor that affects the successful integration of migrants in a number of areas – including the labour market. Unsurprisingly, the issue of language skills was brought up in the interviews. A number of interviewees⁹⁸ pointed to poor communication and language skills as a barrier for migrants (especially low-skilled migrants) in their interactions with employment agencies – as a result, the job search was often facilitated by their compatriots.

According to some interviewees, IT literacy was another barrier in the process of looking for a job, as it was considered “a requirement for job-seeking”.⁹⁹ They also pointed to some cultural (or customary) differences in the way people look for a job in the UK, as opposed to other EU countries. While these variances might not be substantial (and they refer to writing an application and taking part in an interview), they could make a difference in the highly competitive process of getting a job. On the other hand, our

⁹⁸ Three interviewees: A3, B2, C5.

⁹⁹ Two interviewees: A3, C6.

interviewees pointed to a number of initiatives and opportunities created for migrants to support them in getting a job (we outline these policies in Section 5).

Concentration of migrant workers in a limited number of sectors

Research by Cook et al.,¹⁰⁰ Fitzgerald¹⁰¹ and Pollard et al.¹⁰² conducted in the years after the post-2004 wave of migration, found that initially EU-8 migrants were mostly working in sectors such as agriculture, construction, food processing, horticulture, manufacturing, packaging and printing and were entering the financial sector.

According to our online survey results, respondents are today working in the services sector (23.3 per cent, 21 respondents), education (12.2 per cent, 11 respondents) and manufacturing (11.1 per cent, 10 respondents).

Table 4.7 Employment sectors of survey respondents

What sector do you work for/did you work for in your last job?	Count	% Total
Agriculture, forestry and fishing	3	3.3 %
Manufacturing	10	11.1 %
Water supply, sewerage, waste management and remediation activities	2	2.2 %
Construction	4	4.4 %
Wholesale and retail trade; repair of motor vehicles and motorcycles	6	6.7 %
Accommodation and food service activities	5	5.6 %
Transportation and storage	7	7.8 %
Information and communication	4	4.4 %
Financial and insurance activities	3	3.3 %
Real estate activities	1	1.1 %
Professional, scientific and technical activities	2	2.2 %
Administrative and support service activities	1	1.1 %
Public administration and defence; compulsory social security	2	2.2 %
Education	11	12.2 %
Human health and social work activities	5	5.6 %
Arts, entertainment and recreation	3	3.3 %
Other service activities	21	23.3 %
Number of respondents	90	100.0 %

Source: Own survey data, N=90.

Note: Comparison with census was not feasible as census data do not disaggregate employment sector data for migration status.

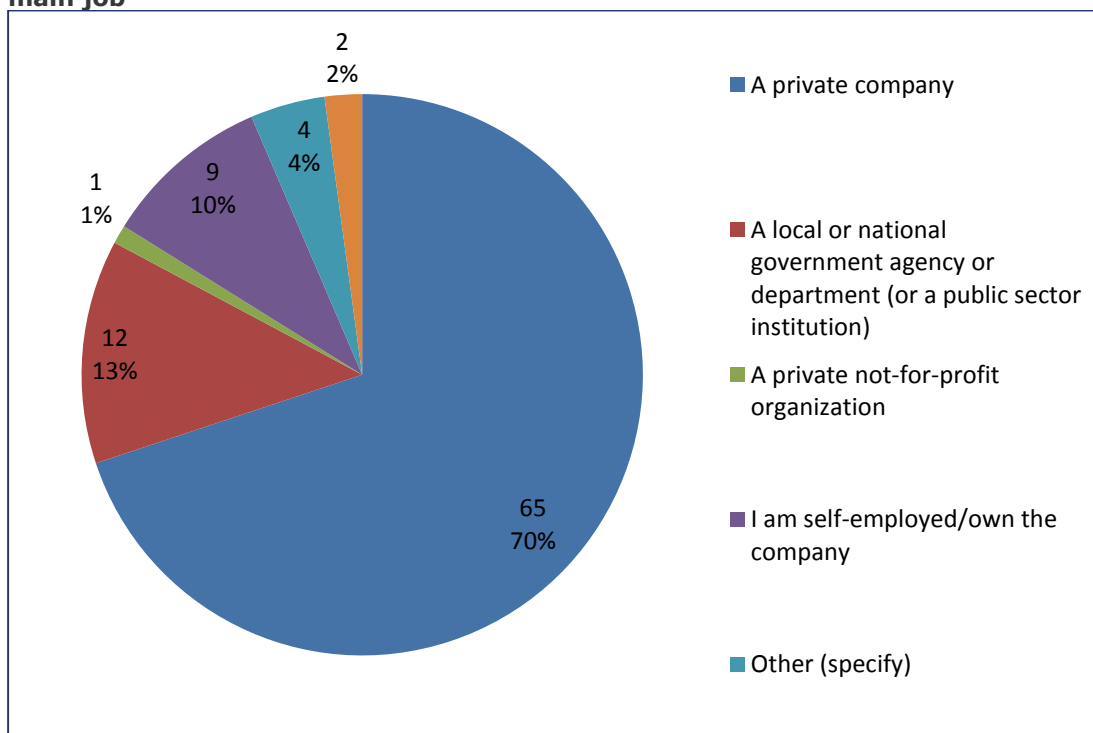
The majority of respondents (69.9 per cent, 65 respondents) work for a private company. A considerable proportion work for a local or national government agency or department or they are self-employed. Only 5.4 per cent (4) of respondents work for an employer / company from their home country (N=74).

¹⁰⁰ Cook et al. (2008), op. cit.; Cook et al. (2012), op. cit.

¹⁰¹ Fitzgerald (2009), op. cit.

¹⁰² Pollard et al. (2008), op. cit.

Figure 4.3 Type of organisation respondents currently work for / worked for in their last main job



Source: Own survey data, N=93. Question: What type of organisation do you currently work for/did you work for in your last main job?

Working conditions

Impact of migrant EU workers on working conditions

Cook et al.¹⁰³ found that migrants from A10 countries were often working alongside their fellow nationals, in particular in manual jobs and/or when working less sociable hours such as night shifts. They also found that migrants from 2004 accession countries perceived themselves to be "hard workers", and this view was also shared by employers. In addition, employers explained that migrant EU workers were "an increasingly important core resource that contributed in a positive way to local businesses and the development of the local economy" (p. 14). New migrant EU workers were taking up previously unfilled vacancies; therefore, as the authors concluded, they could not "be considered to be taking jobs away from local people" (p. 14).¹⁰⁴ This finding is consistent with the analysis of Spencer et al.¹⁰⁵ which shows that the majority of employers in the UK felt that European enlargement had a positive effect on businesses as migrant workers were doing jobs that UK workers were not prepared to take. On the other hand, Cook et al.¹⁰⁶ appear to contradict these findings. The authors report that there is a consensus among members of established communities that they are in direct competition with new migrants over jobs, in particular over low- and semi-skilled jobs. Local workers also linked their situation to employers' wider exploitation of migrant labour in order to reduce costs.

¹⁰³ Cook et al. (2008), op. cit.

¹⁰⁴ Ibid.

¹⁰⁵ Spencer et al. (2007), op. cit.

¹⁰⁶ Cook et al. (2012), op. cit.

Some interviewees¹⁰⁷ confirmed the findings relating to the poor working conditions of migrant EU workers and had also observed worsening working conditions: an increase in zero-hours contracts,¹⁰⁸ employers offering cash in hand, and some wage bargaining, although they did not substantiate this claim with specific evidence. Worsening working conditions and increased risks of exploitation, according to these interviewees, were mostly prevalent among self-employed workers in the construction and hospitality sectors, and affected both locals and migrants.

Taking jobs with poor working conditions

As reported in 2008 by Cook et al.,¹⁰⁹ some EU migrants were employed, at least initially in the early years after the 2004 accession, on contracts that contravened the Working Time Directive and Minimum Wage legislation. For instance, the authors found some evidence that employment agencies were not complying with legislation (e.g. paid breaks, holidays, redundancy notices). Cook et al. conclude that many migrant workers were aware that some agencies were acting illegally but “they felt that they were not in position to challenge them and so kept quiet” (p. 15).¹¹⁰ This finding was confirmed by one interviewee¹¹¹ in this study, representing a civil society organisation, who reported that migrants would initially take any job with any conditions because they wanted to establish themselves, but that they would also aim to move up to better jobs.

Over time, migrants become more aware of their rights and entitlements, as well as alternative working opportunities. Cook et al. reported that migrants with improved English skills were moving to better paid jobs with more favourable working conditions. The authors concluded that employers were aware of this situation but “were not unduly concerned as long as new migrants (from Europe or further afield) who were prepared to work long and hard for the minimum wage were available to replace them” (pp. 64–65).¹¹²

Some migrant EU workers (mostly Slovakian and migrant Roma workers) cited in Cook et al. also reported that there are “employment hierarchies [...] according to nationality” (p. 15), with employment agencies prioritising Polish workers. The authors, however, do not specify whether Polish workers were also favoured over UK workers. Some migrant EU workers also complained about the health and safety conditions in their workplaces.¹¹³

Job stability

In our survey migrant EU workers report that they enjoy relative job stability. For instance, nearly 92 per cent (68) of respondents declare that their employer regularly pays their National Insurance contributions (N=74). In addition, over three quarters of respondents (77.0 per cent, 57) report that they have contracts of indefinite duration, and an additional 8.1 per cent (6) of respondents have fixed-term contracts. Only a small share of respondents have temporary employment agency contracts (12.2 per cent, 9 respondents) or no contract (1.4 per cent, 1 respondent) (N=74).

¹⁰⁷ Two interviewees: A1, D2.

¹⁰⁸ A zero-hour contract allows the employer to vary the employee's working hours from full-time to “zero hours”.

¹⁰⁹ Cook et al. (2008), op. cit.

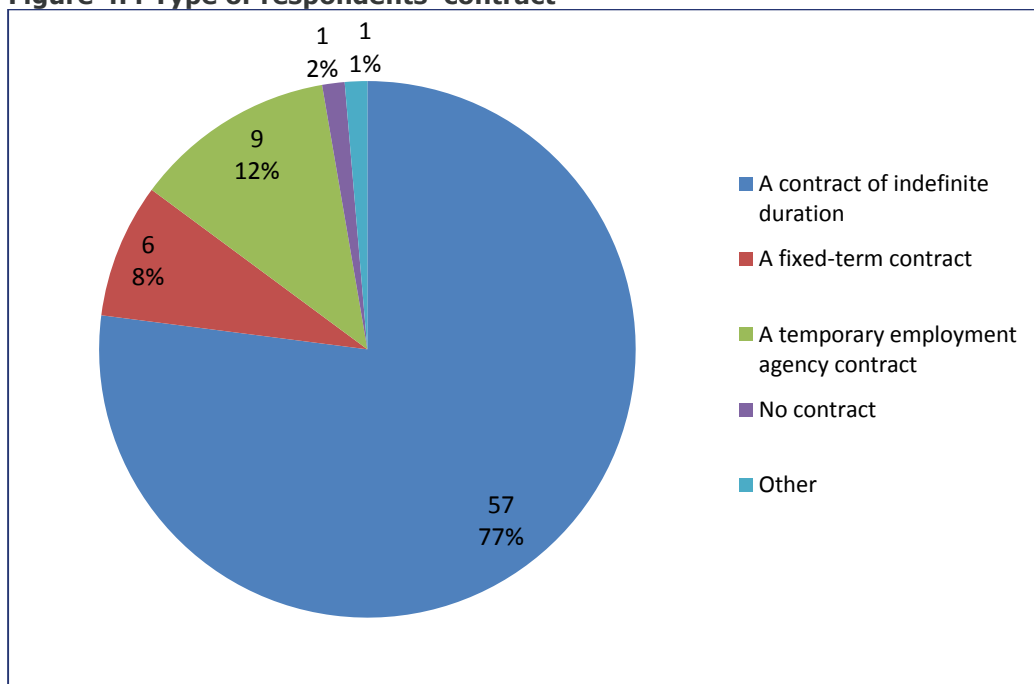
¹¹⁰ Ibid.

¹¹¹ One interviewee: C5.

¹¹² Cook et al. (2010), op. cit.

¹¹³ Cook et al. (2008), op. cit.; Cook et al. (2010), op. cit.

Figure 4.4 Type of respondents' contract



Source: Own survey data, N=74. Question: What kind of employment contract (written or oral) do you have/did you have for your main current/last job?

According to one trade union interviewee,¹¹⁴ at first migrant workers were afraid of losing their jobs and they felt insecure, but they have become more confident over time and are now more willing to raise workplace issues that concern them. Grievances were raised more often than in the early years after the 2004 accession. This might mean that migrants are more confident or that conditions have worsened, or both – based on the evidence at hand it is difficult to determine what the correct interpretation is. Yet, other trade union representatives expressed concerns that migrant workers were expected to work harder than local workers and that they were indeed prepared “to go the extra mile”.¹¹⁵

Developing professionally

Previous research shows that newly arrived migrants, in particular those from 2004 accession countries, were typically working full-time in low-skilled and semi-skilled occupations.¹¹⁶

Skills and the level of education among arriving migrants

Cook et al. found that a large proportion of migrant EU workers were overqualified for the jobs they were doing. However, they also found examples of migrant EU workers who have jobs matching their skills level. The authors concluded that the main determining factor is knowledge of English – in other words the highly qualified workers employed in jobs commensurate with their skills all spoke good English.¹¹⁷ Cook et al. show that migrants were well aware of the importance of English and that poor (or lack of) English was a significant barrier to them finding better employment. It was discovered that good

¹¹⁴ One interviewee: A4.

¹¹⁵ One interviewee: D2.

¹¹⁶ Cook et al. (2008), op. cit.

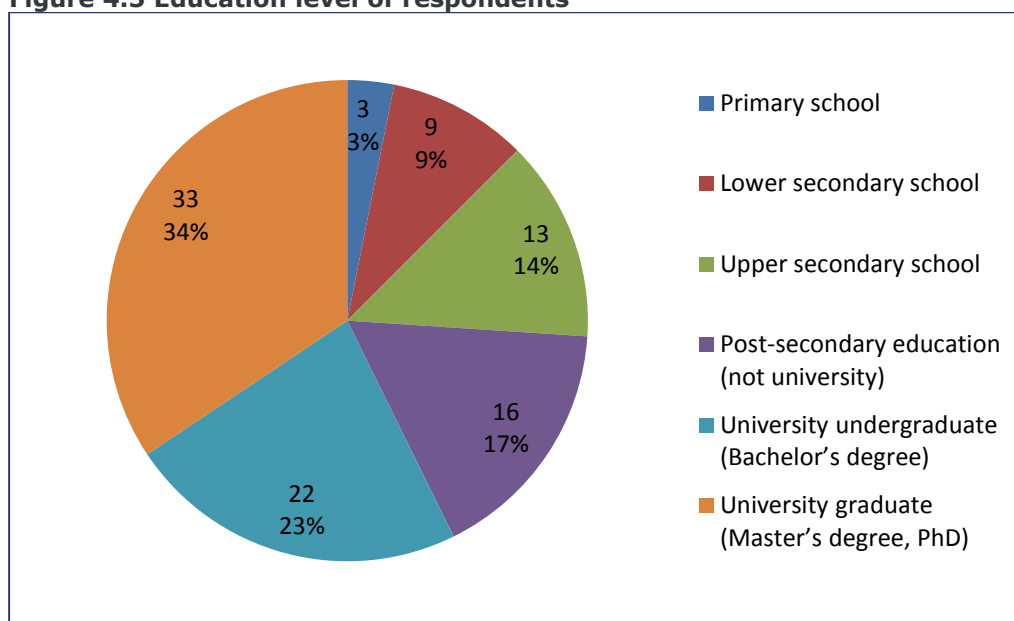
¹¹⁷ Ibid.

English language skills often led to migrants being internally promoted or being given more control over the type of work they did and the conditions that they worked under.¹¹⁸

A more recent study by Cook et al.¹¹⁹ found that British employers often did not recognise qualifications and work experience obtained in migrants' countries of origin. This factor, in turn, is often an obstacle for migrants' attempts to move into better jobs, in particular for highly skilled workers.¹²⁰

Some of these findings were confirmed in our survey research. For instance, our survey respondents were well-educated overall. Over 57 per cent of them (55) have a university-level degree (undergraduate or postgraduate) and nearly 88 per cent (84) have at least completed secondary school.

Figure 4.5 Education level of respondents



Source: Own survey data, N=96. Question: What is your highest completed level of education?

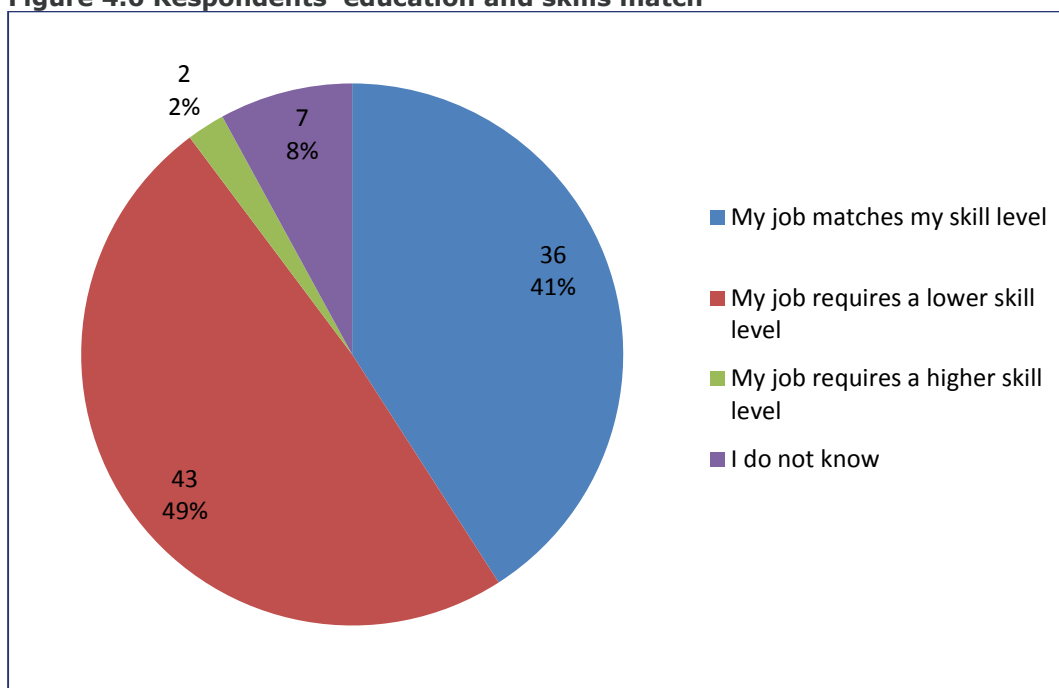
Despite these high educational qualifications, nearly half of respondents (48.9 per cent, 43) report that they are in jobs requiring a lower skill level. On the other hand, 40.9 per cent (36) of respondents report that their jobs match their skills level.

¹¹⁸ Cook et al. (2010), op. cit.

¹¹⁹ Cook et al. (2012), op. cit.

¹²⁰ Ibid.

Figure 4.6 Respondents' education and skills match



Source: Own survey data, N=88. Question: Do you think that your main current job/last job is/was commensurate with your skills?

Based on the survey results, we observe that over 44 per cent (19) of respondents with postgraduate degrees have jobs that require a lower skill level, compared with nearly 28 per cent (10) of respondents with postgraduate degrees with jobs matching their skills level (N=88).

In terms of matching the skills of migrant EU workers with their jobs in Leeds, many of our interviewees spoke about well-educated migrants initially taking up jobs below their skills and qualifications, or jobs that they are not trained for, but then being able to move up the ladder.^{121,122} Two interviewees illustrated this with the following examples:

- "One person was a carpet and cabinet maker and then got a job in an ice-cream factory and got promoted to be the person who programmed the machines."¹²³
- "Many Polish people might work as house cleaners. They might do this for a year or two until they are more established and can then return to their profession."¹²⁴

Training opportunities

Cook et al. found that employers provide professional development opportunities to migrant EU workers. More often than not, training provision focused on English language tuition, for instance by organising English classes and accommodating shift patterns to allow workers to attend these courses. Employers also translated training materials and other information for new employees. Other training opportunities included job-related training, such as basic operative skills training, and buddy schemes to support new

¹²¹ Four interviewees: C2, C6, D2, D3.

¹²² The relationship between jobs and skills levels of the indigenous population was not brought to our attention by interviewees. However, as shown in Figure 3.7, the employment profiles of UK workers broadly match their educational levels.

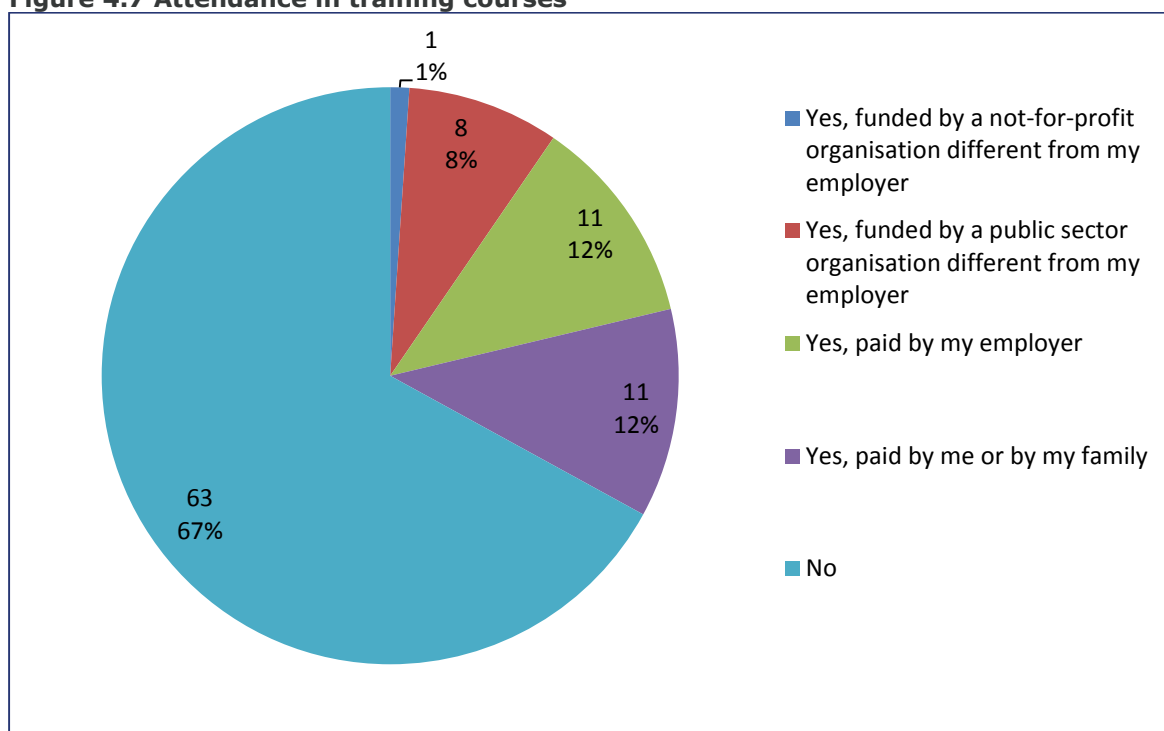
¹²³ One interviewee: D3.

¹²⁴ One interviewee: C2.

employees.¹²⁵ One trade union has recently completed the translation of a guide on issues affecting people at work into 19 different languages (according to one focus group participant representing trade unions).

Our survey results reveal that the majority (67.0 per cent, 63) of respondents did not attend any training courses that could improve their career prospects in the UK. Some 12 percent (11) of respondents who attended such courses paid for them themselves / with support from their family and the same share of respondents were sponsored by their employers. Nine per cent (9) of respondents attended courses funded by other sources.

Figure 4.7 Attendance in training courses



Source: Own survey data, N=89. Question: Since you have lived in the UK, have you ever attended a training course aimed at improving your ability to get a job, to start a business or to progress in your career in Leeds? (please select all answers that apply).

In analysing data from Table 4.8 below, we note that respondents who had participated in a training course are three times less likely to report that their job requires a lower skill level. Only 27.6 per cent (13) of respondents who took part in a training course state their job requires a lower skill level, compared with 72.3 per cent (34) of respondents that did not attend any training courses in the UK. However, the picture is more complex when looking at responses from respondents who attended a training course. A slightly higher share of respondents who are in jobs matching their skills did not participate in any training courses (56.7 per cent, 21 respondents) compared with those who attended a training course (43.2 per cent, 16 respondents). While these results suggest there might be a relationship between having a job that matches one's skill level and attending training, determining a causal relationship between the two variables is more difficult as those in good jobs might have better access to training.

¹²⁵ Cook et al. (2008), op. cit.

Table 4.8 Respondents' education and skills match, and attendance in training courses

	Attendance in a training course	
	Yes	No
My job matches my skill level	16 (43.2%)	21 (56.7%)
My job requires a lower skill level	13 (27.6%)	34 (72.3%)
My job requires a higher skill level	1 (50.0%)	1 (50.0%)
I do not know		6
Total	30	62

Source: Own survey data, N=89. Questions: Since you have lived in the UK, have you ever attended a training course aimed at improving your ability to get a job, to start a business or to progress in your career in Leeds? (please select all answers that apply). Do you think that your main current job/last job is/was commensurate with your skills?

Some additional evidence on training supported by employers and trade unions comes from our interviewees. After 2004 some British employers ran large-scale campaigns in Poland to recruit workers. One interviewee¹²⁶ from academia mentioned Tesco (a UK-wide retailer), First Group (a public transport company operating in the Yorkshire region), and two casinos in Leeds (Napoleon and Grosvenor). According to the interviewee, the job advertisements were for semi- and highly skilled positions but employers and recruitment agencies were often involved in arranging training in the workplace before starting the job (e.g. driving on the left-hand side of the road, customer service skills, etc.).

One trade union representative explained that they organised meetings with employers to discuss necessary changes in the context of rising migration, such as the need for signs and induction papers to be in the migrant's native language.¹²⁷ Some interviewees¹²⁸ also shared examples of information and training sessions aimed at their migrant members to introduce them to the pension system in the UK, to prepare them for how to deal with stress and conflicts in the workplace, health and safety, and more.

The use of formal training, sometimes facilitated by employers by granting days off or contributing to costs, was considered to be an opportunity, providing that the level of English among the migrant workers was sufficient to benefit from such courses.¹²⁹ Similarly, according to some interviewees, migrant EU workers benefited also from informal learning that was taking place at the workplace. This is well illustrated by the following view from a trade union representative: "There were opportunities for migrants to have a different working experience, experience different culture of work, different understanding of work efficiency: for Polish migrants [work efficiency] means working hard and long hours; for British it is related to strategic thinking, planning, communicating."¹³⁰

¹²⁶ One interviewee: D1.

¹²⁷ One interviewee: A4.

¹²⁸ Two interviewees: A3, A4.

¹²⁹ Two interviewees: A3, D1.

¹³⁰ One interviewee: A3.

Relationships between local and migrant EU workers

Do birds of a feather flock together?

Cook et al. report that relationships between local and migrant workers improve over time. For instance, they note examples of positive mixing, such as a policy of non-segregation implemented by one employer prohibiting the clustering of particular nationals around specific work tasks. On the other hand, the study also reported occurrences of prejudice from local workers to migrant workers, as expressed for instance by a spate of British National Party slogans that appeared in a staff toilet. The authors also noted that a reluctance to mix and integrate within the workplace can be observed among both local and migrant workers.¹³¹

Costs of working hard

It has been reported that employers appreciate the “work ethic” of migrant EU workers because it expresses itself in higher productivity levels and willingness to “go the extra mile” (p. 20). A 2008 report highlighted that between 2004 and 2008 migrant EU workers from A8 and A2 countries were working on average four hours per week more than the national average.¹³² As reported by some employers surveyed by Cook et al., migrants were initially giving “200 per cent of what the English people were giving”, but with time, they were beginning to be less efficient.¹³³

Quite a few stakeholders interviewed in our study described migrants as hard-working.¹³⁴ This was strongly emphasised by one trade union interviewee who said that: “A lot of problems arise as migrant workers try to prove that they are the best. They work as much as they can; show that they can achieve 160 per cent of targets. This is often because they earn a little bit more, if they achieve more than their targets. [...] When migrant workers show employers that they achieve more than agreed, targets are increased for all. This can provoke tensions. [...] Working excessively is a short-sighted strategy, you can work like this for 2-3 years but then workers realise that they experience some health problems, back pain etc., it leads to misunderstandings, and sometimes disciplinary procedures. The situation gets back to normal in time as migrant workers adjust to the working culture in Britain. But there is a constant inflow of new migrant workers who make the same mistakes.”¹³⁵

Community tensions due to perceived competition for jobs and services

The literature and interview data show that there are mixed views on the impact of EU migration on the local community and labour market. Some sources mostly show the positive aspects of EU migration, whereas others note that the arrival of migrant EU workers has increased job competition and worsened employment conditions in Leeds.

Research by Cook et al.¹³⁶ shows that local and established migrant communities in general show a positive approach towards newly arrived migrant EU workers. For instance, representatives from the West Indian group were sympathetic towards new migrants and articulated pride in their tolerance towards people from other countries. They also reported that rhetoric such as “migrants are stealing jobs from locals” is voiced more often by media than local workers on the ground. On the other hand, Cook et al. noted that representatives of the white UK-born local population, as well as Pakistani groups, expressed concerns that new migrant EU workers are willing to accept low-wage jobs. This may result in local workers being undercut in the labour market, as they are

¹³¹ Cook et al. (2008), op. cit.

¹³² Pollard et al. (2008), op. cit.

¹³³ Cook et al. (2008), op. cit.

¹³⁴ Four interviewees: A1, A3, B3, D2.

¹³⁵ Interview A3.

¹³⁶ Cook et al. (2008), op. cit.

not able to accept such low wages. As a consequence, this can lead to increased job competition and a loss of local employment opportunities.¹³⁷

A similar conclusion was reached by some of our interviewees,¹³⁸ who thought that tensions arise due to perceived pressures on the labour market and competition for jobs. They argued that local workers may believe that employers prefer migrant workers as they expect them to be more committed, and willing to work harder and longer hours than locals. This belief was expressed particularly in relation to the hospitality and construction sectors. A local authority interviewee also observed that wages were going down in real terms.¹³⁹ However, as expressed by one academic interviewee,¹⁴⁰ despite the reported perceptions above, several recent studies on the impact of migration on local workers have reported no negative impact (e.g. on wages or in terms of migrants receiving social benefits or living in social housing).¹⁴¹ Such views about the absence of negative impact of migration on local workers were also emphasised by a trade union representative and by other academics.¹⁴²

In their most recent study from 2012, Cook et al.¹⁴³ argue that the idea that work opportunities have been adversely affected by the arrival of new migrants is mostly expressed by members of established communities who live alongside EU-8 migrants. The authors state that "the perceptions and reactions of established communities are best understood in terms of 'defensive' and 'proactive' citizenship engagement [...]. As A-8 migrants¹⁴⁴ proactively engage with their newly acquired EU citizenship among established communities who often perceive newly arrived A-8 migrants as being in direct competition with themselves for certain local jobs and welfare resources" (p. 331). Based on their research, Cook et al.¹⁴⁵ and Andrews et al.¹⁴⁶ suggest that migration from EU-8 countries may have had a negative impact on the job opportunities and services available to established host communities.

4.3 Accessing local services

Below we highlight implications of the influx of migrant EU workers on local services. We look into opportunities and resources necessary for migrants to participate in the social life of the local community, including access to affordable accommodation. We also consider issues related to neighbourhood safety and security, which are potentially affected by a large number of migrants settling in certain areas. We then focus on schooling, access to social benefits, healthcare and other locally provided services.

¹³⁷ Ibid.

¹³⁸ Three interviewees: A1, A4, B3.

¹³⁹ One interviewee: B3.

¹⁴⁰ One interviewee: D4.

¹⁴¹ Compared inter alia with Dustmann & Frattini (2013), op. cit. According to this study, EEA immigrants have made a positive fiscal contribution, even during periods when the UK was running budget deficits. This positive contribution was particularly noticeable for more recent immigrants who arrived after 2000, especially from EEA countries.

¹⁴² Two interviewees: A3, D2.

¹⁴³ Cook et al. (2012), op. cit.

¹⁴⁴ In the British context, EU-8 migrants are called Accession 8 (A8) migrants.

¹⁴⁵ Cook et al. (2012), op. cit.

¹⁴⁶ Andrews, R., Boyne, G. A., Meier, K. J., O'Toole, L. J., & Walker, R. M. (2009) "EU accession and public service and performance," *Policy and Politics* 37(1), 451-75, cited in Cook et al. (2012), op. cit.

Increased demand for services and pressure to maintain the standards

Andrews et al.¹⁴⁷ analysed the quality of English local authorities' delivery of public services and showed that "A8 worker migration is significantly associated with worse service performance and citizen satisfaction". The authors argue that the sudden and large influx of new migrants meant local authorities were faced with greater demands in terms of service quantity and variety, leading to difficulties in maintaining service standards. This increasing need for services from migrants happened at the time of budget cuts and limited resources, leading to tensions between local and migrant communities.

Perceptions and realities in accessing local services

As noticed by a service provider in the Cook et al. study, there is "a yawning gap between people's perceptions and reality", often "fuelled by the media" (p. 26). Cook et al. called it a "defensive citizenship engagement", a term used by Ellison.¹⁴⁸ Cook et al. argue that, with the local community facing economic, social and political change, "defensive engagement routinely occurs when certain citizens are looking to preserve or maintain their existing entitlements and interests" (p. 338).¹⁴⁹ The authors reported the views of the local community, who said that they needed "to protect what they perceive to be a threat to *their* rights to local jobs and housing" (p.340). They justify it on the grounds of "social citizenship tied to a principle of reciprocity" (p. 341), meaning that claims for welfare are only justifiable when they are linked to prior contribution. This is based on the belief and fear that limited resources will diminish further if claims of newly arrived migrants are allowed. This, in turn, as summarised by the authors, "promotes a politics of mistrust and fear of others" (p. 343).

Housing in Leeds

Cook et al.¹⁵⁰ found that the majority of new EU migrants live in privately rented accommodation. Some initially lived in housing provided by the employment agencies / employers that offered them jobs in the UK. They also found that a relatively small proportion were housed in social housing / council accommodation.¹⁵¹ This could be due to the fact that newly arrived migrants were not entitled to social housing in the first 12 months of their stay in the UK, and did not satisfy the criteria for social housing. In addition, this could also be related to the general shortage of social housing and long waiting lists. Representatives of established local communities generally reported that the arrival of new migrants had increased housing costs due to extra demand for cheap accommodation and limited availability. Cook et al. conclude that in situations when the demand for housing routinely outstrips supply, this can lead to resentment between

¹⁴⁷ Ibid.

¹⁴⁸ Cook et al. (2012), op. cit.; Ellison, N. (2000) "Proactive and defensive engagement: social citizenship in a changing public sphere," *Sociological Research Online* 5(3).

¹⁴⁹ Cook et al. (2012), op. cit.

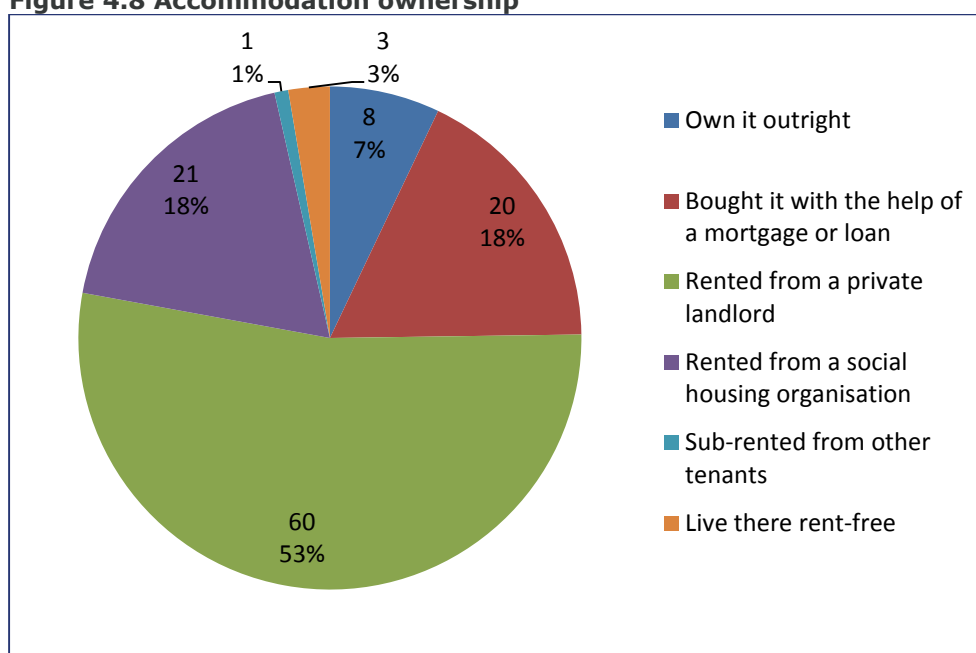
¹⁵⁰ Cook et al. (2008), op. cit.

¹⁵¹ Other studies also report that the majority of A8 migrants do not have sufficient priority housing needs to qualify for social housing. For instance, Robinson's (2007) analysis shows that less than 1 per cent of social rented lettings across England are allocated to A8 nationals. Other studies, such as Rutter and Latorre (2009) show that the majority of A8 migrants have problems accessing social housing due to limited eligibility, the general shortage of social housing stock and long waiting lists. See: Robinson, D. (2007) "European Union Accession state migrants in social housing in England", *People, Place and Policy Online*, 1: 3, 98-111; Rutter, J., Latorre, M. (2009), *Social Housing Allocation and Immigrant Communities*, Research Report 4, Manchester: Equalities and Human Rights Commission.

established communities and new migrants.¹⁵² They report that local community members hold perceptions that EU-8 migrants are given preferential treatment in respect to accessing social housing and allied support, possibly leading to resentment and intergroup tensions. Yet they did not find evidence that would support this claim about preferential treatment. The authors challenged the perception that new migrant groups are likely to be allocated social housing before more established residents.

Our survey results support the suggestion that the majority of EU migrants live in privately rented accommodation. Some 53 per cent (60) of respondents reported that they rent their accommodation from a private landlord; a quarter (24.7 per cent, 28) bought their house/apartment with the help of a mortgage or loan or own it outright; and 18.6 per cent (21) reported that they rent their accommodation from a social housing organisation.

Figure 4.8 Accommodation ownership



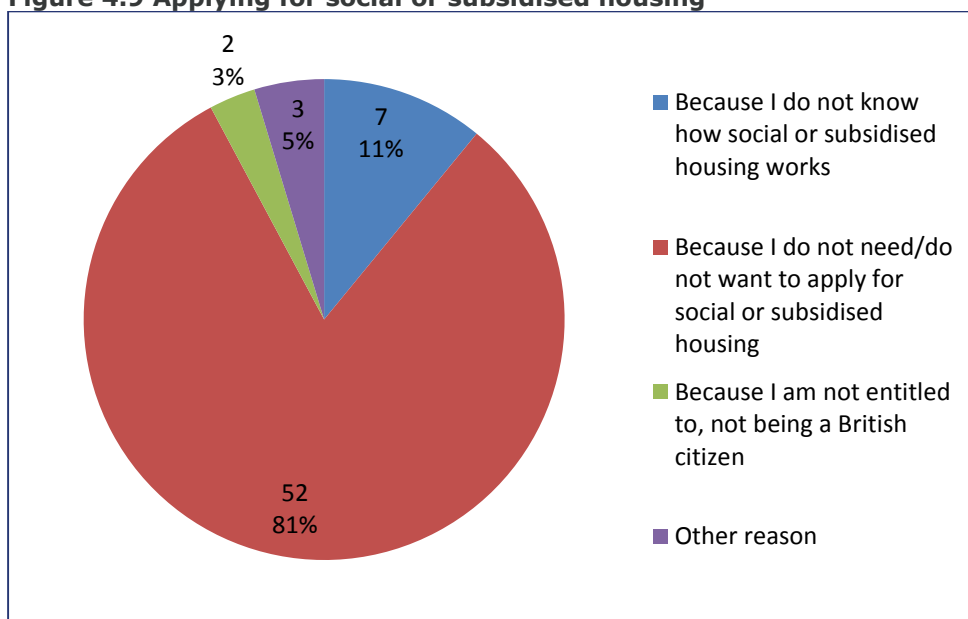
Source: Own survey data, N=113. Question: In which of the following ways do you occupy the accommodation you live in?

Asked whether they have ever applied for social or subsidised housing in Leeds, 27.1 per cent (23) of respondents reported that they had, and 72.9 per cent (62) that they had not (N=85). Among those who had not applied, the majority reported that they did not need to or they did not want to apply for social or subsidised housing. Only 11.3 per cent (7) of respondents had not applied because they did not know how social or subsidised housing works. A small number (2) of respondents thought that they were not entitled to social or subsidised housing because they are not British citizens.¹⁵³

¹⁵² Cook et al. (2008), op. cit.; Cook et al. (2012), op. cit.

¹⁵³ This belief is not factually correct. British citizenship is not a pre-requisite for entitlement to social or subsidised housing in the UK.

Figure 4.9 Applying for social or subsidised housing



Source: Own survey data, N=62. Question: You said that you have never applied for social or subsidised housing in Leeds (e.g. council house/flat, housing benefit, council tax rebate). Why?

Of all respondents (23) that have dealt with the social housing system in Leeds, 69.6 per cent (16) did not experience any difficulties. Four respondents felt that they were treated differently by the officers of the Leeds City Council Housing department or other agencies dealing with social housing in Leeds than British beneficiaries, because they are not from the UK. A small number of respondents (5) also reported other difficulties, such as language barriers and not having the right documents.

Of the 26 respondents who had interactions with the social housing system in Leeds, 60.9 per cent (14) did not use any support services. Others used information posters or leaflets in their own language (21.7 per cent, 5 respondents), websites in other languages (13 per cent, 3 respondents), or interpreters / cultural mediators (13 per cent, 3 respondents).

Assessing their housing situation in Leeds, 34.1 per cent (29) of respondents reported that they are more easily able to get quality affordable housing than they were in their own countries. The opposite view was shared by 18.8 per cent (16) of respondents, who said they are less easily able to get quality affordable housing than they were in their home country. Nearly half (47.1 per cent, 40 respondents) indicated that none of the answers was relevant for their situation or that they cannot say.

Table 4.9 Respondents view on quality affordable housing in Leeds

Would you say that in this city...	Count	% Total
... you were more easily able to get quality affordable housing than you were in your own country?	29	34.1 %
... you were less easily able to get quality affordable housing than you were in your country?	16	18.8 %
None of the above	19	22.4 %
Cannot say	21	24.7 %
Number of respondents	85	100.0 %

Source: Own survey data, N=85. Question: Would you say that in this city...

A number of interviewees¹⁵⁴ pointed to the level of rent for accommodation that might seem high and force migrants to share flats (or even beds in the case of people who work shifts).¹⁵⁵ Shared and often overcrowded accommodation was considered less suited for migrant families, affecting their privacy, health and well-being. Despite these disadvantages, there are often few alternatives to shared accommodation as access to social housing was reported to be a challenge.¹⁵⁶ In this context the government's decision to cut housing benefit for jobseekers from the European Economic Area from 1 April 2014 was considered by one interviewee to have worsened the situation for a number of migrant EU workers.¹⁵⁷

Two interviewees¹⁵⁸ from local services observed an increase in the number of residents among some migrant communities (including Polish, Slovak, Czech, Latvian and Lithuanian) as measured through housing and welfare requests. They also often saw many migrant families moving from one place to another and adding to the already dynamic community in Leeds.¹⁵⁹ Migrants were perceived by some interviewees as "free agents", moving wherever they could find a job, and therefore affecting local authorities that were unprepared to deal with pressures to deliver local services entailed by this mobility, such as housing.¹⁶⁰

While poor English was considered as a general barrier to the inclusion of migrant EU workers, one interviewee¹⁶¹ from local services explicitly presented it in the context of finding suitable accommodation, understanding the housing market, or simply dealing with their landlord or local services. However, the interviewee noted that sharing accommodation with other migrants might offer an opportunity to overcome language issues, with the help sought from flatmates who were more fluent in English.

A number of interviewees mentioned housing as an example of an issue where tensions could arise among a local community witnessing large or rapid changes in numbers or concentrations of migrants. Some suggested that these tensions may also arise from misconceptions, such that migrants have preferential access to social housing.¹⁶² Others suggested that many people do not see migration as an opportunity but rather as competition for services (including accommodation).

Local neighbourhood safety and security

Previous studies have highlighted that new migrant communities in the UK are more likely to be victims than perpetrators of anti-social behaviour and harassment.¹⁶³ In addition, the current legislative environment makes it hard to recognise and offer protection from racism against white Europeans.¹⁶⁴

Research by Cook et al. provides examples of racially motivated harassment experienced by EU migrants, in particular those of Roma origin with darker skin.¹⁶⁵

¹⁵⁴ Four interviewees: A1, B3, C3, C5.

¹⁵⁵ One interviewee: A1.

¹⁵⁶ One interviewee: A2.

¹⁵⁷ One interviewee: B3. See also (as of 1 April 2015): <http://www.nidirect.gov.uk/benefits-for-non-uk-nationals>

¹⁵⁸ Two interviewees: B1, B3.

¹⁵⁹ One interviewee: B3.

¹⁶⁰ Two interviewees: B4, D2.

¹⁶¹ One interviewee: C5.

¹⁶² One interviewee: B2; see also Migration Yorkshire (2014), op. cit.

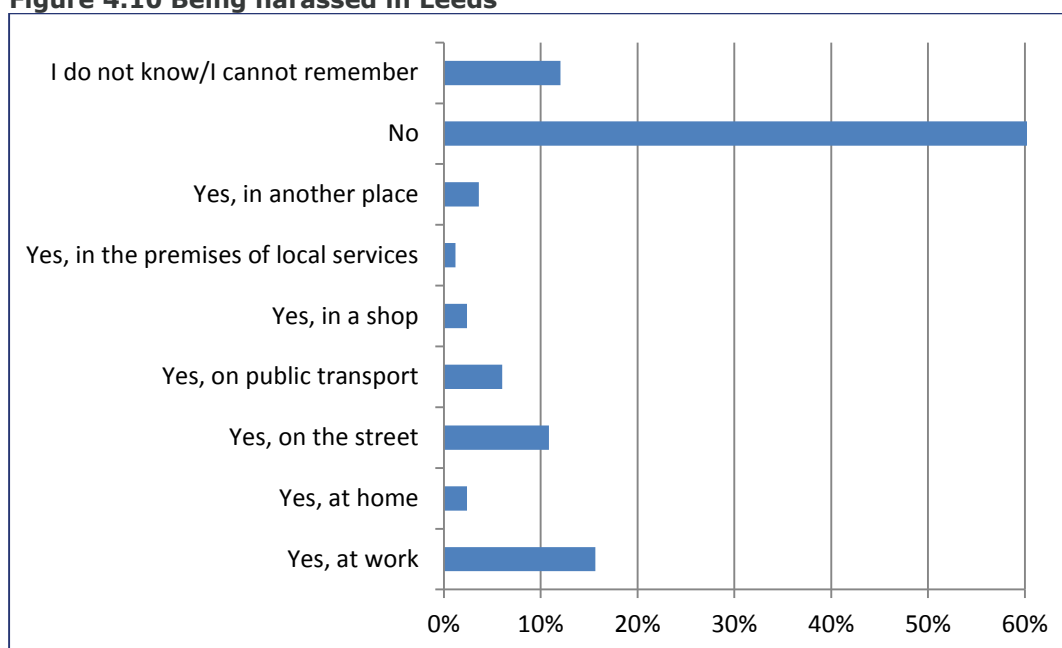
¹⁶³ Compare inter alia with Institute for Community Cohesion (2007) *New European migration: Good practice guide for local authorities*, Coventry, ICoCo.

¹⁶⁴ Cook et al. (2008), op. cit.

¹⁶⁵ Cook et al. (2012), op. cit.

Some 60 per cent of respondents reported that they have not experienced any harassment, and another 12 per cent of respondents do not know of or cannot remember such a situation. The remaining respondents reported that they have been personally harassed in Leeds in the last 12 months. This still forms a substantial share (28 per cent) of respondents. These harassment situations most often took place at work and on the street.

Figure 4.10 Being harassed in Leeds



Source: Own survey data, N=83. Total number of responses =93. Question: In the last 12 months, have you been personally harassed by someone or a group in a way that REALLY upset, offended or annoyed you? By "harassment" we mean unwanted and disturbing behaviour towards you that did not involve actual violence or the threat of violence. This could have happened at work, at home, on the street, on public transport, in a shop, in the premises of local services – or anywhere. Please take your time in answering. (please select all answers that apply).

Note: This was a multiselect question and multiple answers were possible, thus categories are not mutually exclusive.

Among harassed respondents answering the next question (23), nearly 74 per cent (17) of them thought that these incidents of harassment happened because of their immigrant background.

Table 4.10 Being harassed because of immigrant background

Do you think that any of these incidents happened partly or completely because of your immigrant background?	Count	% Total
Most of them	9	39.1%
Some of them	8	34.8%
None of them	2	8.7%
I do not know	4	17.4%
Number of respondents	23	100.0%

Source: Own survey data, N=23. Question: Do you think that any of these incidents happened partly or completely because of your immigrant background?

Two interviewees¹⁶⁶ mentioned hate crimes, but they thought it was difficult to judge whether there was a change (increase or decrease) in the numbers and whether the crimes could be attributed to the migrant or ethnic background of the victims. One interviewee¹⁶⁷ from a local authority specifically noted problems with reliable data, since not all victims would report the crimes and among those who did nationality would not always be recorded.

Another issue mentioned by five interviewees¹⁶⁸ was mistrust of public services, such as the police, among the migrant populations. The interviewees stated that migrants often arrived in the UK with particular perceptions of policing and public services based on experiences in their home countries, for example a mistrust of police.¹⁶⁹ According to these interviewees it may take time before migrants understand how and why to engage with police services. This was considered particularly relevant for the Roma community, which has been subject to much discrimination and prejudice in its home countries. According to one interviewee, the Roma community might feel unable report crimes as they might not be taken seriously.¹⁷⁰

According to some interviewees,¹⁷¹ the lack of trust among migrant groups was more challenging because of the language issue. The ability to communicate with migrants and gain their trust in terms of the willingness of authorities to help victims of crime was considered by the interviewees as critical, compelling police to respond to these needs.

Although a few interviewees¹⁷² from local authorities perceived an increase in petty crime, anti-social behaviours and traditional crimes (such as burglary, robbery and vehicle theft), this was based on a limited number of non-systematic observations. The interviewees also reported that human trafficking and exploitation of workers in the sex industry was of increasing pertinence, as in their experience many victims were young women from Eastern Europe.¹⁷³ Again, this perception was based on observations from two interviewees¹⁷⁴ rather than official figures, and ascribing human trafficking to migrants' arrival in Leeds has not been firmly established with robust data.

Education and childcare

Research by Cook et al.¹⁷⁵ has found that schools in Leeds, similar to those in other cities in the UK, have experienced large numbers of new arrivals since 2004. According to the authors, this has placed pressure on the education system as local education authorities and children's services attempted to quickly and efficiently provide school places for new migrants' children. Many of these children did not speak English and this increased demand for bilingual teaching assistants and other translation services when additional funding was limited. The authors also highlighted that an increased number of pupils

¹⁶⁶ Two interviewees: B4, C1.

¹⁶⁷ One interviewee: B4.

¹⁶⁸ Five interviewees: B1, B4, C1, C5, D5. This mistrust towards public service workers, such as policemen, was mentioned by these interviewees spontaneously. When prompted, interviewees noted several distinctions between newly arrived migrant EU workers and the local population in their conduct towards police forces. For instance, migrant EU workers were less likely than local community members to report crime.

¹⁶⁹ Four interviewees: B1, B4, C1, D5.

¹⁷⁰ One interviewee: B4.

¹⁷¹ Two interviewees: B1, B4.

¹⁷² Two interviewees: B1, B4.

¹⁷³ Three interviewees: B1, B2, B4.

¹⁷⁴ Two interviewees: B2, B4.

¹⁷⁵ Cook et al. (2008), op. cit.

applying for places in Catholic schools could possibly lead to resentment between established communities and newly arrived migrants.¹⁷⁶

According to survey results, only 36.7 per cent (43) of respondents have one or more children living with them in Leeds. Some 17.9 per cent (21) of respondents have one child and 16.2 per cent (19) of respondents have two children.

The large majority of respondents, 61.5 per cent (72), indicated they have no children (or at least none joining them in the future).

Table 4.11 Migrants' children

Do you have any dependent children aged under 18 living with you in Leeds?	Count	% Total
Yes, 1 child	21	17.9%
Yes, 2 children	19	16.2%
Yes, 3 children	2	1.7%
Yes, more than 3 children	1	0.9%
Not yet, but they are going to join me in the future	2	1.7%
No	72	61.5%
Number of respondents	117	100.0%

Source: Own survey data, N=117. Question: Do you have any dependent children aged under 18 living with you in Leeds?

Children of surveyed migrant EU workers are primarily in state (publically funded) schools where teaching is predominantly in English (61.3 per cent, 19 respondents), or in a pre-school facility for 3–4 year olds (19.4 per cent, 6 respondents). It is worth noting that children of 16.1 per cent (5) of respondents do not attend any education facilities in Leeds. This can be possibly explained by the young age of migrant children.

Table 4.12 Migrants' children attending schools or childcare centres in Leeds

Are your children attending any of the following schools or childcare centres?	Count	% Total
A public school with teaching predominantly in English	19	61.3%
A private school with teaching predominantly in English	1	3.2%
A private school with teaching predominantly in another language	1	3.2%
A pre-school facility (3–4 years)	6	19.4%
A childcare centre/nursery (0–3 years)	3	9.7%
None of the above	5	16.1%
Number of responses	35	
Number of respondents	31	

Source: Own survey data, N=31. Question: Are your children attending any of the following schools or childcare centres?

The majority (63.3 per cent, 21) of respondents have not experienced any difficulties dealing with the education and childcare system in Leeds. Some respondents (15.2 per cent, 5) felt that they were treated in a different manner by the school staff because they were not British; others had language difficulties or had to spend a lot of time finding information on educational services in Leeds.

¹⁷⁶ Ibid.

The vast majority (87.1 per cent, 27) of respondents did not us

Examining survey responses on education services in Leeds, nearly three quarters (74.2 per cent, 23) of respondents could not say or did not know whether their children are more or less easily able to access affordable quality education than in their home countries. Only 16.1 per cent (5) of respondents indicated that their children were more easily able to access education services than not, while the opposite view was expressed by 9.7 per cent (3) of respondents.

Table 4.13 Experiences of dealing with the education and childcare system in Leeds

In the last two years, did you ever find yourself at least once in one or more of the following circumstances when dealing with the school, pre-school, childcare centre or nursery of your children?	Count	% of total respondents
I had to spend a lot of time in finding information on the procedures to enrol my children to the school/preschool/childcare centre/nursery	2	6.1%
I was not able to express myself to the staff due to language barrier	3	9.1%
I felt that I was treated in a different manner by the school staff because I am not British	5	15.2%
I was requested to pay an amount of money that I was not prepared to pay	1	3.0%
Any other difficult circumstance	1	3.0%
None of the above	21	63.6%
Number of answers	33	
Number of respondents	31	100,0 %

Source: Own survey data, N=31. Question: In the last two years, did you ever find yourself at least once in one or more of the following circumstances when dealing with the school, pre-school, childcare centre or nursery of your children?

Note: This was a multiselect question and multiple answers were possible, thus categories are not mutually exclusive.

Table 4.14 Experiences of support services when dealing with the education and childcare system in Leeds

Did you ever find the following support services to facilitate you when dealing with the school, pre-school, or childcare centre or nursery of your children?	Count	% of total respondents
Information posters or leaflets in your own language or another language that you understand different from English	1	3.2%
Website with explanations of the procedures to register in your own language or another language that you understand different from English	1	3.2%
Other support services	3	9.7%
None of the above	27	87.1%
Number of answers	32	
Number of respondents	31	100%

Source: Own survey data, N=31. Question: Did you ever find the following support services to facilitate you when dealing with the school, pre-school, or childcare centre or nursery of your children?

Note: This was a multiselect question and multiple answers were possible, thus categories are not mutually exclusive.

Table 4.15 Respondents view on affordable quality education in Leeds

Would you say that by using the services in Leeds, you or your children...	Count	% Total
... were more easily able to access affordable quality education than you were in your country?	5	16.1%
... were less easily able to access affordable quality education than you were in your country?	3	9.7%
None of the above	6	19.4%
Cannot say	17	54.8%
Number of respondents	31	100.0%

Source: Own survey data, N=31. Question: Would you say that by using the services in Leeds, you or your children...

A number of interviewees reflected on education and childcare as opportunities and challenges for the inclusion of migrant EU workers in Leeds.¹⁷⁷ They acknowledged that access to and benefits from educational provision presented migrant EU workers and their children, particularly Roma communities, with prospects possibly better than in their home countries.

On the other hand, some interviewees¹⁷⁸ pointed out that the increased demand for schooling from migrant families might lead to tensions with local communities who could be concerned about how the high numbers of migrants in some schools might affect their own access to education and the quality of that education.

Social assistance and social protection

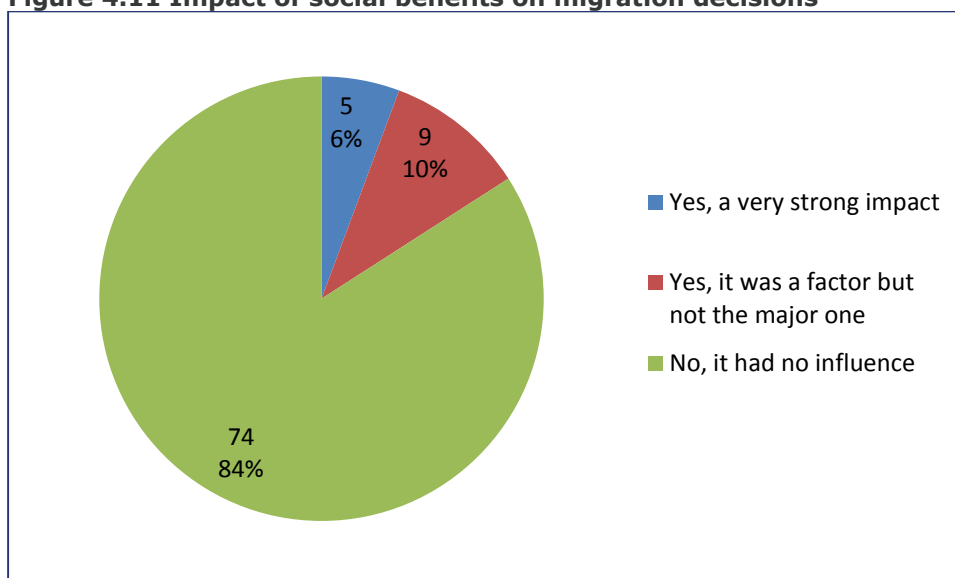
Access to social security benefits for migrant EU workers depends on the duration of their stay and how long they have worked in the UK. Even when migrants qualify to receive social assistance, they often face difficulties in getting access to it. For instance, as noted by Cook et al., job centre staff dealing with benefit claims appeared not to have a full understanding of EU migrants' entitlements and rights to social benefits. As a result, migrants are often asked to produce several documents before their cases are processed.

The majority (84.1 per cent, 74) of survey respondents reported that the availability and level of social services had no influence on their decisions to live in the UK. Only a very small proportion (5.7 per cent, 5) of respondents agreed that social benefits had a very strong impact on their migration decision, and an additional 10.2 per cent (9) of respondents reported that social benefits were a factor but not a major one.

¹⁷⁷ Four interviewees: B3, B4, C1, D4.

¹⁷⁸ Two interviewees: B4, C2.

Figure 4.11 Impact of social benefits on migration decisions



Source: Own survey data, N=88. Question: Did the availability and level of social benefits and social services in the UK have an impact on your decision to live in this country?

The majority (67.0 per cent, 59) of respondents do not receive any benefits in the UK. Among those who receive benefits, the largest share (26.1 per cent, 23) are recipients of child benefit. It is worth noting that in the UK all adults with parental responsibility receive the child benefit allowance, if their individual annual income is below £50,000.¹⁷⁹ Only a small number of respondents receive any other social benefits in the UK.

Table 4.16 Receiving benefits in the UK

Are you currently receiving any of the following benefits from this country?	Count	% of total respondents
Unemployment benefit (e.g. jobseeker allowance)	1	1.1%
Child benefit	23	26.1%
Family allowance (e.g. child tax credit, childcare element of working tax credit)	8	9.1%
Maternity grant (e.g. statutory maternity leave, maternity allowance)	5	5.7%
Income support	1	1.1%
Housing allowance (e.g. housing benefit, council tax rebate)	5	5.7%
Disability allowance	1	1.1%
Other type of social benefit (e.g. working tax credit)	1	1.1%
I am not receiving any benefits	59	67.0%
Number of answers	104	
Number of respondents	88	100%

Source: Own survey data, N=88. Question: Are you currently receiving any of the following benefits from this country? (please select all answers that apply).

A relatively low uptake of social benefits by migrant EU workers might be partially explained by the changes in national legislation introduced by the UK government on 1

¹⁷⁹ As of 1 April 2015: <https://www.gov.uk/child-benefit-tax-charge/overview>.

April 2014.¹⁸⁰ Some interviewees thought that the law change did create additional incentives for migrant EU workers to find a job.¹⁸¹ As noted by one focus group participant, low uptake of social benefits among survey participants may also result from the fact that we filtered out potential respondents who were not currently economically active (e.g. students, long-term ill, looking after family). The survey results will therefore tend to reflect the views of the economically active migrant population.

Another explanation was provided by an interviewee who pointed out that those migrants who abused the system and used social benefits were stigmatised by their own compatriots, therefore discouraging such behaviour.¹⁸²

Healthcare

Research by Cook et al. has shown that the increased number of EU migrants has had some impact on the British healthcare system. However, as the authors note, the demand for healthcare services from EU migrants may be significantly reduced by two factors. Firstly, EU migrants are a relatively young population, most of them under 50, and this age group tends to place less strain on the healthcare system than small children and older people. Secondly, comparing medical practice in Britain and in their homeland, migrants highlight issues related to the long waiting lists to see a GP, a lack of access to hospital doctors, and the reluctance of British doctors to prescribe antibiotics. This means that migrants still prefer to access healthcare services in their home countries, e.g. during holidays or family visits, as this, in their view, provides the opportunity to receive more appropriate treatments more quickly.¹⁸³

This was also emphasised by one interviewee who explained that for many migrants using healthcare services in the UK was an entirely different experience than in their home countries.¹⁸⁴ According to the interviewee, while migrants' perceptions of the healthcare provision was positive, GPs were viewed as gatekeepers to some services otherwise more freely available in migrants' home countries. The interviewee reported that many migrants thus travelled back home for additional health advice.

The survey results show that over three quarters (78.8 per cent, 67) of respondents reported that they did not experience any difficulties dealing with the health system in Leeds. Only a small number of respondents indicated that they experienced difficulties in finding the right service (9.4 per cent, 8) or that they were treated in a different manner by the health staff because they are not from the UK (8.2 per cent, 7). Some respondents reported difficulties related to language barriers and other issues.

Table 4.17 Experiences of dealing with the health services in Leeds

In the last two years, did you ever find yourself in one or more of the following circumstances when dealing with the health system?	Count	% of total respondents
I was not able to find the right service, or I spent a lot of time to find it, because I could not retrieve information on how the health system works	8	9.4%
I was not able to explain my condition to doctors and nurses	5	5.9%

¹⁸⁰ As of 1 April 2015: <https://www.gov.uk/government/policies/simplifying-the-welfare-system-and-making-sure-work-pays>

¹⁸¹ Two interviewees: A2, B2.

¹⁸² One interviewee: D1.

¹⁸³ Cook et al. (2008), op. cit.; Cook et al. (2012), op. cit.

¹⁸⁴ One interviewee: C5.

In the last two years, did you ever find yourself in one or more of the following circumstances when dealing with the health system?	Count	% of total respondents
due to language barriers		
My treatment was delayed or denied because I did not have the right documents or card with me	2	2.4%
I felt that I was treated in a different manner by the health staff because I was not from the UK	7	8.2%
Any other difficult circumstance	4	4.7%
None of the above	67	78.8%
Number of responses	93	
Number of respondents	85	100,0 %

Source: Own survey data, N=85. Question: In the last two years, did you ever find yourself in one or more of the following circumstances when dealing with the health system?

Note: This was a multiselect question and multiple answers were possible, thus categories are not mutually exclusive.

Over three quarters (75.3 per cent, 64) of respondents reported that they did not use any support services to facilitate their use of health services in Leeds. When respondents experienced support services, it was mostly in the form of posters or leaflets in their own language (11.8 per cent, 10), interpreters / cultural mediators (10.6 per cent, 9), websites in their own language (8.2 per cent, 7), and using services provided by medical professionals speaking the respondents' language (8.2 per cent, 7).

Some interviewees also mentioned language as a challenge for some migrants to access healthcare services and explain their medical concerns in English.¹⁸⁵ For this reason, the possibility of requesting an interpreter or having medical forms in different languages offered by the NHS was viewed by the interviewees as an important enabler for migrants to access the healthcare system.

Respondents' views on affordable quality health services in Leeds provide a mixed picture. Equal shares of the respondent population (20.0 per cent, 17) reported one of two opposing views: some agreed that they were more easily able to access affordable quality healthcare than they were in their home countries while others said the opposite. Interestingly, 60.0 per cent (51) of respondents expressed the view that they could not say or did not agree with the statements in this question. One interviewee from a trade union believed that access to quality healthcare had to be considered in the wider context of austerity measures affecting the NHS and the provision of services both for migrants and British citizens.¹⁸⁶

Table 4.18 Experiences of support services when dealing with the health services in Leeds

Did you ever find the following support services to facilitate you when dealing with the health services?	Count	% of total respondents
Information posters or leaflets in your own language or another language that you understand different from English	10	11.8%

¹⁸⁵ Three interviewees: A1, C5, D5.

¹⁸⁶ One interviewee: A1.

Did you ever find the following support services to facilitate you when dealing with the health services?	Count	% of total respondents
Website with explanations of the procedures to register for the local health system in your own language or another language that you understand different from English	7	8.2%
Interpreters/cultural mediators in your own language or another language that you understand different from English	9	10.6%
The doctor/nurse/clerk spoke your language or another language that you understand different from English	7	8.2%
Other support services	1	1.2%
None of the above	64	75.3%
Number of responses	98	
Number of respondents	85	100%

Source: Own survey data, N=85. Question: Did you ever find the following support services to facilitate you when dealing with the health services?

Note: this was a multiselect question and multiple answers were possible, thus categories are not mutually exclusive.

Table 4.19 Respondents view on affordable quality health services in Leeds

Would you say that by using the health services in Leeds....	Count	% Total
... you were more easily able to access affordable quality healthcare than you were in your country?	17	20.0%
... you were less easily able to access affordable quality healthcare than you were in your country?	17	20.0%
None of the above	20	23.5%
Cannot say	31	36.5%
Number of respondents	85	100.0%

Source: Own survey data, N=85. Question: Would you say that by using the health services in Leeds...

Use of local services by migrants: an overview and future trends

Survey respondents were asked about their use of public facilities and services in Leeds. The majority (75.0 per cent, 66) of respondents had had appointments with their family doctor / GP and used public transport services (69.3 per cent, 61 respondents) over the last six months in Leeds. A large proportion of respondents had also used hospital services (31.8 per cent, 28), libraries (29.5 per cent, 26), sport facilities (28.4 per cent, 25) and schools (23.9 per cent, 21). A relatively lower number of respondents used other services, such as community centres / social clubs or childcare centres. Some (4.5 per cent, 4) respondents had not used any of these services over the last six months.

Table 4.20 Respondents use of public facilities and services in Leeds

Have you or your family used any of the following Leeds' public facilities/services in the last six months?	Count	% Total
Family doctor/GP	66	75.0%
Hospital	28	31.8%
Community centre/social club	8	9.1%

Have you or your family used any of the following Leeds' public facilities/services in the last six months?	Count	% Total
Libraries	26	29.5%
Childcare centres	13	14.8%
Sport facilities	25	28.4%
Public transport (i.e. buses, underground, trains)	61	69.3%
Job centres	9	10.2%
Schools	21	23.9%
None of the above	4	4.5%
Number of answers	261	
Number of respondents	88	

Source: Own survey data, N=88. Question: Have you or your family used any of the following Leeds' public facilities/services in the last six months?

Note: This was a multiselect question and multiple answers were possible, thus categories are not mutually exclusive.

Respondents also reported that they experienced some difficulties when dealing with other local services. Insufficient or unclear information (44 respondents), and language barriers (35) were the most commonly reported difficulties. Fewer respondents expressed experiencing difficulties with being treated in a different manner because they are not from the UK (20) and with unexpected expenses (19). Interestingly, 38 respondents indicated that they had never encountered any of the above difficulties when dealing with local services, such as the bank, public transport, police, court, tax office, water, electricity or gas company, job centre, TV, telephone and Internet provider, etc.

Interviewees observed that external events and new policies in the UK could change the demographics of immigrants in unpredictable ways. Recently, there has been an increase in arrivals from southern Europe, including, most notably, migrants from Spain. One interviewed academic¹⁸⁷ suggested that migrants will continue to come to the UK, although the size of future migration flows is more difficult to predict. As they observed, until a few years ago, migrants were mainly moving to London or other traditional migration areas such as Leeds, with a large and established East Asian community but not yet fully accustomed to arrivals from Central and Eastern Europe.¹⁸⁸ Currently, migrants move to a much wider range of locations, often to areas that have not previously experienced migration and where people are not used to seeing diversity in their neighbourhood. The same interviewee also reported a new phenomenon: transnational and transitory migration, where people move around from one country (location) to another.

Survey data provides us with some insights into the plans of migrant EU workers regarding their stay in the UK. A large share of respondents declared that they plan to stay in the UK indefinitely. Only a small proportion of respondents plans to continue living in the UK for a defined short period of time (13.2 per cent of respondents wanting to stay for up to 4 years). Nearly a third of respondents do not know how long they want to stay in the UK. Previous studies on migration trends among recent migrant groups in the UK (in particular Polish post-2004 migrants) have called this phenomenon a strategy of "intentional unpredictability".¹⁸⁹ Migrants applying this strategy do not have long-term

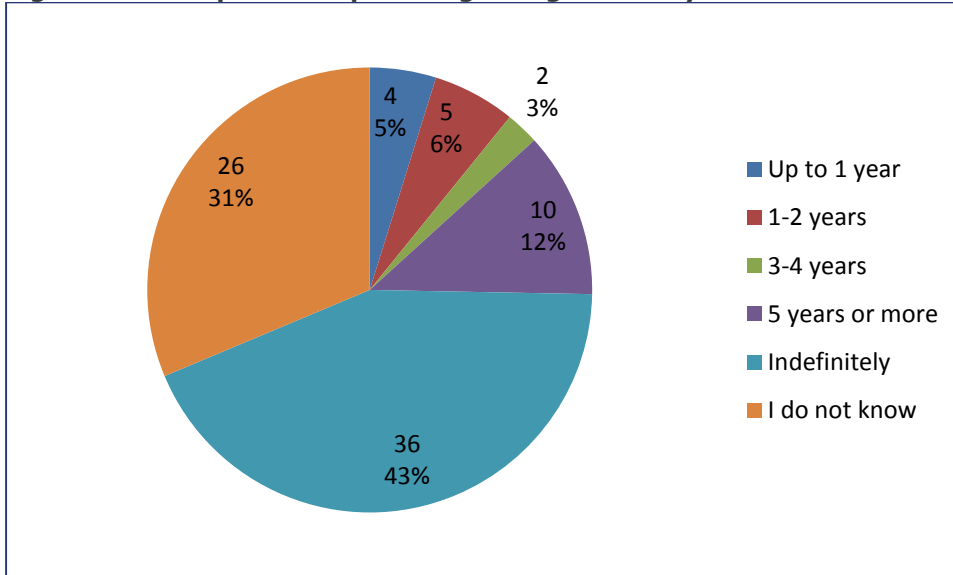
¹⁸⁷ One interviewee: C2.

¹⁸⁸ One interviewee: C2.

¹⁸⁹ Eade, J., Drinkwater, S., & Garapich, M. (2007) *Class and Ethnicity: Polish Migrant Workers in London*, End of Award Research Report, ESRC, Swindon; White, A. (2011) *Polish families and migration since EU accession*, Bristol, Policy Press.

plans and only focus on the near-term future. Going back to their home countries is considered to be a possibility, but the actual timeframe for return is never set. This means that decisions about return are constantly being postponed, and in the end, these migrants may also stay in the UK permanently.

Figure 4.12 Respondents plans regarding their stay in the UK



Source: Own survey data, N=83. Question: How long do you think you will continue to live in the UK?

Table 4.21 Experiences of dealing with other local services in Leeds

Did you ever encounter the following difficulties in dealing with other local services?												
	Insufficient or unclear information		Language barriers		Difficulties in putting together the required documents		Being treated in a different manner because you are not from the UK		Unexpected expenses		Other difficulties	
	Count	% Total	Count	% Total	Count	% Total	Count	% Total	Count	% Total	Count	% Total
Bank	6		15		3		3		3		1	
Local public transport company	4		1		1		2				2	
Police office	4		2		1		3				1	
Court	3		2		2		1		1			
Tax office	5		2				1		1			
Water, electricity and gas companies	10		3		1		1		4		2	
Public employment service – job centre	1		3		1		4		1		1	
TV, telephone and Internet providers	8		5		1		2		8		2	
Other service	3		2		2		3		1			
Number of answers	44		35		12		20		19		9	

Source: Own survey data, N=from 9 to 44 depending on question. Question: Did you ever encounter the following difficulties in dealing with other local services? A total of 38 respondents indicated that they did not encounter any of the above difficulties.

4.4 Participating in social, cultural and political life

In this section, we explore the opportunities and challenges related to migrants' participation in the social, cultural and political life of the local community. We start with leisure activities and move on to interactions with the local community and contributions to cultural diversity. We conclude by reviewing the extent to which migrants make use of freedom of association, engage in politics, and exploit social networks.

Making use of leisure facilities

According to Kofman et al., migration severely curtails the capacity for the consumption of leisure forms by migrants.¹⁹⁰ This is due to the fact that migrants are often overrepresented in the lower-paid sectors of the economy compared with British people. The authors argue that "many migrants, although working in low-wage and low-status occupations, are in fact well-educated and/or experienced" (p. 76). However, the lack of recognition of migrants' educational capital affects their ability to translate this educational capital into economic capital. This, in turn, often affects migrants' ability to use leisure spaces and their leisure consumption due to costs, available free time and their status.¹⁹¹

This observation was shared by one interviewed academic,¹⁹² who is examining the use of leisure spaces for integration purposes. While this interviewee found that EU migrants were keen to explore the UK and used leisure engagements to improve their English, extend their social circles and meet new friends, the ability to use leisure spaces for integration purposes is affected by "some people's long working hours" and being "in fairly low paid work".

This finding is supported by Long et al., who have researched the use of public leisure spaces by Polish migrants in Leeds.¹⁹³ The authors found that Polish migrants can take advantage of their "whiteness". This is due to their "invisibility" in the predominantly white spaces of the Yorkshire region, and this, in turn, can make Polish migrants less apprehensive than, for example, migrants of African origin about entering public leisure spaces. The authors suggest that "even when their leisure lives do not necessarily involve integration through intense connections between new migrants and established residents, they can facilitate inclusion as the new migrants establish a satisfying lifestyle and persuade themselves that this is a society they can participate in and appreciate, at ease in their new surroundings" (p. 16). In addition, Polish migrants are still able to exercise their social networks in Poland, and make use of these in the UK.¹⁹⁴

This last finding was re-emphasised in a study by Spracklen et al. showing that for European migrants, time beyond work is marked by remaining in close contact with family and friends in their country of origin.¹⁹⁵ Talking specifically about migrants from Poland, the authors noted that cheap and relatively short flights facilitate regular visits

¹⁹⁰ Kofman, E., Lukes, S., D'Angelo, A., & Montagna, S. (2009) *The equality impacts of being a migrant in Britain*, Manchester, EHRC.

¹⁹¹ Ibid.

¹⁹² One interviewee: D3.

¹⁹³ Long, J., Hylton, K., & Spracklen, K. (2014) "Whiteness, blackness and settlement: leisure and the integration of new migrants," *Journal of Ethnic and Migration Studies* 40(11), 1779-97.

¹⁹⁴ Long et al. (2014), op. cit.

¹⁹⁵ Spracklen, K., Long, J., & Hylton, K. (2014) "Leisure opportunities and new migrant communities: challenging the contribution of sport," *Leisure Studies* 34(1), 114-29.

to relatives and friends in Poland.¹⁹⁶ In addition, “social networks are less constrained geographically because of electronic technology” (p. 20), such as the smartphone, Skype and email contact. This allows Polish migrants to maintain transnational lives and links in two countries.¹⁹⁷

However, in the same study, Spracklen et al. explored whether and to what extent the experiences of new migrants reflect the hypothetical claims made by some policymakers and scholars about the role of sport in tackling exclusion, promoting inclusion and constructing interculturalism. The authors’ research did not provide evidence to draw conclusions about the value of sport for migrants from new communities in Leeds. The majority of migrants consulted as part of the Spracklen et al. study did not participate in regular sporting activities in Leeds, and if they did engage in sport, it was mostly informal and individual forms of physical activity, such as running in the park, swimming or cycling. As summarised by the authors, “none of these activities involved social interaction with anyone else (...) or any deeper communicative potential” (p. 9). For that reason, Spracklen et al. concluded that for the migrants in Leeds who took part in their study, a place of leisure, such as sport facility, was not a space that facilitated overcoming mistrust and prejudice, that did not equalise inequality of power and that did not allow individuals to find things in common with one another.¹⁹⁸

Contributing to local diversity

Research by Cook et al. has provided examples of positive interactions between local communities and new migrant EU workers. For instance, representatives of the West Indian group reported mixing with EU migrants in their neighbourhoods and through the West Indian community centre. European migrants hired rooms in this community centre and this provided opportunities for interactions and to learn a little more about migrants’ cultures and customs. Pakistani women, also cited in the same study, noted that a community open day did provide opportunities to get to know their neighbours better.¹⁹⁹

New migrants greatly increased the diversity of resident migrant populations.²⁰⁰ This observation was shared by six interviewees.²⁰¹ They pointed to a number of new shops that had sprung up since 2004 and supermarkets, such as Tesco, with sections dedicated to migrants’ home products. Interestingly, not all of the new establishments were run by members of migrant communities – as local entrepreneurs saw this as a commercial opportunity.²⁰² The new arrivals contributed and further enriched the multicultural diversity of Leeds and provided locals with an opportunity to meet people representing different countries and cultural traditions, for instance at cultural events organised by the city council or local churches.²⁰³ At the same time, arriving migrants were often confronted with greater diversity than they knew at home and for which they were not always prepared.²⁰⁴

¹⁹⁶ Ibid.

¹⁹⁷ Long et al. (2011), op. cit.

¹⁹⁸ Spracklen et al. (2014), op. cit.

¹⁹⁹ Cook et al. (2008), op. cit.

²⁰⁰ Cook et al. (2010), op. cit.

²⁰¹ Six interviewees: A1, A2, B1, B4, D1, D4.

²⁰² One interviewee: D3.

²⁰³ Five interviewees: A2, C4, C5, D1, D4.

²⁰⁴ One interviewee: D1.

Freedom of association, political activity and social networks

Over three quarters (75.9 per cent, 63) of survey respondents reported that they are not members of any organisation in Leeds. Respondents who are members of an organisation in Leeds are most likely members of a trade union (16.9 per cent, 14). It was noted by one of the focus group participants that trade union membership is at a higher level among the local population in Leeds. A smaller number of respondents are also members of political parties and other organisations or associations in Leeds.

Table 4.22 Membership in organisations established in Leeds

Are you a member of any of the following organisations established in Leeds?	Count	% of total respondents
Political party or group in the UK or Leeds politics	2	2.4%
Trade union	14	16.9%
Other organisation or association in Leeds (e.g. sports, cultural, social, religious, local, professional, humanitarian, environmental)	7	8.4%
None of the above	63	75.9%
Number of responses	86	
Number of respondents	83	100%

Source: Own survey data, N=83. Question: Are you a member of any of the following organisations established in Leeds?

Note: This was a multiselect question and multiple answers were possible, thus categories are not mutually exclusive.

Despite 70.0 per cent of respondents (70) reporting being registered to vote (N=100) (see Section 4.1), only 32.5 per cent (27) of registered respondents reported having ever voted in local elections in Leeds (N=83). It was noted by focus group participants representing Leeds City Council and Job Centre Plus that the share of EU migrants voting in local elections is not dissimilar to the trends for the local population. In Leeds, the average turnout for the 2014 local elections was 34.6 per cent across the wards (see Annex 5).²⁰⁵ Turnout varied across the wards with a turnout rate of 43.8 per cent in the Adel & Wharfedale ward and 22.8 per cent in City & Hunslet.²⁰⁶

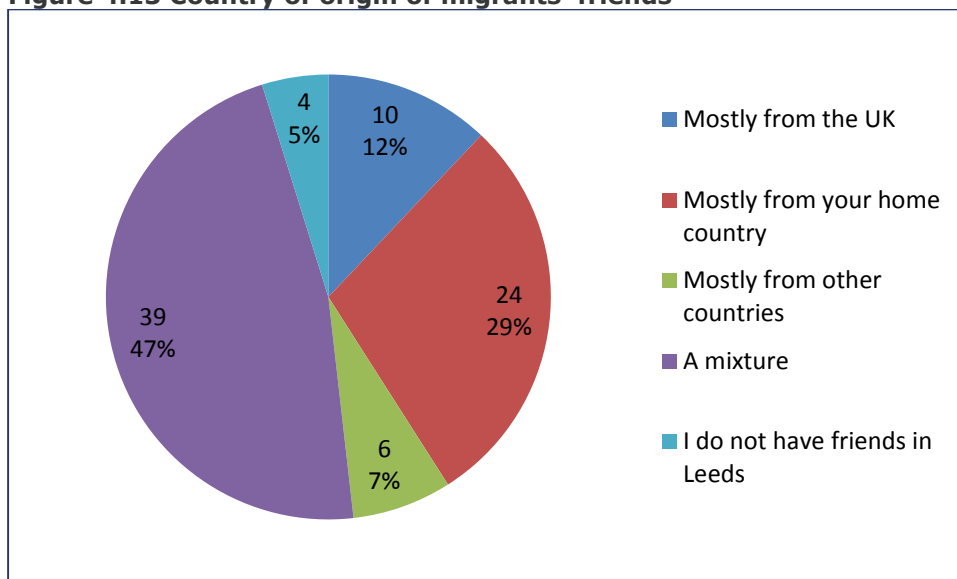
Friendships and relations with other people in Leeds also provide an indication of participation in social life. Of all respondents, 28.9 per cent (24) report that they have friends mostly from their home countries. Nearly half (47.0 per cent, 39) have friends with different backgrounds, 12.0 per cent (10) mostly have friends from the UK and 7.2 per cent (6) have friends mostly from other countries. As noted by focus group participants,²⁰⁷ the large share of respondents with a mixture of friends (British and foreign friends) is very encouraging, and can positively indicate the social inclusion of migrant EU workers.

²⁰⁵ Electoral Commission (n.d.) *European Parliament election data – Electoral data (May 2014)*. As of 1 April 2015: <http://www.electoralcommission.org.uk/our-work/our-research/electoral-data>.

²⁰⁶ Ibid.

²⁰⁷ Five focus group participants, representing migrant support organisations (2 participants), a trade union representative, a Job Centre Plus representative and an academic.

Figure 4.13 Country of origin of migrants' friends



Source: Own survey data, N=83. Question: Would you say that your friends in Leeds are...

4.5 Summary of challenges and opportunities

In this section we have looked at the inclusion of migrant EU workers in economic, social and cultural life. We have followed their journey from their arrival in Leeds, use of local services, facilities and resources, to their civic engagement. We have identified a number of factors that appear to affect the process of inclusion. In the table below, we summarise the main challenges and opportunities for economic, social and cultural inclusion of migrant EU workers in the local community. More discussion on the main factors appearing to facilitate inclusion can be found in Section 6.

Table 4.23 Challenges and opportunities

		Challenges	Opportunities
Migrant workers	EU	<p>Language skills affecting the extent of migrants' economic and social inclusion.</p> <p>Skills mismatch as qualifications and skills acquired in home countries are not fully recognised in the UK, having jobs below skills level, loss of human capital.</p> <p>Working conditions and a risk of exploitation for low-skilled workers.</p> <p>Shared and often overcrowded accommodation in the initial period after arrival.</p>	<p>Economic and professional prospects.</p> <p>Possibility to develop professionally for some.</p> <p>Access to some social benefits, providing necessary requirements are met (residence in the UK for 3 months and employment).</p> <p>Access to healthcare services often offered or facilitated in native languages.</p> <p>Exposure to different culture and diversity.</p>

	Challenges	Opportunities
Local workers	<p>Migrants perceived as competition for jobs and services by local community.</p> <p>Increased expectations from employers based on migrants outperforming the local workers.</p>	<p>Opportunities to establish businesses serving new migrants.</p>
Local community (including social partners and local authorities)	<p>Tensions between migrants and local community observed in workplaces, at schools and on the streets.</p> <p>Increased pressure on access to and maintaining the quality of education.</p> <p>Potentially future pressure on healthcare services and improving the well-being of migrant employees.</p>	<p>Increased cultural diversity.</p> <p>Diversification of products in local shops and supermarkets.</p> <p>Learning new languages and ways of doing things differently.</p> <p>Potential economic benefits due to entrepreneurial energy of arriving migrants (filling in skill gaps and job vacancies; setting up their own businesses, potentially creating new jobs).</p>

5 Policies and practices to support the socioeconomic inclusion of migrant EU workers

One of the aims of this study is to identify policies and practices to tackle the challenges for inclusion of migrant EU workers in Leeds. Based on our desk research and consultations with stakeholders (survey respondents, interviewees and focus group participants) we found a number of initiatives providing information and support to migrant EU workers, which we present in this section. In reviewing these initiatives one should bear in mind that there was very little evidence on their effectiveness, and such an assessment is beyond the scope of this study. These initiatives are interesting ideas and projects implemented at a local level and they could be considered as relevant and helpful for stakeholders working with migrant EU workers in other locations.

We start with an overview of existing policies and practices (Section 5.1), and then move on to explore these in more detail in the following sections. First, we analyse initiatives that facilitate migrants' new life in Leeds (Section 5.2). Then, we list initiatives aimed at assisting migrants into jobs and while at the workplace (Section 5.3). We also sketch out activities targeting the provision of local services (Section 5.4), as well as social and cultural offers for migrants (Section 5.5). We conclude with a brief summary discussing the initiatives of particular interest to socio-economic inclusion of migrant EU workers (Section 5.6).

5.1 Overview

It is worth noting that despite the large inflow of EU migrants over the last decade or so, non-EU migrants were the largest contributors to the migrant population in the UK, including in Leeds. The arrival of EU-10 and EU-2 migrants has had an undoubted impact on policy development over recent years, but national and local policy has long been shaped by successful previous waves of migrants.²⁰⁸ As summarised by Stenning et al., at the local and regional level responses to this large influx of migrants from new EU countries have been largely reactive and fragmentary.²⁰⁹

Four interviewees²¹⁰ representing the employment sector, local authorities, academia and civil society were either concerned about the insufficient number of initiatives supporting integration of migrants or sceptical about those that were in place. For instance, one interviewed academic²¹¹ suggested that there is social pressure on new migrants to integrate, but there are no initiatives (or initiatives are not adequate) to facilitate this integration. In addition, there are no special funds dedicated to EU migrants since they, although growing in numbers, still constitute a small share of the total population. Another interviewed academic²¹² was also sceptical about the EURES services²¹³ for migrant workers that – in their view – were not well-known among the target population and should be better promoted to prepare migrant EU workers for living and working in the UK.

²⁰⁸ Cook et al. (2008), op. cit.

²⁰⁹ Stenning et al. (2006), op. cit.

²¹⁰ Four interviewees: A1, B3, C2, D3.

²¹¹ One interviewee: D3.

²¹² One interviewee: D2.

²¹³ EURES (European Employment Services) is a cooperation network coordinated by the European Commission. It aims to facilitate the free movement of workers within the European Economic Area. See, as of 1 April 2015: <https://ec.europa.eu/eures/main.jsp?acro=eures&lang=en&catId=1>.

Despite this criticism, we identified several projects undertaken at a local, regional and national level in order to better understand new migrant communities, their experiences and needs. Some of these initiatives were directly focusing on particular needs of EU migrants, while others were targeting wider migrant and disadvantaged communities, thus addressing EU migrants' needs as part of wider target groups.

In the table below we provide a list of initiatives implemented at the local level in Leeds, as well as nationally and internationally, having migrant EU workers as a significant part of their target group, as identified either during the literature review or mentioned by interviewees, focus group participants or survey respondents.

Table 5.1 Overview of policies and practices to support the socio-economic inclusion of migrant EU workers

Stage of migrants' journey	Overall purpose	Initiative	Geographical scope
Facilitators of establishing themselves	Provision of information	East Riding Welcome Pack	Regional
		Hull Together! Welcome Pack	Local
		Selby Together Welcome Pack	Local
		A Trade Union Council (TUC) Work Smart website	National
		Work in Britain website	National
		Barnsley Council website	Local
		Bradford websites	Local
		Reaching out to new communities project	Unknown
		How to work and live in the UK booklet	National
		The Polish Express magazine	National
	Leeds-Manchester website	Regional	
Language learning		Learning English in Leeds website	Local
		Migrant English Support Hub	Local
		Skills for Life strategy (ESOL)	National
		Harehills ESOL Needs Neighbourhood Audit project	Local
		Migrant English Support Hub	Local
		Translation and translanguaging study	Local/National
Employment a job	Finding	The Job Shop	Local
		New Start Programme (EU)	Local
	Adaptation to the workplace	100% UNITE campaign	National
		Handbook on workplace policies	Unknown
		Conversation clubs	Unknown
Local services	Various	Leeds Migration Partnership	Local
		Migrant Community Network project	Local
		Community Networkers	Local
		Migrant Access Points	Local
		Polish Task group, Regeneration Services	Local
		Migration Impacts Fund	National/Regional

Stage of migrants' journey	Overall purpose	Initiative	Geographical scope
		Health Trainers programme	Local
		Contact groups and drop-in sessions	Local
		Barnsley Migrant Worker research project	Local
Social and cultural activities	Integration	Anglo-German social club events	Local
		Integration Up North project (EU)	Regional
		Roma SOURCE project (EU)	Regional/International
		Roma MATRIX project (EU)	Regional/International

5.2 First access and welcoming

Provision of information at national, regional and local levels

Research by Fitzgerald shows that there is a large and growing number of sources of information for new migrants, in particular for Polish migrants. The large number of sources makes it difficult to detail them all.²¹⁴ In his research Fitzgerald identified the specific sources of information that were requested by migrant workers. Workers, not surprisingly, were interested in information on employment rights, including minimum wage regulations, holiday entitlements and other specific rights at work. Other information needs were related to accommodation and banking. Fitzgerald also noted that migrants requested information about the benefits system, education-related issues, including English language courses, and how to obtain driving licences. Migrants' interest in these issues, in Fitzgerald's view, can be an indication of their long-term settlement plans and their integration.²¹⁵

Fitzgerald's²¹⁶ study lists a number of information initiatives available for EU migrants. These include welcome packs, websites, drop-in sessions and telephone lines. Welcome packs usually include information on living in the region, such as details on accommodation and tenancy, local libraries, local council and NHS services, as well as information about employment rights and health and safety at work. Examples of such welcome packs include:

- East Riding Welcome Pack,²¹⁷ a two-page document giving basic information and details of support and contact lines. It was available in English and Polish;
- Hull Together! Welcome Pack,²¹⁸ a regional joint collaboration between a range of organisations, including the regional TUC. It produced a welcome pack and at least 3,000 copies of this pack have been distributed;
- Selby Together Welcome Pack,²¹⁹ produced loose-leaf so that information updates, distributed on a six monthly basis, and more localised information, such as refuse collection can be inserted. This initiative was recognised as good practice and replicated across Yorkshire, helping to shape county-wide online welcome information.²²⁰

²¹⁴ Fitzgerald (2009), op. cit.

²¹⁵ Ibid.

²¹⁶ Ibid.

²¹⁷ East Riding is a local government district in the Yorkshire region.

²¹⁸ Hull is a city in the Yorkshire region.

²¹⁹ Selby is a town in the Yorkshire region, about 25 miles (40 kilometres) from Leeds.

²²⁰ See, as of 18 December 2014:

<http://www.selby.gov.uk/upload/1%20Equalities%20L3%20Self%20assessment%20FINAL%20090807.pdf>.

Examples of national and regional websites (or web-based information) include:

- A Trade Union Council (TUC) Work Smart website,²²¹ available in English but with links to the leaflet "Working in the UK: your rights"²²² that is available in a variety of languages, such as Hungarian, Czech, Lithuanian, Latvian, Estonian, Slovak and Polish. The website also provides links and phone numbers to other employment-related organisations that can be contacted to seek more information or help, such as the Employment Agency Standards Inspectorate and the Recruitment and Employment Confederation. It also lists the Citizens Signpost Service, a free EU website aimed at EU citizens who encounter problems with mobility in the European Internal Market;²²³
- A website in Polish, "Praca w Brytanii" (Work in Britain),²²⁴ a collaboration between the TUC, the Citizens Advice Bureau and Solidarność (Polish trade union organisation). The website provides information on living and working in the UK;
- Regional websites such as the Barnsley Council website or Bradford websites, both providing information on towns in the Yorkshire region, including information on employment rights and the TUC.²²⁵

Drop-in centres and sessions were organised, inter alia, by the GMB trade union organisation as part of the "**Reaching out to new communities**" project. This project included a series of drop-in sessions to give help and advice to migrant workers.²²⁶

As Fitzgerald²²⁷ points out, with so many information sources available the key question is about access to information and engagement links with migrants. He provides examples of trade union initiatives to gain trust among migrants. For instance, many trade unions have deployed Polish representatives and full-time organisers to facilitate engagement and trust.

Contacts with migrants can often be built through established migrant organisations, such as the Federation of Poles in Great Britain (Zjednoczenie Polskie w Wielkiej Brytanii, ZPWB),²²⁸ as well as Polish churches and their parish communities. The ZPWB and the Catholic Church are readily available access points to Polish networks and often large groupings of Polish workers. As Fitzgerald²²⁹ noticed, trade unions also established links with these Polish organisations as they had networks to assist newly arrived migrant workers and disseminate information.²³⁰

In addition, migrant organisations are also active in preparing information for newcomers. For instance, the ZPWB has prepared an information booklet entitled "Informator emigranta. Jak żyć i pracować w Wielkiej Brytanii" (Migrant information. How to work and live in the UK).²³¹ A paper version of this information booklet was available UK-wide and was distributed through ZPWB regional offices, including in Leeds. It is also available online. It contains basic but essential information about housing, work,

²²¹ See, as of 1 April 2015: <http://www.worksmart.org.uk/rights/viewsubsection.php?sun=82>.

²²² See, as of 1 April 2015: <http://www.tuc.org.uk/sites/default/files/workingintheuk.pdf>.

²²³ See, as of 1 April 2015: http://europa.eu/youreurope/citizens/index_en.htm.

²²⁴ See, as of 1 April 2015: <http://www.pracawbrytanii.org/>.

²²⁵ These websites were no longer available at the time of writing (January 2015).

²²⁶ A website for this project was no longer available at the time of writing, in January 2015.

²²⁷ Fitzgerald (2009), op. cit.

²²⁸ See, as of 1 April 2015: <http://zpbw.org.uk/index.php/default>.

²²⁹ Fitzgerald (2009), op. cit.

²³⁰ Similar conclusions and recommendations about engagement with established migrant communities were included in a recent RAND Europe report: Taylor, J., Rubin, J., et al. (2014) Mapping diaspora in the European Union and United States. Comparative analysis and recommendations for engagement, RAND Corporation, RR-671-EC. Available at http://www.rand.org/pubs/research_reports/RR671.html.

²³¹ See, as of 1 April 2015: http://zpbw.org.uk/index.php/default/category/informator_emigranta.

transport, social security, healthcare, the education system and legal aspects, as well as contact details of key organisations that can provide help and advice.

The church is also often “the first point of contact” for migrants.²³² In Leeds, the Polish Catholic Church structures were established by post-World War II migrants. At present, it works closely with the Polish Catholic Centre serving the Polish community in Leeds and surrounding areas.²³³

Information for migrants is also increasingly available through newspapers and several online platforms. These platforms provide opportunities to potentially reach a wide range of migrants, including those who can be in the most vulnerable situations and difficult to reach locations. Examples of such initiatives include The Polish Express magazine,²³⁴ with the UK-wide distribution, and <http://www.leeds-manchester.pl/>, a website dedicated to and run by Polish migrants, as well as numerous Facebook groups dedicated to a broad range of EU migrant communities.²³⁵

Language learning

Learning English in Leeds (LEL)²³⁶ is a website dedicated to the provision of information for English learners and providers. It is the first project under the umbrella of **Migrant English Support Hub (MESH)**, a consortium of learning providers and other stakeholders set up to support adult migrants as they make a new life in Leeds.

From 2001 to 2009 the field of ESOL lay within Skills for Life, the national strategy in England for improving literacy, language (ESOL) and numeracy skills. However, from 2009 onwards, due to a series of cuts to central government funding, ESOL funding and provision has been in some disarray. Currently the coordination of ESOL is the responsibility of local bodies, including local authorities.

In order to enable the Council to meet its coordinating responsibility the ESOL Working Group of Leeds City Council was established in March 2010. One of first tasks undertaken by this working group was research into the match, or mismatch, between ESOL needs and ESOL provision in Leeds.

A pilot project in 2010–2011, the **Harehills ESOL Needs Neighbourhood Audit (HENNA)**,²³⁷ was carried out by researchers from the University of Leeds and the Refugee Education Training Advice Service (RETAS). Harehills, chosen as the focus of the research, is a highly diverse area of inner-city Leeds, to the east of the city centre. It is an area with significant new and more well-established migrant and black and minority ethnic communities, many of them from EU countries.

The HENNA project aimed to enhance understanding of the need for ESOL provision in Leeds, and the barriers faced by adult migrants in gaining access to such provision. The research used several methods of data collection, such as surveys and interviews with adult ESOL students, their teachers, and other stakeholders. It also involved demographic survey work and ethnographic observation. The output was a report mapping out ESOL provision in Harehills, as well as a methodological toolkit that can be used to undertake similar work in other neighbourhoods.

²³² Fitzgerald (2009), op. cit., x.

²³³ See, as of 1 April 2015: <http://parafialeeds.org.uk/index.php>.

²³⁴ See, as of 1 April 2015: <http://www.polishexpress.co.uk/>.

²³⁵ More on these groups can be found in Annex 3 which provides details on the survey distribution.

²³⁶ See, as of 1 April 2015: <http://www.leeds.gov.uk/LearningEnglishInLeeds/Pages/AboutLEL.aspx>.

²³⁷ See, as of 1 April 2015: <http://www.education.leeds.ac.uk/research/projects/henna-project>.

The HENNA project found that patterns of ESOL provision, funding and attendance were complex, and that similar patterns of fragmented ESOL provision could be observed in the city of Leeds as a whole. Researchers concluded that the erosion of the cohesive framework, previously paid for by Skills for Life, has led to a return to the fragmented picture of ESOL provision prior to 2001. In practice, this meant that ESOL provision was delivered by several providers and centres, and funded from multiple sources. This complexity of provision and funding raised questions of continuity, coherence and quality of tuition for the benefit of students. The researchers concluded that for successful sustained learning, progression in English skills needs “to be meaningful, clear and coordinated”.²³⁸ Nevertheless, the progression routes between ESOL courses at different levels are being disrupted due to the lack of continued and stable funding. This also hampers student’s progression from ESOL into further education, training and work.

The HENNA study recommended that local authorities should coordinate locally based ESOL provision to bring together and support voluntary and further education colleges. It was also recommended that the scarce and inaccurate information about ESOL courses run across the city needs to be connected, potentially through electronic networks.

Acting on the HENNA study recommendations, researchers from the University of Leeds and representatives from Leeds City Council and RETAS formed **the Migrant English Support Hub (MESH)**. One of the first tasks of this newly established group was to map out ESOL provision across Leeds, the basis for the LEL resource. The ESOL mapping activity found that ESOL courses are run and funded by over 50 voluntary and private sector providers across the city. The MESH project confirmed that ESOL provision in Leeds is fragmented, information about courses in neither held centrally not kept up to date, and connections between various ESOL providers are not coherent. Furthermore, due to policy change, access to free ESOL courses is restricted to an increasingly narrow range of migrants, and even those who are eligible to attend face long waiting lists at Leeds City College, the main provider. As a result, learning English remains a challenge for new migrants in Leeds.

In order to offer comprehensive and up-to-date information about ESOL provision across the city, the LEL website was created and launched on 5 December 2014. Part of the Leeds City Council website, LEL provides “an accessible and comprehensive online directory of ESOL provision in Leeds: a ‘one stop shop’ for adult migrants wanting to develop their English language skills, and for advisers”.²³⁹ The website helps new arrivals to identify relevant English courses, and at the same time allows ESOL providers to plan strategically to meet the English language needs of learners.

Another initiative related to English learning, and mentioned by one of our interviewees, is a research study entitled Translation and translanguaging: Investigating linguistic and cultural transformations in superdiverse wards in four UK cities (T-Lang).²⁴⁰ The study, launched in January 2014 and planned until December 2018, is a collaborative project between four UK universities, including the University of Leeds. The aim is to investigate the potential of multilingualism as a resource for communication, creativity and civil participation. The research will develop new understandings of multilingual interaction in changing urban communities in cities in the UK. The results will be communicated to policymakers and communities locally, nationally and internationally.

²³⁸ See, as of 1 April 2015: <http://www.leeds.gov.uk/LearningEnglishInLeeds/Pages/AboutLEL.aspx>.

²³⁹ Ibid.

²⁴⁰ See (both as of 1 April 2015): <http://www.education.leeds.ac.uk/research/projects/translation-translanguaging> and <http://www.birmingham.ac.uk/generic/tlang/index.aspx>.

5.3 Employment and self-employment

Finding a job

The following two initiatives were aimed at helping migrants access and integrate with the local labour market.

The Job Shop is an employment-focused initiative between Job Centre Plus, Leeds City Council and Leeds' health team. There are eight job shops in Leeds that provide migrants with the opportunity to learn English and improve their computer skills, as well as job search and interview skills. The centres provide support in writing CVs and completing applications, and offer information, advice and guidance on work, career and training opportunities. Set up as one-stop-shops, they also provide services related to council tax, benefits and social services, hate incident reporting, and more.²⁴¹

The **New Start Programme**, begun in 2008 and running for four years, was funded by the European Social Fund in order to promote social inclusion in the Leeds area. The programme aimed to help individuals to achieve "sustainable jobs" by harnessing a number of basic and soft skills and helping them to overcome language and other barriers to entering the workforce. According to one interviewee representing civil society, the programme was successful in meeting its targets, although these were not specified in the interview, nor was supporting evidence provided.²⁴² The interviewee reported that the programme had been in high demand – with up to 40 individuals expressing interest in training on any given day.

In the workplace

As stated by Fitzgerald,²⁴³ the "workplace will always remain a major point of engagement with Polish workers and a place where information needs can be catered for and decided on" (p. viii). Fitzgerald's research highlighted that even when workers have the right information, this does not mean that they can use it effectively to safeguard their employment rights. Trade union initiatives aiming to engage with migrant workers, in this case with Polish migrant workers, included provision of ESOL courses and workplace learning centres. These workplace learning centres were used to engage with Polish workers and explain to them how trade union membership works, but were also places where communication with family and friends took place (facilitated through local computer equipment and access to the Internet).

A few trade union initiatives were identified, such as the **100% UNITE campaign**, which has been providing materials, membership forms and booklets to migrant workers, helping them to join and develop the organisation. Among new activists, migrant EU workers have been appointed by the trade union to act as project staff. One interviewee representing the employment sector explained it by saying: "[Our] union is for all workers: it became apparent in the early days of these 'new migrants' arrival that things would need to change like the material, membership forms, booklets, they were all translated into the language of the migrant workers."²⁴⁴

Another example is **a handbook on workplace policies available in a number of different languages prepared by a trade union** that has also undertaken activities to

²⁴¹ See, as of 1 April 2015: <http://www.leeds.gov.uk/residents/Pages/Jobshops.aspx>.

²⁴² One interviewee: C3.

²⁴³ Fitzgerald, (2009), op. cit.

²⁴⁴ One interviewee: A4.

encourage migrant workers to get involved in the union structures. Some trade unions also have used cultural mediators to help migrants understand “British working culture”.

As mentioned earlier, some trade unions have facilitated language learning for migrant workers through the establishment of **conversation clubs**. These were not formal classes as they were organised by trade unions and delivered by ESOL teachers (usually a member of trade union structures). They were free for workers and usually held on Fridays afternoons. However, according to the interviewee from the employment sector, the first sessions were well attended, but the dropout rate was quite high.²⁴⁵

There were also examples of voluntary trade union representatives trained to support migrant workers and leading their union activities.²⁴⁶ Another initiative mentioned by the interviewee was a migrant women forum that provided opportunities for organising cultural and social events, such as visiting places of interest, work outings to a theatre, and more – these initiatives aimed to go beyond issues related to the workplace and addressed the wider needs of migrant workers.

5.4 Local services

The **Leeds Migration Partnership**,²⁴⁷ established as part of the services provided by Leeds City Council, is a network of organisations that work together to change the way services are delivered and accessed by migrant groups (from the EU and elsewhere) in Leeds. One of their projects is the **Migrant Community Network**.²⁴⁸ This is a partnership initiative of several service providers, such as the Citizen’s Advice Bureau, Job Centre Plus, NHS Leeds, Adult Social Care, Children and Young People’s Services, Housing Options, Education, Touchstone and Customer Services. In order to alleviate pressures on statutory services, the Network aims to find innovative solutions to support public and third-sector services that can become stretched by the needs of existing migrants and new arrivals to Leeds. Partners identify areas that they want to improve knowledge of, to find ways that they can help each other out and to share their networks for information and support.²⁴⁹

Part of this Network includes recruitment of **Community Networkers** – volunteers supporting migrants, organised through **Migrant Access Points**.²⁵⁰ Networkers come from different national, ethnic and language backgrounds and this, in turn, enables them to spread information to migrant communities on how to get access to services to which they are entitled, such as housing, employment, education, financial inclusion, social care and pathways to health including well-being and mental health. For instance, volunteers from Central and Eastern European countries directed migrants to Job Centre Plus, which in turn has contracted interpreters in case the workers do not have the required language skills.

²⁴⁵ One interviewee: A3.

²⁴⁶ One interviewee: A3.

²⁴⁷ The Leeds Migration Partnership, Migration Access Point and Community Networkers were mentioned by several interviewees. We substantiated information about this project with data available on the project websites.

²⁴⁸ See, as of 1 April 2015: <https://migrantcommunitynetwork.wordpress.com/about-2/>.

²⁴⁹ See, as of 1 April 2015: <https://migrantcommunitynetwork.wordpress.com/award-winning-migrant-community-networkers-training-programme/>.

²⁵⁰ See, as of 1 April 2015: <http://www.touchstonesupport.org.uk/2014/07/5307/>.

Through their work, networkers enable community members to access services and empower migrant communities to build their capacity to increase support and integration with wider communities. Examples of sessions run as part of this project include:²⁵¹

- Employment skills and professional development sessions, such as recruitment fairs, emergency first aid at work sessions, construction courses, advertising jobs, JumpSTART (university and further training preparation course), and radio skills courses;
- Health and safety training, such as “Eat well”, “Healthy living” and well-being sessions, various sport classes (active women sessions, Muslim women’s safeguarding training, Zumba classes, Funky Fitness classes), Head Space course (building confidence, assertiveness and ability to deal with mental distress), first aid courses, and eye health checks;
- Cultural, sport and leisure events, such as film screenings, holiday sport programmes, art classes, celebrations of cultural events (e.g. Chinese New Year), breakfast fora, café fora, gardening courses, and cooking classes;
- Other sessions, such as money management and legal immigration advice.

Voluntary service organisations are also involved in this project as they are important access points to communities, and through partnership working they encourage, engage and sustain stronger communities.

The work of Migrant Access Points has been recognised both within the local authority staff awards of excellence and highlighted as an exemplar of good practice in the external assessment under the Equality Framework for Local Government.

Leeds City Council has been active in initiating activities to support new migrants’ communities, as well as responding to requests from migrant organisations and newly arrived migrants asking for support. One such initiative was the **work with the new Polish migrant community in Leeds**.²⁵² The engagement with new Polish migrants started from June 2006. It was initiated by the established Polish community making contact with the police and council asking for help in managing a range of issues affecting new migrants. In July 2006, migrants’ needs, individual experiences and expectations were discussed at a general meeting with new migrants and representatives from various agencies. As a result of this meeting, a Polish task group was formed as part of the Regeneration Services, with monthly meetings set up to address long-term issues. As part of this project, several initiatives were undertaken:

- August 2006 – A New Migrants Information Point was set up at the Polish Centre; a key range of information was made available in Polish;
- August 2006 – police began a regular contact point at the Polish Catholic Centre to build relations and hold surgeries;
- March 2007 – a private Sector Housing information session was delivered to the Centre by Environmental health officers;
- July 2007 – A Jobs and Benefits information session was delivered at the Centre by Job Centre Plus;
- Winter 2007 – Social Housing and Early Years information sessions were delivered at the Centre by ALMO²⁵³ and Children’s Services;
- Winter 2007/2008 – Health and Education information sessions were delivered.

²⁵¹ These projects are listed on the Migrant Community Network website and its Facebook page. As of 1 April 2015: <https://migrantcommunitynetwork.wordpress.com/> and <https://www.facebook.com/leedsnetwork?fref=ts>.

²⁵² A summary of the project is available at (as of 1 April 2015): <http://democracy.leeds.gov.uk/mgConvert2PDF.aspx?ID=15848>.

²⁵³ Arm’s Length Management Organisation.

All these information sessions were organised at the Polish Catholic Centre on Sunday afternoons, attracting around 200 migrants at each session. The Polish community provided support with interpretation services to ensure that migrants were not excluded from participating due to low English language competencies. The key emerging issues identified through this project included aspects related to: housing, benefits, health, advice, employment, registering for work, crime and the law, and driving. As the needs and expectations of new migrants change over time, the interventions that were designed took this into account. In addition, agencies involved were working flexibly, in terms of time and locations, to meet the needs of the migrant community. The project enabled a two-way information flow, from the new community to agencies and back to the new community; it thus facilitated close cooperation. Implementation of a wide range of interventions was feasible due to working closely with the established infrastructure of the Polish community. This also allowed Polish community organisations to initiate interventions to meet the needs of new communities, e.g. language classes, and organising events and activities to integrate the new community members into the established Polish community and the wider **community**.²⁵⁴

The **Migration Impacts Fund (MIF)**,²⁵⁵ mentioned by several interviewees, was a national fund to manage the short-term impact of migration on local communities. The Yorkshire and the Humber region was allocated nearly £3 million (equivalent to around €4 million) over the financial year 2009–2010, and a further £1.5 million (equivalent to around €2 million) for the period April to September 2010. The funding was used for projects that identified innovative solutions to migration-related pressures, involved a number of local services, and benefited migrants as well as the local community. In the Yorkshire and the Humber region, the MIF-funded projects focused on subjects such as volunteering and citizenship, English language, employment, education, private sector housing issues, information and advice, health and GP registration, interpretation and community safety. One health services-related project implemented in the region focused on getting newly arrived migrants, including EU migrants, to register with GPs in order to stop the overuse of Accident and Emergency (A&E) services for relatively minor illnesses. As a result, migrants have better access to health services and there are shorter waiting times for all users of the A&E department.²⁵⁶

One of our focus group participants mentioned the **“Health Trainers”** programme.²⁵⁷ It is a national programme addressing the health and well-being needs of local people. It is offered in areas with high levels of health inequality, defined as low life expectancy and poor health outcomes. Health Trainers, appointed to reach out minority groups, and often fluent in minority languages (e.g. Polish), work in close collaboration with GPs. The role of GPs is to refer patients to this support programme aiming to improve health and lifestyle. The programme encourages people to make behaviour changes which could include diet, physical activity, emotional well-being and access to educational opportunities as a step towards achieving better health outcomes. Health Trainers offer support on a one-to-one basis over six to eight sessions for people wanting to develop and implement a personal health plan. The support is provided free of charge. It is run by Health For All and funded by Leeds City Council.²⁵⁸

Another example includes **contact groups and drop-in sessions organised by police forces** working in partnership with other public services. So-called “signposting sessions” are run by the police twice a week and help direct migrants to relevant services, e.g.

²⁵⁵ <http://www.migrationyorkshire.org.uk/?page=migrationimpactsfund>, last accessed 30 January 2015.

²⁵⁶ <http://www.migrationyorkshire.org.uk/?page=migrationimpactsfund>, last accessed 30 January 2015.

²⁵⁷ <http://www.healthforall.org.uk/?pid=13>, last accessed 30 January 2015.

²⁵⁸ <http://www.healthforall.org.uk/?pid=13>, last accessed 30 January 2015.

employment departments. The police service also runs a weekly group for women from Eastern Europe, in particular those with young babies, allowing them to go out and find out more about services related to health, employment, childcare and more in Leeds.

A slightly different initiative was the **Barnsley Migrant Worker** research project, undertaken by researchers from the University of Leeds in 2009–2010.²⁵⁹ The aim of this study was to develop infrastructure and support networks to assist with integration of migrants. The project also aimed to develop interventions to help alleviate “pressure points” in areas such as housing, policing and schooling. The overall objective of the study was to better understand the issues facing migrants living and working in Barnsley.²⁶⁰

5.5 Social, cultural, religious and political participation

Social, cultural, religious and political participation is facilitated through migrant and civil society organisations. For instance, the Anglo-German club is a multinational, not-for-profit organisation dedicated to sharing personal experiences and knowledge of the people, culture, traditions and language of Germany and German-speaking countries.²⁶¹ The club holds monthly meetings between September and June. **Anglo-German social club events** provide opportunities to learn more about Leeds and make new contacts. The club does not specifically search employment for people, but some members help find employment on a case-by-case basis for individuals that they meet.

The Polish Catholic Centre in Leeds was established by the post-World War II generation of Polish migrants. The Centre has become increasingly anglicised over the years, as the second and third generation of Polish migrants become more integrated into British society. As discussed by Long et al., this can create tensions with new migrants from Poland who have “a stronger Polish identity” (p. 20). On the other hand, some of the new migrants may purposefully opt out of participating in the activities of the centre as they found it as a place “for people who do not want to learn about England” (p. 20).²⁶²

There are also initiatives supported by EU funding:

The **Integration Up North** project, co-funded by the European Union’s European Integration Fund, is a programme led by Migration Yorkshire, the regional migration partnership for Yorkshire and the Humber region. The project aims to understand and help integration of third country nationals in the region through a comprehensive and coordinated programme of research, training, guidance, strategic support and migrant participation for local authorities, key policymakers and practitioners. In more detail, the project focuses on providing a greater understanding of how “routes in” can impact on integration experiences, with different groups of migrants experiencing settlement in different ways, and considers how “services” (public and private) may need to respond to different groups of people settling in the UK.²⁶³

²⁵⁹ Barnsley is a town in Yorkshire, about 17 miles (27 km) south of Leeds.

²⁶⁰ MacKenzie, R., Forde, Ch., & Ciupijus, Z. (2011) *Translating migration information to a local context: evidence from the Barnsley Migrant Worker Research project*, Centre for Employment Relations, Innovation and Change, Leeds University Business School.

²⁶¹ See, as of 1 April 2015: <http://www.leedsanglogerman.org/>.

²⁶² Long et al. (2011), op. cit.

²⁶³ From the Integration Up North project description on the Migration Yorkshire website. See, as of 1 April 2015: <http://www.migrationyorkshire.org.uk/?page=integrationupnorth>.

Roma SOURCE (Sharing of Understanding Rights and Citizenship in Europe) is a European project that operated from 2011 to 2013.^{264,265} It aimed to combat and reduce discrimination through developing mutual understanding between Roma and mainstream communities, promoting equal rights and highlighting best practice. The project was carried out in six European countries: Bulgaria, Greece, Hungary, Italy, Spain and the UK. Migration Yorkshire was the European coordinator for this project as the lead partner, and ran one of the regional projects – Yorkshire and Humber Roma SOURCE.

The main focus areas of the Roma SOURCE project were:²⁶⁶

- Conducting research and mapping Roma communities;
- Protecting the rights of children and ensuring that they are safe from harm;
- Addressing the health needs of Roma and the impacts of new arrivals on health authorities and providers;
- Addressing worklessness and tackling employer prejudice and discrimination;
- Effective participation of Roma communities in policymaking and society;
- Working in schools.

The work focused on the following aspects:

- Coordinating a regional network to share learning, knowledge and expertise around how local areas respond to Roma;
- Raising the profile of Roma issues, as identified by partners;
- Working on health and community engagement issues;
- Making sure local partners were supported in delivery by providing information and guidance on delivering to Roma.

As part of the project, there was a best practice learning event entitled “Roma and health” held in Leeds in January 2013.²⁶⁷ The event provided an opportunity to share learning from health champion initiatives in the region.²⁶⁸

Following the Roma Source project, another European initiative was initiated. **Roma MATRIX** (Mutual Action Targeting Racism, Intolerance and Xenophobia)²⁶⁹ is a European project focusing on approaches to tackle anti-Roma racism, intolerance and xenophobia, and aiming to increase integration through a programme of action across Europe. The project started in April 2013 and was expected to run until March 2015 at the time of writing the report.

Roma MATRIX is a collaboration of 20 organisations in 20 EU Member States that account for 85 per cent of the European Union’s Roma populations. MS taking part in this programme include: Bulgaria, the Czech Republic, Greece, Hungary, Italy, Poland, Romania, Slovakia, Spain and the United Kingdom. Partners include local and regional authorities, non-governmental organisations, private organisations and universities. Migration Yorkshire, in collaboration with Leeds City Council, is the lead partner and coordinator, and is also implementing the project in the UK.²⁷⁰

The Roma MATRIX project focuses on four key areas:²⁷¹

²⁶⁴ See, as of 1 April 2015: <http://www.migrationyorkshire.org.uk/?page=romasource>.

²⁶⁵ <http://www.romasource.eu/>, last accessed 31 January 2015.

²⁶⁶ <http://www.migrationyorkshire.org.uk/?page=romasource>, last accessed 31 January 2015.

²⁶⁷ <http://www.migrationyorkshire.org.uk/?page=yorkshireromasource>, last accessed 15 January 2015.

²⁶⁸ <http://www.migrationyorkshire.org.uk/romahealth>, last accessed 31 January 2015.

²⁶⁹ <https://romamatrix.eu/>, last accessed 31 January 2015.

²⁷⁰ <http://www.migrationyorkshire.org.uk/?page=roma-matrix>, last accessed 31 January 2015.

²⁷¹ <http://www.migrationyorkshire.org.uk/?page=roma-matrix>, last accessed 31 January 2015.

- Fostering mutual understanding through cross-community mediation, work with Roma and non-Roma children, women community health mediators and employment programmes;
- Countering stereotypes and raising awareness of racism through promoting positive images, public media campaigns, mentoring Roma in public authorities, and extensive networks;
- Improving redress, reporting and support mechanisms for Roma experiencing racism and xenophobia through establishing reporting and care centres, and working with public authorities to improve redress mechanisms;
- Understanding and analysing racism through research.

The research part of the Roma MARTIX study has three main aims: (1) to consider the effectiveness of existing policy and practice in combating anti-Roma racism, (2) to investigate how existing policy and procedural frameworks are implemented in practice on the ground, and (3) to explore how these policies and procedures are experienced by Roma.²⁷²

Migration Yorkshire is running the Yorkshire and Humber Roma MATRIX. This regional project is a partnership working with a range of organisations from different sectors that work with Roma people on the following aspects:

- Roma women's health – community mediators, health conference;
- Roma mentoring programme with public authorities;
- Training Roma about redress and reporting;
- Networking;
- Producing a range of useful resources: case studies, newsletters, etc.

The Yorkshire and Humber Roma MATRIX has developed a publication providing guidance for health practitioners working with Roma entitled *Providing an effective health service for Roma women in Yorkshire*.²⁷³ The booklet provides examples of approaches implemented in the Yorkshire regions that proved effective in engaging Roma people. One of these initiatives included the midwife service for the BME community in the Harehills and Chapeltown areas of Leeds. The work focused on developing an understanding of the cultural barriers faced by Roma in accessing pre-natal and post-natal support, as well as other difficulties they experience such as domestic violence and accessing contraceptive advice and support.²⁷⁴

One interviewee²⁷⁵ representing civil society also mentioned the few Roma women in the Yorkshire region who have been trained to act as mediators around improving health and empowerment. These Roma mediators also work with families as part of a welcome group on Thursday mornings providing information on schooling, childcare services, healthcare services, etc. The same interviewee also reported that, as part of the Roma MATRIX project, there were workshops with Roma on how to understand their rights, and to recognise and deal with hate crimes. The project also had an education element focused on equipping Roma children with better English. The sessions were facilitated by having two Roma community workers with language capacities in Czech and Slovak.

²⁷² See, as of 1 April 2015: <https://romamatrix.eu/>.

²⁷³ See, as of 1 April 2015: <http://www.migrationyorkshire.org.uk/userfiles/file/publications/rm-d318-00-bklet-health-nov-2014-en.pdf>.

²⁷⁴ Ibid.

²⁷⁵ One interviewee: C1.

5.6 Summary

Although there is no indication of how effective the initiatives described above were and whether they had any unintended (negative or positive) effects, we can conclude:

- There have been numerous programmes, projects and activities implemented mainly at the local level, but also at regional and national levels. Often, they have been launched in reaction to the waves of migrants arriving in the city or settling in neighbouring areas. Many of these activities have been discontinued once funding came to an end;
- Most of the policies and practices aimed at providing information and language training have used various channels to reach out to migrant communities and gain their trust (via established migrant organisations, social networks, trade unions or cultural and religious institutions);
- While EU-10 migrants only constitute a proportion of the total EU migrant population, many policies and programmes seemed to focus on migrants from Central and Eastern Europe, in particular Roma or Polish communities;
- Moreover, while some programmes were solely focused on language training, others offered a wide range of services. This diversity makes any comparison between initiatives more difficult;
- Finally, we found initiatives were often carried out in isolation and the number of projects (such as Leeds Migration Partnership or Migrant Community Network) where different actors and services joined forces was limited.

6 Conclusions and policy implications

In this concluding section we synthesise the findings presented in this report, bringing together observations on the measures that aim to facilitate the socio-economic inclusion of migrant EU workers in the future. We draw conclusions building on promising approaches and suggest recommendations for relevant stakeholders.

Before presenting the conclusions and recommendations it is, however, important to first highlight some of the limitations of the work presented in this report.

6.1 Limitations of research

This research study had a number of important limitations related primarily to the availability and collection of data:

- The 2011 Census and NINo allocation data provide an accurate picture of the stocks of migrants; however, they do not allow analysis of migratory flows. This means that these data sources present a static picture of 2011, in the case of census data, and 2013, in the case of NINo data. In addition, these data do not capture the number of EU migrants who have moved to a different part of the country or have left the UK altogether;
- Some 2011 Census data on EU migrants are only available at the aggregated level, e.g. for a particular group of migrants such as Irish, EU-15, and EU-10 or EU-2. This means that disaggregation for a particular nationality is not feasible. Furthermore, some data are not available at the level of the city of Leeds; therefore we had to use data referring to the Yorkshire region, or the UK as a whole;
- There is a large number of relevant sources providing insights into particular policies and programmes addressing the specific needs of migrant groups in the UK. However, we identified only a small number of sources focused on Leeds and the Yorkshire region. Also, we have not identified any studies providing an evaluation or critical assessment of these policies and programmes. It is important to note that our overview of initiatives undertaken for and with newly arrived migrants does not include evidence of their effectiveness;
- An online survey was the only feasible approach to gathering information from the migrant EU worker population in Leeds within the parameters of this study. The questionnaire was available in four languages for the largest EU migrant groups in Leeds, namely English, Polish, German and Lithuanian. Despite extensive efforts (see Annex 3 for more details), the number of responses has been relatively low. The survey was opened 420 times in total, with 218 respondents who started the questionnaire and 80 respondents who fully completed all survey questions. The survey findings should be interpreted with caution as they are based on a relatively small number of self-selected and comparatively well-educated respondents.

6.2 Observations, considerations and possible implications

Challenges and opportunities for effective integration

In this section we summarise the factors that our study respondents and the literature reported as affecting and facilitating the process of socio-economic inclusion of migrant EU workers in Leeds.

We first present opportunities created for and by EU migrants and then report on challenges resulting from the arrival of EU migrants to Leeds.

Opportunities in Leeds

From the perspective of migrant EU workers, migration to Leeds provides clear economic and professional opportunities. Our study confirms earlier findings that migrant EU workers arrive in Leeds for economic reasons: they look for (and find) job opportunities on the local labour market. Quality and availability of (public) services or benefits do not seem to be important pull factors. On the other hand, after meeting certain requirements, EU migrants do gain access to some social benefits, and this can be seen as an opportunity by some migrants. Nevertheless, our findings suggest that social benefits do not create important incentives for migrants to come to Leeds. Use of benefits among migrants is largely limited to childcare.

The majority of respondents consulted in this study did not report any difficulties in accessing services in Leeds; migrant EU workers make use of local infrastructure (e.g. public transport, sport facilities, libraries) and a wide range of services, such as schooling or healthcare (e.g. family doctor and hospitals); and this can be also seen by migrants as an opportunity. Migrants contribute to the local economy and their different cultures increase the diversity of the city.

From the local workers and a broader local community perspective, increased diversity creates opportunities, for instance to establish businesses serving EU migrants. It also provides cultural opportunities, such as opportunities to learn about other cultures and learn new languages. Finally, the arrival of EU migrants creates potential economic benefits for the local economy: local employers are able to fill previously vacant and difficult-to-fill posts, while EU migrants also start their own businesses and create new jobs in Leeds.

Challenges in Leeds

One of the challenges for migrant EU workers in Leeds, in particular EU-8 and EU-2 migrants, is skills mismatch. This skills mismatch is evident when comparing migrants' education (skills level) and their occupational level (type of jobs held). It can result from several factors, such as insufficient recognition of migrants' education and skills acquired in their home countries, insufficient command of English limiting migrants' ability to progress professionally, and migrants' initial acceptance to take on any job turning into a long-term employment in jobs below their skills level. Our study also found that some migrants might be working in poor conditions and are rarely offered training. However, there is limited evidence that their experience is very different from local workers.

Although the majority of consulted respondents did not report having been harassed in Leeds, 28 per cent of survey respondents had been subject to harassment, mostly at work and on the street. The incidents of being harassed, in particular being harassed at work because of immigrant background, can also be seen as an important challenge for migrant EU workers' social participation in Leeds.

Issues related to accessing quality affordable housing can be also seen as a possible challenge for the health and well-being of migrant EU workers and their families. This is due to poor housing conditions such as shared and/or overcrowded accommodation, the shortage of and difficulty in accessing social housing and high housing cost.

The evidence suggests that the extent to which migrants are able to access leisure facilities depends on their socio-economic status. Educated and highly skilled migrants in well-paid jobs are more likely to be able to afford the time and resources required for these activities than those who are in lower-paid jobs. Our study findings also suggest

that the level of political and civic engagement among predominantly highly educated migrants is somewhat limited, but largely comparable with local residents.

From the local workers' perspective, our study found that some British workers appear to perceive migrants as competition for jobs. Tensions are also possible between local and migrant workers in the workplace due to differences in work culture and motivations. In addition, since migrant workers might be seen by employers as outperforming local workers, employers might have increased expectations of both local and migrant workers' performance. These work-related tensions might influence the labour market as well as wider (e.g. other services) opportunities in Leeds available to migrant EU workers.

Arrival and settlement of migrant EU workers in Leeds increases pressure on services in terms of access and maintenance of quality. The preparedness of local services (e.g. healthcare, education) for the particular needs of EU migrant populations can be perceived by service providers as a challenge. Due to their relative young age, EU migrants put pressure on some health services (e.g. maternity services) as well as education services when migrant EU workers are joined by their families / children, or when they start their families in the UK.

These challenges and opportunities can be affected or overcome by various initiatives and activities that facilitate the integration process. When analysing the challenges for the socio-economic integration of migrants with current initiatives that aim to address these, we conclude that:

- There are a number of initiatives specifically focused on providing information on and/or directly supporting the improvement of language skills;
- While some initiatives are dedicated to facilitating integration of migrants with the local labour market and adaptation to the workplace, the professional development and skills mismatch seem to be largely omitted;
- We did not identify any initiative that would specifically focus on helping migrants to improve the housing conditions they live in upon arrival (other than providing information about local state agencies and restricting conditions for being allowed access to housing benefits);
- Despite tensions between migrants and the local community workers observed in some workplaces, at schools and on the streets, and a sizable share of migrants reporting being harassed due to their migrant background, not many initiatives seem to target these challenges;
- Most initiatives focus on providing information and support for newly arrived migrants but fewer offer help in settling in Leeds.

Supporting the socio-economic inclusion of migrant EU workers in Leeds

Based on these findings, we can draw lessons learned from Leeds' example on aspects that seem from our interviews and the literature to be important when planning and implementing initiatives for migrant EU workers and their families.

Identifying and recognising the diversity of migrants

Our research found that **newly arrived EU migrants in Leeds come from a broad range of countries**. While the focus of public perceptions and media has been on arrivals from EU-10 and EU-2 countries, these migrants only constitute around half of the EU migrant working population in Leeds. Soon after the 2004 accession, migrants from Central and Eastern European Member States constituted the largest groups of newcomers. While migrants from these countries still come to the UK, including Leeds, in large numbers, recent years have also brought growing numbers of migrants from southern European countries, such as Spain, Italy and Portugal.

Establishing contact with relevant migrant groups is a first step facilitating engagement

Our study found that newly arrived migrants organise themselves through a wide range of groups and organisations. First of all, migrants use established organisations, such as the Polish post-World War II structures, e.g. the Polish Catholic Centre. While such an approach provides opportunities to engage with a potentially large number of migrants, those who are not part of established organisations or who do not engage with co-nationals may become excluded. For instance, some migrants believe that places like the Polish Catholic Centre are places that are for people who do not want to learn about England.

Secondly, our research found that a lot of migrants who have arrived since 2000 are not part of long-established migrant organisations (for instance Polish post-World War II organisations' structures). Instead, they prefer to build less formal support networks. For instance, there is not a formal Lithuanian or Spanish migrant community in Leeds. Instead there are several groups loosely affiliated through social media or other ad hoc events.

Furthermore, **EU migrants often work across "borders" when engaging with other migrant communities (within this country across nationalities)**. For instance, we identified that some migrants from Baltic states (Lithuania, Latvia and Estonia) have established a Russian Saturday School and organise their cultural and social events around school activities. In addition, some EU migrants engage with migrant organisations that focus on other migration groups (e.g. asylum seekers or refugees).

Finally, some EU migrant communities do not have an established migrant community infrastructure to support their transition, establishment and integration. For instance, this may be the case with the Roma community. Due to negative experiences in their home countries when dealing with local authorities and other organisations, Roma people express mistrust of established community infrastructure in the UK. This means that Roma migrants might be more difficult to identify and that they do not receive services to support their needs.

Using a variety of approaches to identify and engage with migrants

Based on evidence collected and analysed in this study, we recommend that relevant authorities and private, public and third-sector organisations providing services to migrant communities should make use of variety of approaches to identify and engage with migrants. Some migrants may be identified through standard migrant community organisations; others may be loosely affiliated with less formal social groups. Finally, there may be some EU migrants that are not part of any of the migrant organisations and service providers may need to use different approaches (e.g. migrant community workers or cultural mediators – see below) to establish trust and build relationship.

Tailoring services to migrant needs

Our research found that over recent years there have been several studies and projects conducted in Leeds with Polish migrants as a target group. Due to the large number of newly arrived Polish nationals, this migrant group was easy to identify and to engage with. However, we note that experiences and needs relevant for a particular migrant group may not necessarily be transferable to other EU migrant communities. **We recommend that service providers should not assume a priori that approaches and initiatives that work for one migrant community will be equally suitable for others.** This could be due to the different skills set of migrants coming from different countries, their motivation for migration, or their other socio-demographic characteristics. Service providers should assess how appropriate and useful initiatives are for particular migrant groups, and tailor services accordingly.

Establishing contacts to inform migrants about available services

Our research has found that service providers make use of several communication channels to inform migrants about services, how to access them, eligibility criteria and available support.

Several initiatives offered to migrants are advertised through migrant community organisations or migrant aggregation points. Service providers also make use of their own websites, email distribution lists and social media. **In order to reach wider migrant communities, we recommend that service providers consider a proactive engagement via social media.** For instance, many migrant organisations and communities have their own social media communities and engagement with the administrators of these groups could help to spread information on new services and initiatives.

On the other hand, in order not to exclude some members of the migrant communities (for instance those who might not have relevant IT skills), **we recommend that service providers also work closely with more “traditional” contact points**, such as health or community workers.

Finally, in order to build trust, it may be helpful to **train migrant community workers, ideally fluent in migrants’ home languages, to act as community mediators.** We conclude that this approach may be particularly useful to engage with “the hard to reach groups”, such as the Roma community. It may also prove helpful to promote more sensitive services, e.g. related to reproductive health or engagement with police.

Importance of English language skills

Language plays an important role in facilitating contact with migrant communities. Our research reported that many migrants and other researchers working in this field show that learning English is a critical step towards socio-economic integration of migrants. While for many migrants English language skills improve over time, there are still some groups of migrants who might need additional language support to fully become part of the local community and have understanding of local services. **We recommend that local authorities now responsible for ESOL provision have adequate English needs assessment tools to identify those migrants whose English skills require further improvement.**

Addressing skills mismatch

Our analysis of census and survey data shows that the skills mismatch is one of the challenges in Leeds, with many migrants employed in jobs requiring skills below their qualification and education level. Having jobs below their education and skills level is particularly pronounced among EU-8 and EU-2 migrants and to a lower extent among EU-15 migrants. Our research shows that fluency in English is one of the determinants of having a job commensurate with migrants’ education level. We also found that British employers often did not recognise qualifications and work experience obtained in migrants’ countries of origin. Migrants’ initial acceptance to take up jobs below their skills and qualifications can be an obstacle for professional development and career progression in the long term.

This skills mismatch can potentially have negative consequences for individual workers, employers and the local economy as a whole. **We recommend that migrants are provided with better opportunities to have their skills recognised** by employers, e.g. through a national skills recognition scheme. **Enterprises and local educational providers also have a critical role and shared responsibility in offering opportunities for workplace learning and continued adult education and training to ensure that skills mismatches are addressed.**

Importance of working together to ensure efficiency in services provision

We have identified that services for migrants are delivered by a variety of public, private and third-sector organisations. This variety means that they are often fragmented and difficult to identify. One example is the provision of ESOL courses. Shifts in national policies regarding ESOL provision has meant that responsibilities for delivery and funding of English classes have been shifted to local authorities. Shifts in policies of ESOL delivery also put more responsibilities for English learning on migrants themselves. The example of Leeds shows that **coordinated action of the various actors involved in service delivery can benefit migrants as well as service providers**. For instance, **creation of a website dedicated to information on all English courses available in Leeds allows coordination of fragmented services delivered by a variety of public, private and third-sector providers**. From the migrants' perspective, availability of courses, level of training and location of courses is much easier to identify. From the providers' perspective, the website allows the tailoring of services to best respond to migrants' needs, identifies what is currently on offer and enables additional services to be planned accordingly. Considering all these aspects, **we suggest more marketing and advertising efforts to better promote the new Learning English in Leeds website, so that wider migrant groups are aware of this tool**.

Nevertheless, ESOL provision is just one initiative of a successful multi-agency working at a local level. **A similar pattern of collaborative working could be implemented to improve the delivery of a wider range of services**. The Leeds Migration Partnership, coordinated by Leeds City Council, is a step in the right direction. It aims to ensure information exchange between service providers, identification of service demands and how best to coordinate efforts between those involved in delivery of services to migrants. It would also allow efficient signposting migrants to relevant services.

Ensuring sustainability of services offered to and by EU migrants

We found that EU migrants tend to make moderate demands on public services. This may be related to the fact that they are relatively well-educated and young compared to the local population as well as other migrant groups, and that they often receive support from a variety of migrant networks. They are also found to adapt well to living in the UK, coming mostly for work-related purposes, with similar Western values and attitudes. In addition, EU migrants are still not considered as permanent stayers in the UK, contrary to, as shown in our research, their own declarations and intentions regarding their intended length of stay in the UK. Finally, EU migrants still constitute a relatively small share of the population in Leeds, in particular when compared to the share of non-EU migrants. It might, therefore, be difficult for service providers to justify allocating resources to services dedicated to EU migrants. **In order to make best use of available resources, we recommend that service providers (such as employment services and health services providers) adapt "standard" provisions to specific needs of EU migrants, e.g. support for maternity services, skills recognition and job matching services**.

Specific groups of EU migrants, such as the Roma population, are identified as those with the greatest level of needs. This is due to discrimination and social exclusion experienced in their own countries and a general low level of trust in public authorities and social services. Roma people also usually have a low educational attainment and limited (or lack of) traditional working experience. For those reasons, they are currently the subject of special policies and programmes aimed at building trust with the Roma community and helping with their socio-economic integration into their host countries. **We recommend that this special support is available to the Roma community over the coming years to strengthen their inclusion and the development of mutual trust**.

Some of the services for EU migrants are delivered by EU migrant groups. Activities of migrant community organisations are highly reliant on external sources of funding. The example of Lithuanian migrant community organisation shows that access to funding enables several initiatives. However, since funding is awarded usually only for a short period of time (usually 1–2 years), it makes it very difficult to sustain initiatives and projects at the same level without financial support. In addition, migrant community organisations rely almost exclusively on volunteers, who are, to a large extent, economic migrants themselves. Therefore, it is often not possible for those migrants to financially contribute to the sustainability of migrant community organisation activities. **We recommend that local authorities and service providers work closely with migrant organisations to best use their potential and ensure continuity of their services.**

At the same time, our study shows that the arrival of migrant workers can put additional pressures on some service providers. Some of these services are specific to migrants (such as ESOL language provision), while others are part of a wider range of services available to the general population, e.g. employment or health services. Due to increasing demand, service providers may need additional support to help them deliver their services efficiently and to the same quality standards. **We recommend close monitoring of demand for specific services and implementing adequate measures to support service providers.** This approach would benefit all service recipients: migrant workers and the local population.

Using available data to identify service demands in the future

In our research we have used administrative data sources such as the 2011 Census and NINo allocations. These data sources provide a detailed picture of migrants (stocks of migrants) and allow analysis of the key socio-economic characteristics of migrant groups. Analysing trends across years, these data sources could be used to identify how the profile of migrant workers is changing and what impact it might have for future service demands. For instance, the relatively young age of EU migrants might suggest that they would put additional demands on the publicly funded health system (e.g. ante-natal and post-natal care), the childcare system (formal childcare provision) and the education system (primary school provision in the short term and secondary school provision in a longer term). **We recommend that relevant public authorities closely monitor migration trends as well as the socio-demographic profile of migrants in order to adequately assess future service demands and to ensure sufficient services supply.**

The changing migration landscape has had an impact on migrant needs

EU migrants' rights and access to services depend on their length of stay in the host country. It is important to remember, therefore, that migrants' information and support needs, their plans and expectations, also change with the duration of their stay in the UK. Our report shows that newly arrived migrants usually require English language support, support services to access housing and healthcare services, and support to understand their employment rights, to name just a few issues. Our study shows that current service provision focuses on meeting these initial needs of EU migrants after their arrival in Leeds. With a longer duration of stay in the UK, migrants' support needs change and can become more similar to the needs of the local population. For instance, they may require support with upgrading their skills or better matching their skills to available jobs, or may require more information on education services, in particular if they have children in the UK. Based on our research, we conclude that there is only a small number of initiatives that help EU migrants settle in Leeds. **In order to meet migrants' needs, we recommend that agencies delivering local services should account for changing needs and cater for changing demands.**

Annex 1 – Desk research

Our data and literature search provided us with a broad range of sources to consult. Relevant data and academic and policy sources were identified through searches of databases (such as Google Scholar, Web of Knowledge and JSTOR). We ran searches using keywords such as “migrant”, “EU”, “worker”, “Leeds” and combinations of these words, and selected publications relevant to this study. We also consulted websites of local initiatives related to migration, such as the Migration Yorkshire website,²⁷⁶ and websites of relevant projects identified in the literature, such as the Harehills ESOL Needs Neighbourhood Audit (HENNA) project website.²⁷⁷ Finally, additional relevant sources were suggested by interviewees.

As part of our desk research we also conducted an analysis of relevant secondary data. There are two main sources of available data on migrant population and migratory trends in the UK: the Census for England and Wales and National Insurance Number (NINo) allocations. While both sources have their advantages and disadvantages we rely on them in our analysis.

The tables below summarise available data on migrant population and migratory trends in the UK, describing their advantages and shortcomings.

²⁷⁶ See, as of 1 April 2015: <http://www.migrationyorkshire.org.uk/>.

²⁷⁷ See, as of 1 April 2015: <http://www.education.leeds.ac.uk/research/projects/henna-project>.

Table A.1. 1 Data sources on migrant population in the UK

Source	Data features	Pros	Cons
2011 and 2001 Census for England and Wales	<p>Data on the whole population in England and Wales in 2001 and 2011</p> <p>2011 census data regarding migrants includes:</p> <ul style="list-style-type: none"> ▪ country of birth for main migrant groups; ▪ nationality; ▪ age; ▪ sex; ▪ date of arrival to the UK/length of residence in the UK; ▪ age at arrival in the UK; ▪ intended length of stay in the UK; ▪ data on working age population (selected characteristics); ▪ main language; ▪ passports held; ▪ religion; ▪ data on short-term migrants. 	<p>Covers whole population for England and Wales in 2011 (27 March 2011) and 2001 (29 April 2001).</p> <p>Some data available for local level (e.g. city of Leeds).</p> <p>Allows for some longitudinal analysis, e.g. between 2001 and 2011.</p>	<p>Variables provide different level of detail on particular characteristics, e.g. some variables report individual countries of birth of migrants while other variables provide data for migrant groups (e.g. grouping all EU-10 migrants).</p> <p>Not all data available for local level (e.g. city level of Leeds).</p> <p>Some data from 2001 census not available online.</p>
National Insurance Number (NINo) allocations	<p>NINOs are generally required by the economically active population (both UK-born and non-UK born) looking to work or claim benefits / tax credits in the UK, including the self-employed or students working part time</p>	<p>Covers total number of NINo registrations to adult overseas nationals entering the UK.</p> <p>Data are available at the national, regional and city level.</p> <p>Allows for longitudinal analysis: data is available from 2002 until present.</p>	<p>Includes individuals who register for non-work-related needs, e.g. to claim benefits or tax credits.</p> <p>Potential time lags between arrival and registration.</p> <p>Provides data on stock of registrants in a particular place and time; does not track registrants, e.g. a migrant registering in a particular place may have subsequently moved to a different city or have left the UK.</p>

Annex 2 – List of interviewees

We conducted 19 interviews with a total of 21 stakeholders (two interviews were conducted with two interviewees together). Overall, the group of interviewees comprised:

- A. Trade union / employment sector representatives: 4;
- B. Local authorities and local service providers: 4;
- C. Civil society actors such as advocacy groups, migration services and migrant organisations: 6;
- D. Other (academia): 5.

It turned out to be unfeasible to conduct interviews with a broader range of stakeholders representing the employment sector, since, for example, employers and recruitment agency staff did not want to be interviewed (they either did not respond to our emails/phone calls or declined any involvement in this study). We have questioned other relevant stakeholders on potential employers' views. Some views were raised by representatives of migrant organisations and employment services. However, this issue is an important caveat that needs to be taken into account when interpreting the results.

Finally, not all interviews could be conducted face-to-face, due to the restricted availability of respondents. Therefore, some interviews were conducted by phone following a semi-structured topic guide. The topic guide was developed by the team in consultation with DG EMPL.

Interviews were recorded with the permission of participants and subsequently paraphrased using a thematic approach, guided by the research questions. Interviewees were numbered consecutively and referenced accordingly as [Letter-number] where A1 signifies the first interviewee representing the employment sector, B2 indicates the second interviewee from local services, etc. This ensures that individual statements remain unidentifiable.

Table A.2. 1 List of interviewed/consulted people

Code	Type of stakeholder	Organisation
A1	A - Trade Union/ Employment sector	Yorkshire & the Humber Trades Union Congress (TUC)
A2	A - Employment servicer	JobCentre Plus
A3	A - Trade Union/ Employment sector	GMB Yorkshire
A4	A - Trade Union/ Employment sector	Unite the Union
B1	B - Police service	West Yorkshire Police
B2	B - Local Authority	Leeds City Council
B3	B - Local Authority	Leeds City Council
B4	B - Police service	Community Engagement Field Officers in Leeds
C1	C - Advocacy group	Migration Yorkshire
C2	C - Leisure	Leeds Anglo-German Club
C3	C - Migration services	RETAS, the Refugee Education Training Advice Service in Leeds
C4	C - Migrant organisation	Russian-speaking Saturday Children Group
C5	C - Migrant organisation	Lithuanian Community in Leeds

Code	Type of stakeholder	Organisation
C6 (two interviewees)	C - Migration services	St. Vincent Support Centre
D1	D - Academia	Leeds University and Sheffield University
D2	D - Academia	University Of Northumbria
D3	D - Academia	Leeds Beckett University
D4 (two interviewees)	D - Academia	University of Leeds/MESH
D5	D - Academia	Leeds Beckett University

Annex 3 – Survey results

Preparing the survey

Having developed the generic survey questionnaire – used for all four cities – we ran a pilot among a small group of migrants in the UK. Upon receiving comments from the pilot respondents, we made few changes to the wording and order of questions. This updated version was shared with the DG EMPL for approval. Once it was approved by DG EMPL, we adapted some questions to the specific national context and the specificities of each city. For instance, in Leeds we made changes to the questions about local authorities responsible for housing, adding examples of social benefits, and adapting the question about registration, dividing it into two (registration for council tax purpose and registration for electoral roll).

The next step was to implement English versions of the survey on the online survey platform. We have also arranged for the questionnaire to be translated into German, Lithuanian and Polish. The survey was implemented by the Ecorys survey group on their web platform.

Recruitment of respondents

We have identified relevant websites, online fora, Facebook discussion groups, etc., and established contacts with representatives of migrant community organisations. We also contacted all relevant interviewees and asked them to distribute the survey link within their networks. For instance, the survey link was distributed to over 900 students enrolled on ESOL courses at Leeds City College. We also identified all primary schools within the boundaries of the city of Leeds and contacted each school asking them to distribute the survey link among parents from EU countries. Finally, we used our private contacts and a snowballing technique to disseminate the survey questionnaire as widely as possible.

Invitations to take part in the survey were posted on a regular basis from November 2014 to early January 2015. Throughout the process, we monitored survey uptake and reposted the survey link, and also sent reminders to increase the response rate.

In the table below we list all relevant websites where the survey was advertised.

Table A.3. 1 Facebook groups used to distribute survey link

EU migrant group	Group
German	Leeds University German Society
Hungarian	Leeds Magyar Aruk Boltja (Leeds Hungary Goods Store)
	Leeds-i és környéki magyarok (Hungarians in Leeds and around)
	Leeds-i és környéki magyarok munkát kínál-keres (Hungarians and around Leeds offers job-searching)
	Leeds és környéke magyarok állást keres és kínál (Leeds and surrounding Hungarians and looking for a job offer)
International	European Store Leeds
Italian	Giorgios Ristorante Italiano
	Leeds Italian Soc
	Italiani nello Yorkshire (<i>Italians in Yorkshire</i>) (two accounts with the same name)

EU migrant group	Group
	Italiani in Inghilterra (<i>Italians in England</i>)
	Italiani a Leeds e amici Internazionali (Italians in Leeds and international friends)
Irish	Leeds Irish Centre
Lithuanian	Liverpool, Manchester, Leeds lietuviai (Liverpool, Manchester, Leeds Lithuanians)
	Huddersfield, Leeds, Bradford lietuviai (Huddersfield, Leeds, Bradford Lithuanians)
	Leeds lietuviai – skelbimai - Lithuanians in Leeds - Lydso lietuviai (Leeds Lithuania - Classified ads - Lithuanians in Leeds - Leeds Lithuanians)
	Leeds'o-Bradford'o Lietuviai (Leeds and Bradford Lithuanians)
	Lithuanian Community in Leeds
Polish	Polacy w Leeds (Polish people in Leeds)
	Polskie mamy w Leeds (<i>Polish mums in Leeds</i>)
	Magdalena Mini Polish Market
	Remonty Leeds and Stone Masters (Decoration services Leeds and Stone Masters)
	Przemyslaw Blog Remonty Leeds i okolice (Przemyslaw Blog Decoration services Leeds and around)
	Fryzjer Damsko-Meski Leeds (Polish hairdresser in Leeds)
	Leeds - Ogłoszenia, Imprezy, Wydarzenia (<i>Leeds - Ads, Parties and Events</i>)
	Leeds Sprzedam-Oddam Zamienie Ogłoszenia (<i>Leeds - For sale - To give away - Swapping Ads</i>) (two accounts with the same name)
	Parafia w Leeds (Polish Parish in Leeds)
	Polski logopeda w Leeds (Polish speech therapist in Leeds)
	Ogłoszenia w West Yorkshire (<i>Adds in West Yorkshire</i>)
	Kup zamien sprzedaj rozne ogłoszenia leeds (<i>Buy swap sell various ads leeds</i>)
	Yorkshire / Ogłoszenia / Sprzedaż / Kupno / Wydarzenia / Imprezy (<i>Yorkshire / Ads / For sale / Buying / Events / Entertainment</i>)
Polish, Slovak and Czech	Polish Slovak Czech in Leeds
Portuguese	Emigrante Portugues em UK (Portuguese migrants in the UK)
Romanian	Romani in Leeds (Romanian in Leeds)
Spanish	Españoles en Leeds (<i>Spanish people in Leeds</i>) (three accounts with the same name)
	Españoles en Leeds, Bradford, Harrogate y alrededores (Spanish people in Leeds, Bradford, Harrogate and surrounding areas)
	Españoles en Yorkshire (Leeds) (Spanish people in Yorkshire (Leeds))
	Latinos y Españoles en Leeds (Latinos and Spanish people in Leeds)

Note: English translations of group names are in italic.

Table A.3. 2 Polish Internet discussion groups used to distribute survey link

Platform	Discussion group
www.gazeta.pl	Praca w Wielkiej Brytanii i Irlandii (<i>Jobs in the UK and Ireland</i>)
	Zycie na wyspach (<i>Life on the islands</i>)
	Matki Polki w Uk (<i>Polish mothers in the UK</i>)
	Polki w Anglii (<i>Polish women in England</i>)
	Tesco w Anglii (<i>Tesco in England</i>)
http://www.leeds-manchester.pl	Praca (<i>Work</i>)
	Hyde park
www.emito.net	Leeds
	Praca (<i>Work</i>)
	Dyskusja ogolna (<i>General discussion</i>)
www.londynek.net	Praca (<i>Work</i>)
	England and Wales

Note: English translations of group names are in italic.

The survey was open from 6 November 2014 until 20 January 2014.

Unless stated otherwise, we always report on all eligible respondents who provided an answer to a particular question.

Survey results

The survey questionnaire was opened 420 times in total – the English version opened 250 times, the German version opened twice, the Polish version opened 134 times, and the Lithuanian version opened 34 times.

The first question, asking about respondents' nationality, was answered by 218 respondents. This includes respondents who were later excluded as they did not meet the inclusion criteria (e.g. employment status or living in Leeds).

Table A.3. 3 Respondents' nationality, 218 respondents

What is your nationality?	Count	% Total
Austria	2	0.9%
Cyprus	1	0.5%
Czech Republic	2	0.9%
Finland	1	0.5%
Germany	3	1.4%
Hungary	2	0.9%
Italy	6	2.8%
Lithuania	26	11.9%
Luxembourg	1	0.5%
Norway	2	0.9%
Poland	129	59.2%
Portugal	1	0.5%
Romania	6	2.8%
Slovakia	2	0.9%
Spain	15	6.9%

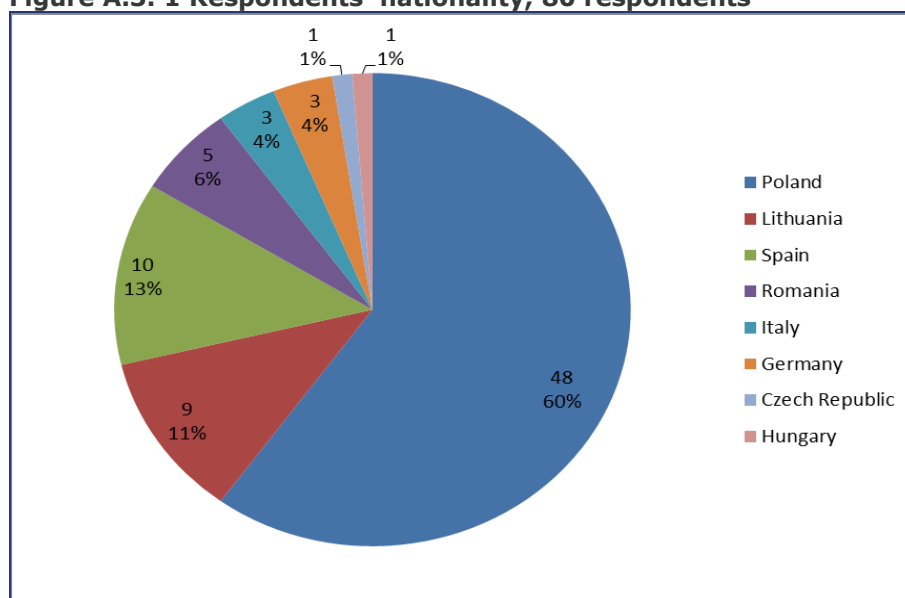
What is your nationality?	Count	% Total
Sweden	3	1.4%
United Kingdom	13	6.0%
Other	7	3.2%
Number of responses	222	
Number of respondents	218	

Source: Own survey data, N=218. Question: What is your nationality?

A total of 80 respondents fully completed the survey questionnaire. They represented eight EU countries, namely Poland (60 per cent, 48 respondents), Lithuania (11 per cent, 9 respondents), Spain (13 per cent, 10 respondents), Romania (6 per cent, 5 respondents), Italy and Germany (both 4 per cent, 3 respondents), and the Czech Republic and Hungary (both 1 per cent, 1 respondent).

Comparing nationalities of survey respondents with 2011 Census data, we note that respondents from EU-10 and EU-2 countries, such as Poland, Lithuania and Romania, make up a much greater share of the survey population than the overall EU migrant population in Leeds. The survey was also completed by a relatively large share of migrants from Spain. The profile of survey respondents is, however, in line with recent trends in migration to Leeds, and to the UK. Overall, the largest groups of EU migrants over the last 15 years have come from 2004 and 2007 EU accession countries. After the onset of the economic crisis, there was also an increase in the number of migrants from Spain. The age profile of surveyed migrants is also in line with the age profile of recent (since 2000) migrants to the UK.

Figure A.3. 1 Respondents' nationality, 80 respondents



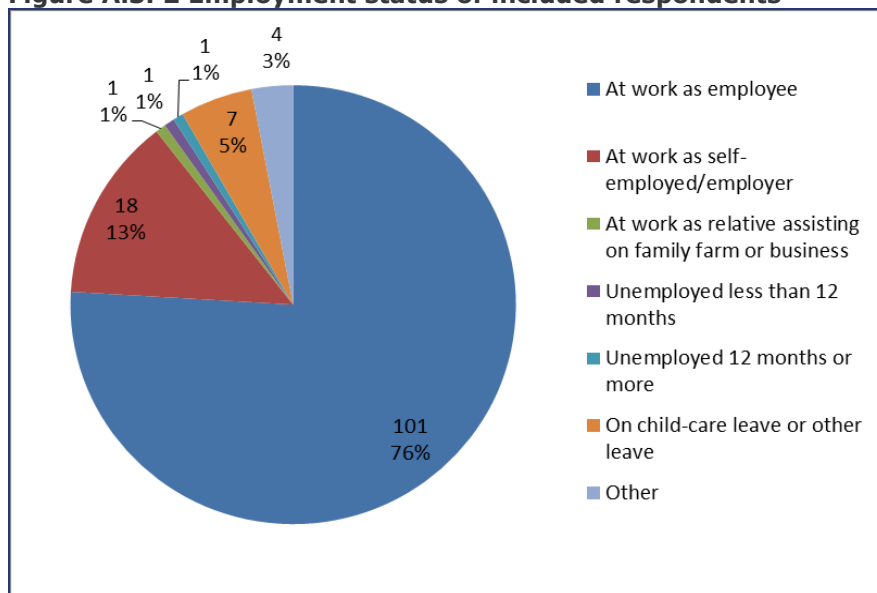
Source: Own survey data, N=80. Question: What is your nationality?

A total of 231 respondents dropped out after the first question. An additional 29 respondents were excluded from the survey as they did not live in Leeds. A total of 160 respondents qualified to be included in the survey sample. Of those, 133 respondents were included on the basis of their employment status, and 27 respondents were excluded. Over three quarters (76 per cent, 101) of respondents work as employees, and 13 per cent (18) are self-employed / employers, with the rest of respondents being

unemployed and on leave, or other (for instance being both employee and also self-employed).

Only 2 respondents who are self-employed have employees, and 13 run one-person companies (N=15).

Figure A.3. 2 Employment status of included respondents



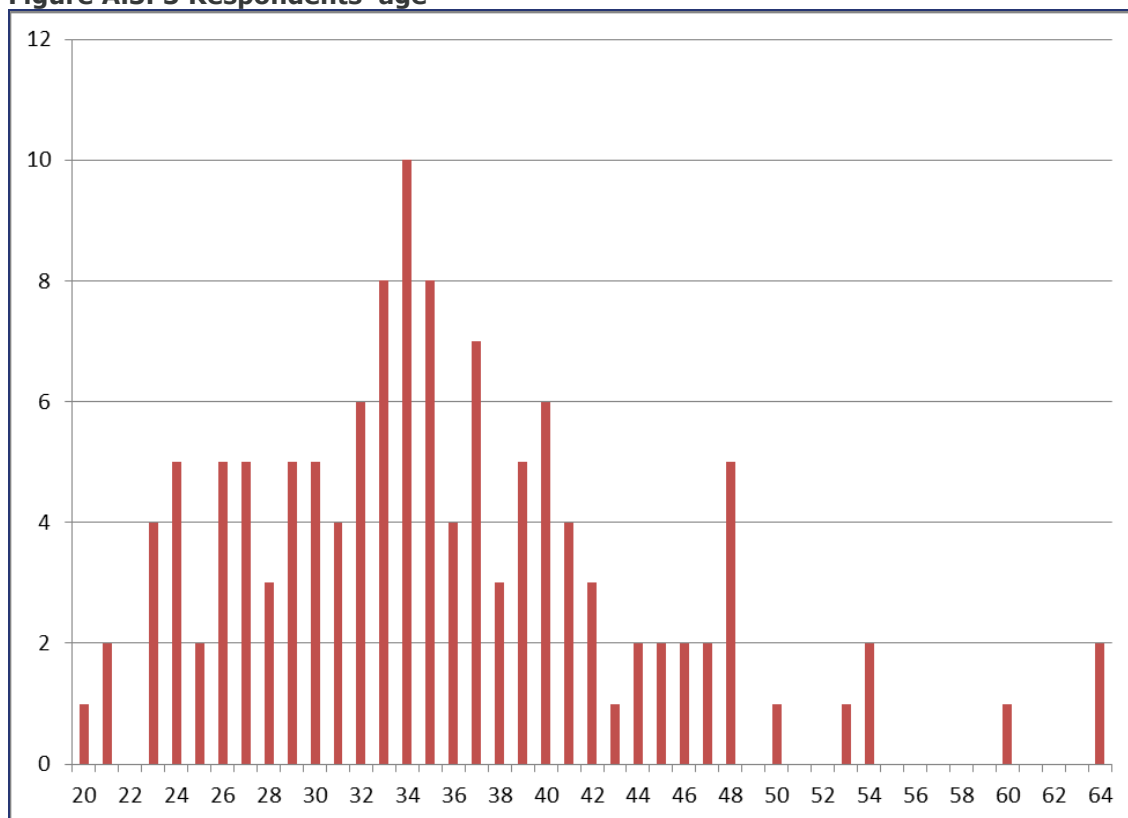
Source: Own survey data, N=133. Question: What is your main current employment status?

Excluded respondents comprised two respondents unable to work due to long-term illness or disability, one retired respondent, 10 who are full-time homemakers, 2 in full-time education, and 10 who dropped out.

Out of the 129 respondents who answered the question about their sex, 49 were male and 80 were women.

Looking at the respondents' age, we note that 12 respondents are under 24 years old, 53 are aged 25–34, 54 are aged 35–49 and seven are over 50.

Figure A.3. 3 Respondents' age



Source: Own survey data, N=126. Question: What is your year of birth?

Analysis of marital status shows that nearly three quarters of respondents are in a relationship, 39 per cent (46) being married and 33.9 per cent (40) living with a partner but not married. Just under a quarter (22 per cent, 26) of respondents are single and 5.1 per cent (6) are divorced.

Table A.3. 4 Respondents' marital status

What is your marital status?	Count	% Total
Married	46	39.0 %
Divorced	6	5.1 %
Living with a partner but not married	40	33.9 %
Single	26	22.0 %
Number of respondents	118	100.0 %

Source: Own survey data, N=118. Question: What is your marital status?

Among those married and living with a partner, 80.2 per cent (69) of respondents have a spouse or partner from their home country. About 10 per cent of respondents have spouses / partners from the UK and another 10 per cent from other countries. Nearly all of these spouses / partners (96.5 per cent, 83 respondents) live with respondents in Leeds (N=86). In addition, most spouses / partners are economically active in Leeds.

Table A.3. 5 Spouse or partner country of origin

Is your spouse or partner from your home country?	Count	% Total
Yes	69	80.2 %
No, s/he is from the UK	8	9.3 %
No, s/he is from another country	9	10.5 %
Number of respondents	86	100.0 %

Source: Own survey data, N=86, Question: Is your spouse or partner from your home country?

Table A.3. 6 Spouse or partner employment status

What is the current situation of your spouse or partner?	Count	% Total
At work as employee or employer/self-employed	72	86.7 %
At work as relative assisting on family farm or business	1	1.2 %
Unemployed 12 months or more	3	3.6 %
Unable to work due to long-term illness or disability	1	1.2 %
On child-care leave or other leave	2	2.4 %
Full-time homemaker	2	2.4 %
Other (specify)	2	2.4 %
Number of respondents	83	100.0 %

Source: Own survey data, N=83, Question: What is the current situation of your spouse or partner?

Annex 4 – Focus groups

The aim of the focus groups was to validate the findings from the literature, interviews and online survey. The focus groups consisted of a presentation of findings by the research team followed by a discussion. This provided an opportunity to examine the study findings and to gain an understanding of the most relevant conclusions. Participants were also able to further enhance study results with their assessments and observations.

We held three focus groups in Leeds on 23 January 2015. Two were with stakeholders and one was with migrants. Each focus group discussion lasted for approximately 2 hours.

In order to facilitate the participation of migrants in the focus group discussion, and also as suggested by prospective participants, the migrant focus group was held in the evening. Despite this, attendance at the migrant focus group was lower than expected.

In the tables below, we present information on all focus group participants.

Table A.4. 1 Focus group participants – stakeholders (2 groups)

Institution represented	Comments
Job Centre Plus	
Academia	
Academia	
Leeds City Council	
Trade Union	
Leeds City Council	Did not turn up
Migrant support organisation	
Migrant support organisation	
Migrant support organisation	Did not turn up
Trade Union	Did not turn up

Table A.4. 2 Focus group participants – migrants

Sex	Nationality	Comments
Female	Polish	
Female	Polish	Did not turn up
Female	Polish	Did not turn up
Female	Polish	Did not turn up
Female	Spanish	Did not turn up
Male	Polish	Did not turn up

Annex 5 – Selection of the UK and Leeds as a case study

EU migrants in the UK

According to Eurostat data for 2013, over 2.4 million EU migrants live in the UK. This places the UK as the country with the second largest number of EU migrants after Germany. The last decade has brought a substantial increase in the number of EU migrants residing in the UK, in particular from the 2004 and 2007 accession countries. The migration wave from the countries of Central and Eastern Europe to Britain that followed the 2004 enlargement has been described as one of the largest and most intensive migration flows in contemporary European history.²⁷⁸ The economic crisis also had an impact on the inflow and composition of EU migrants to the UK. Although the migration flows have slowed down in recent years, the UK is still experiencing large numbers of incoming EU migrants.

As before, migrants from the Central and Eastern European countries still constitute the largest numbers of newcomers. However, a visible increase in the number of migrants coming from southern European countries has been noted in the last few years.²⁷⁹ It seems that since the crisis, southern European Member States have become net emigration countries again, most likely in response to limited job opportunities and high unemployment levels, in particular among the young.

It should be noted that some EU migrant communities are well established in the UK, such as Irish and German migrants, although the number for the latter may be inflated due to children of British armed forces personnel based in Germany who have subsequently moved to the UK.²⁸⁰

In the table below, we have summarised information on the number of EU migrants residing in England and Wales at the time of the 2011 Census. Migrants are identified by their country of birth, a common indicator in the analysis of migrant population in the UK.²⁸¹ We provide data for EU countries with the largest numbers of migrants.

²⁷⁸ Pollard et al. (2008), op. cit.

²⁷⁹ DWP (2013), op. cit.

²⁸⁰ Office for National Statistics reports and data show that the inflow of the German-born nationals to the UK is evenly distributed across all decades from the 1950s to the present. This reflects the fact that many of those German migrants were the children of UK service personnel stationed in Germany. See, for instance, ONS (2013), op. cit.

²⁸¹ Country of birth cannot change over time. In contrast, citizenship status can change since second citizenship can be acquired.

Table A.5. 1 Stock of EU migrants in England and Wales, 2011

Country of Birth (CoB)	Number of migrants living in England and Wales
Poland	577,591
Ireland	406,700
Germany	272,503
Italy	134,151
France	129,340
Lithuania	96,815
Portugal	87,838
Spain	78,915
Romania	79,451
EU countries total	2,029,056

Source: Census for England and Wales, 2011.

Available information for Scotland and Northern Ireland is less detailed. The Scottish 2011 Census data specifies that there were 22,952 Irish migrants, 59,031 migrants from EU15 MS and 78,254 from 2004 and 2007 EU accession countries. In Northern Ireland, just under 38,000 Irish migrants constituted 2.09 per cent of the population, just under 36,000 migrants from 2004 and 2007 EU accession countries constituted 1.97 per cent of the population, and just under 10,000 migrants from EU15 MS represented 0.54 per cent of the population.²⁸²

Apart from Census data, information on adult overseas nationals entering the UK can be analysed on the basis of the National Insurance Number (NINo) allocations. NINos are required by any overseas national looking to work or claim benefits or tax credits in the UK. Data on NINo allocations is produced by the Department of Work and Pensions and is available for adult overseas nationals entering the UK since January 2002. The figures are based on the date when the NINo application process was completed. This may be a number of weeks or months (or in some cases years) after arrival in the UK.²⁸³ All adult overseas nationals allocated a NINo are included, regardless of their length of stay in the UK.

Below we present NINo allocations for the largest groups of EU migrants living in the UK (as per Census data from 2011).

²⁸² NISRA (2011). 2011 Census, Country of Birth: administrative geographies. Available from, as of 1 April 2015: <http://www.ninis2.nisra.gov.uk/public/Home.aspx>.

²⁸³ See, as of 1 April 2015: <https://www.gov.uk/government/collections/national-insurance-number-allocations-to-adult-overseas-nationals-entering-the-uk>.

Table A.5. 2 Actual number of NINo allocations to EU migrants in the UK

Nationality	2002	2003	2004	2005	2006	2007
France	13,116	12,902	13,449	16,300	17,456	22,962
Germany	8,847	9,602	10,374	12,770	13,465	16,813
Italy	7,709	8,117	8,184	10,358	11,060	15,742
Portugal	7,915	12,603	13,867	11,712	9,696	12,039
Ireland	8,080	9,165	9,272	10,226	9,515	10,567
Spain	10,392	12,088	10,478	10,841	9,654	11,836
Lithuania	1,427	3,141	10,729	29,097	24,202	22,219
Romania	1,571	2,640	3,625	3,001	2,433	19,152
Poland	4,744	9,459	38,418	144,798	192,111	242,575

2008	2009	2010	2011	2012	2013	2014 (incomplete)
22,238	19,895	19,681	23,461	19,624	24,201	5,319
14,881	12,511	12,219	12,733	10,452	11,505	2,268
16,462	16,876	18,464	24,891	26,605	44,113	11,406
12,983	12,211	12,064	16,347	20,443	30,121	6,652
10,547	11,062	13,898	17,055	14,713	17,412	3,586
11,777	14,281	19,858	30,020	38,075	51,729	10,347
16,501	21,760	37,752	37,563	26,239	25,826	3,741
23,471	20,065	18,934	25,813	16,309	17,870	34,904
152,277	85,859	74,826	84,146	80,467	111,449	18,145

Source: Stat-Xplore, Department for Work and Pensions.

In order to make a final selection, we analysed the composition of the employed EU migrant population in Birmingham, Leeds, Bradford, Sheffield and Glasgow. We based our analysis on the 2011 Census data for England and Wales, and for Scotland. The census conducted in England and Wales provides data both on all migrants and also on employed migrants. In contrast, the census conducted in Scotland only provides data on all migrants.

To fully reflect the requirements of this study, for the English cities (Birmingham, Bradford, Leeds and Sheffield) we selected variables that allowed us to examine data on employed migrants, as opposed to variables that were reporting data on all EU migrants, regardless of their labour market status. Data on employed EU migrants is not available for Scotland, therefore for Glasgow we provide data on all EU migrants.

Table A.5. 3 Employed EU migrants in Birmingham, Leeds, Bradford, Sheffield and Glasgow, 2011

City	Employed migrants' country of birth	EU Number of employed migrants	Proportion of employed EU migrants from a respective country to the overall number of employed EU migrants
Birmingham	Poland	5,959	31.7%
	Ireland	4,472	23.8%
	Germany	1,636	8.7%
	France	713	3.8%
<u>18,818</u> population	total of		

City	Employed EU migrants' country of birth	Number of employed EU migrants	Proportion of employed EU migrants from a respective country to the overall number of employed EU migrants
employed EU migrants (aged 16-74) representing 3.86% of the total employed population	Romania	650	3.5%
	Lithuania	533	2.8%
	Italy	487	2.6%
	Spain	361	1.9%
	Portugal	268	1.4%
Leeds <u>14,790</u> total population of employed EU migrants (aged 16-74) representing 3.61% of the total employed population	Poland	5,090	34.4%
	Ireland	2,021	13.7%
	Germany	1,937	13%
	Lithuania	727	4.9%
	Italy	558	3.8%
	France	529	3.6%
	Spain	386	2.6%
	Portugal	274	1.9%
	Romania	255	1.7%
Bradford <u>8,335</u> total population of employed EU migrants (aged 16-74) representing 3.9% of the total employed population	Poland	3,287	39.44%
	Ireland	697	8.36%
	Germany	779	9.35%
	Lithuania	304	3.65%
	Italy	276	3.31%
	France	174	2.09%
	Spain	98	1.18%
	Portugal	84	1.01%
	Romania	147	1.76%
Sheffield <u>6,793</u> total population of employed EU migrants (aged 16-74) representing 2.6% of the total employed population	Poland	1,754	25.8%
	Germany	1061	15.6%
	Ireland	720	10.6%
	France	322	4.7%
	Italy	253	3.72%
	Lithuania	229	3.8%
	Spain	214	3.2%
	Romania	161	2.3%
	Portugal	133	2%
Glasgow <u>22,033</u> total population of EU migrants (aged 16-74)	2004 and 2007 MS	10,349	47%
	EU15	7,345	33%
	Ireland	4,339	20%

Source: 2011 Census for England and Wales (variable Country of Birth (Workplace population) defined as all usual residents aged 16-74 in employment in the area the week before the census). 2011 Census for Scotland (variable Country of Birth).

Selection of Leeds

As explained above, data for Glasgow is the least detailed. It neither provides information on the number of workers nor on the EU migrants' country of birth. For this reason, we excluded Glasgow from further analysis.

The remaining four cities are all located in England. In each, EU migrant workers represent largely similar countries, with workers born in Poland, Ireland and Germany taking the three first places and accounting for over 50 per cent of all EU workers. Bradford and Sheffield have the smallest migrant worker population in terms of the absolute number of employed migrants. For these reasons, we excluded Bradford and Sheffield from further analysis.

In order to make a final selection between Birmingham and Leeds, we examined data on migrants' year of arrival to the UK. Since the objective of this study is to analyse cities with the highest presence of EU migrant workers arrived since 2000, we examined how recent are migrant communities in these two cities. In the table below, we present 2011 Census data on migrants' year of arrival. It should be noted that these data are for all migrants, not just employed migrants.

Table A.5. 4 EU migrants' year of arrival in the UK

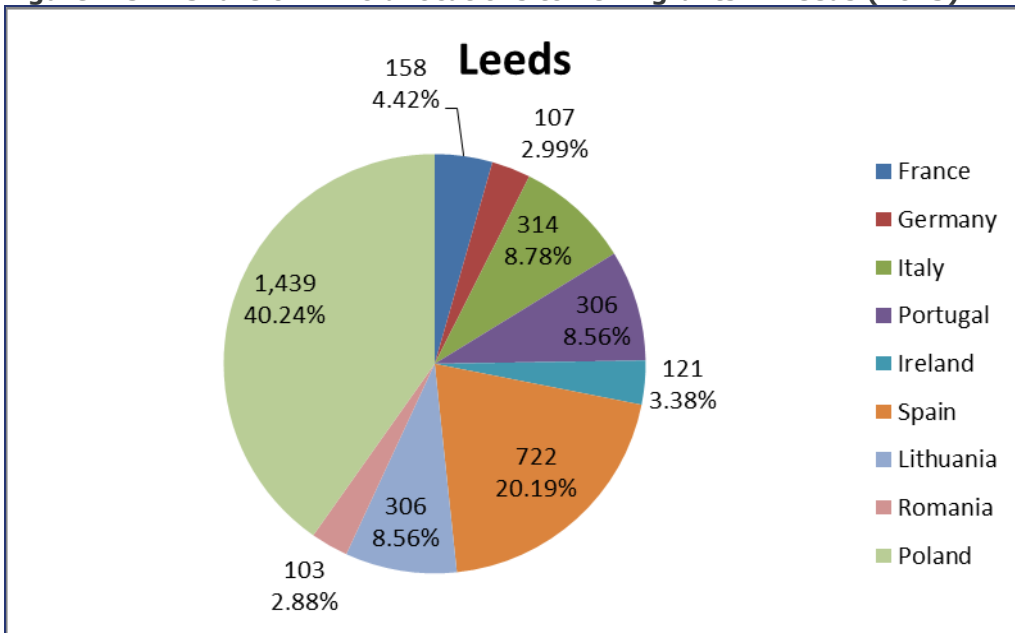
City	EU migrants' country of birth	Arrived 2001–2011	%
Birmingham	Ireland	916	3.81%
	EU15 except Ireland	8,387	34.88%
	2004 and 2007 accession countries	14,742	61.31%
Leeds	Ireland	657	4.31%
	EU 15 except Ireland	3,929	25.75%
	2004 and 2007 accession countries	10,672	69.94%

Source: 2011 Census for England and Wales (variable Country of Birth by year of arrival in the UK).

Census data in Table A.5. 4 show that the Irish community is well established in the UK, with only a small proportion arriving in recent years (around 4 per cent for both cities). Reanalysing data from Table 3-5 (Section 3 of the report) we note that the number of employed Irish migrants to the overall EU worker population in Birmingham is much greater than in Leeds (nearly 24 per cent in Birmingham compared with nearly 14 per cent in Leeds). Given that the Irish community is greater in Birmingham, and the Irish have been established there for a longer time, the EU migrant population that has been long-established there is also likely to be greater. For this reason, we excluded Birmingham and selected Leeds. This city, in our view, provides us with a population of more recent EU migrants, which is the one we are interested in.

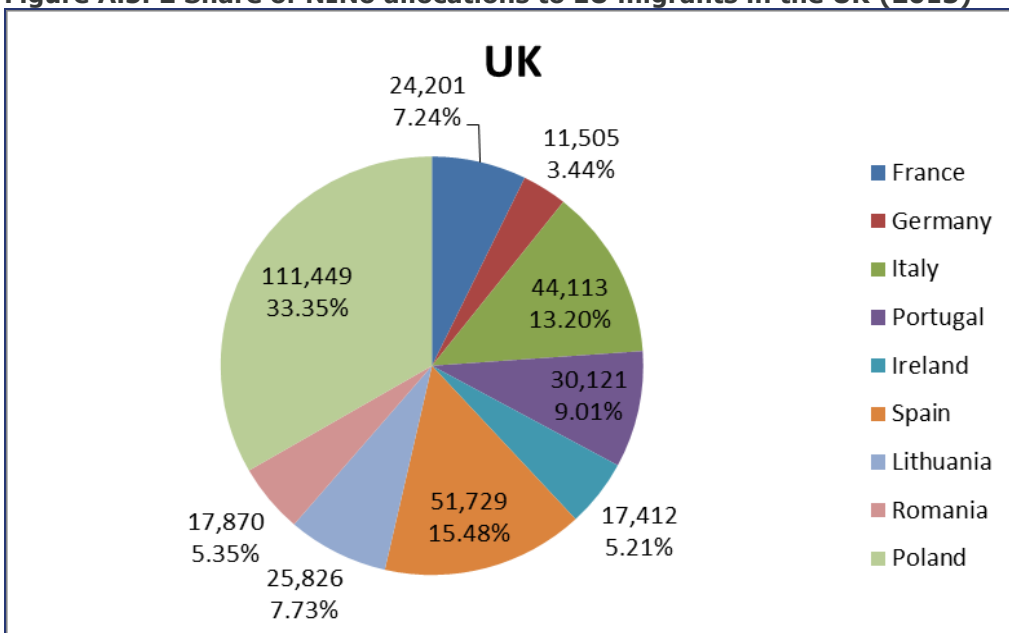
Moreover, analysing NINo allocations to EU migrant workers in the UK and in Leeds, we note that data for Leeds shows similarities to the overall UK data in terms of registration for NINOs over time and composition of EU workers among most recent registrants. For instance, both in Leeds and in the whole UK people coming from Poland are by far the largest group of NINo registrants, followed by Spaniards as a result of recent trends (while in the past Lithuanians represented the second largest group, and are still among the communities). The fact that Leeds reflects broader trends in the UK is another reason for its selection.

Figure A.5. 1 Share of NINo allocations to EU migrants in Leeds (2013)



Source: Stat-Xplore, Department for Work and Pensions.

Figure A.5. 2 Share of NINo allocations to EU migrants in the UK (2013)



Source: Stat-Xplore, Department for Work and Pensions.

Annex 6 – Current political context

This section reviews European Parliament election results across Great Britain and the Yorkshire and the Humber region, and results from local council elections in Leeds. The question of immigration has grown in importance in recent years and political rhetoric has taken shape around this issue. Much of the data presented below focuses on the four largest political parties in Great Britain: the Conservative Party, the Labour Party, the UK Independence Party (UKIP) and the Liberal Democrats.

Throughout the 1990s in Leeds, the Labour Party was the most successful party across the majority of wards in Leeds with little representation from the other parties. The following tables illustrate the number of seats won in Leeds City Council elections from the 1990s to 2012.

Table A.6. 1 Results in local elections in Leeds, 1994–2000

Party	04-May-94	04-May-95	02-May-96	07-May-98	06-May-99	04-May-00
Labour (seats won)	27	30	27	25	21	17
Conservative (seats won)	4	1	3	5	4	7
Liberal Democrats (seats won)	3	3	3	3	8	8
UKIP (seats won)	0	0	0	0	0	0
Green (seats won)	0	0	0	1	1	1
Available seats	34	34	33	34	34	33

Source: Leeds City Council. Information provided verbally to study team.²⁸⁴

Table A.6. 2 Results in local elections in Leeds, 2008–2012

Party	2008	2010	2012
Labour (seats won)	12	20	21
Conservative (seats won)	8	6	6
Green (seats won)	1	0	1
Labour and Cooperative (seats won)	1	0	0
Liberal Democrats (seats won)	9	5	3
Morley Borough Independents (seats won)	2	2	2

Source: Leeds City Council. Information provided verbally to study team.²⁸⁵

In the 2004 European Parliament elections, the Conservative Party took 25.9 per cent of the vote, which translated into 27 seats.²⁸⁶ The Labour Party took the second highest proportion of the votes (21.9 per cent or 19 seats).²⁸⁷ Both UKIP and the Liberal Democrats took 12 seats and 15.6 per cent and 14.4 per cent of the votes respectively.²⁸⁸ In 2009, across Great Britain the Conservative Party took the largest share of the votes (36.2 per cent) in the European Parliament elections.²⁸⁹ This

²⁸⁴ Leeds City Council (2014) "Election Results." Election data retrieved from Leeds City Council by request.

²⁸⁵ Ibid.

²⁸⁶ Electoral Commission (2004) The 2004 European Parliamentary elections in the United Kingdom: The Official Report, London, The Electoral Commission.

²⁸⁷ Ibid.

²⁸⁸ Ibid.

²⁸⁹ Rallings, C., & Thrasher, M. (2009) *European Parliament Elections 2009*. Plymouth: LGC Elections Centre.

translated into 25 seats. UKIP and Labour both took 13 seats each²⁹⁰; however, UKIP polled higher across Great Britain and took 16.5 per cent of the votes in comparison to the 15.73 per cent received by Labour.²⁹¹ The Liberal Democrats took 13.75 per cent of the votes.²⁹²

By 2014, UKIP had become the highest polling party in the European Parliament elections with 27.49 per cent of the votes in the UK (24 seats in total) followed by Labour with 25.4 per cent of the votes (20 seats) and the Conservatives with 27.1 per cent of the votes (19 seats).²⁹³ The Liberal Democrats took 6.87 per cent of the votes overall.²⁹⁴ Table A-17 below demonstrates the share of the vote in European Parliament elections that the top four political parties in Great Britain received.

In 2014, valid vote turnout for the local election was 35.5 per cent.²⁹⁵

Table A.6. 3 Share of European Parliament election votes in Great Britain

Party	2004 (share of votes)	2009 (share of votes)	2014 (share of votes)
Conservative	25.9%	36.2%	27.1%
Labour	21.9%	15.73%	25.4%
Liberal Democrats	14.4%	13.75%	6.87%
UK Independence Party	15.6%	16.5%	27.49%

Source: The Electoral Commission.²⁹⁶

It would appear that UKIP has taken a foothold in the UK regions, including in Yorkshire and the Humber, where it has grown in popularity. In the 1999 European Elections not a single representative from UKIP was elected for the Yorkshire and the Humber region. However, after the 2004 and 2009 European Parliament elections, one UKIP member represented the region and this grew to three after the 2014 elections.

Table A.6. 4 Number of MEPs across represented political parties in the Yorkshire and the Humber region 1999–2014

Year	UKIP	Labour	Conservative	BNP	Liberal Democrats	Green Party	Total
2014	3	2	1	0	0	0	6
2009	1	1	2	1	1	0	6
2004	1	2	2	0	1	0	6
1999	0	3	3	0	1	0	7

Source: Multiple sources.²⁹⁷

²⁹⁰ Ibid.

²⁹¹ Ibid.

²⁹² Ibid.

²⁹³ Electoral Commission (2014) *The European Parliamentary elections and the local government elections in England and Northern Ireland: Report on the administration of the 22 May 2014 elections*, London, The Electoral Commission.

²⁹⁴ Ibid.

²⁹⁵ Rallings, C., & Thrasher, M. (2014) *Local Elections in England May 2014 (including mayoral elections)*. Plymouth: Elections Centre.

²⁹⁶ Electoral Commission (2004), op. cit.; Rallings & Thrasher (2009), op. cit.; Rallings & Thrasher (2014), op. cit.

²⁹⁷ 2014: Leeds City Council (2014c) "European Parliamentary Elections: Yorkshire & the Humber Region Results"; 2009: Electoral Commission (n.d.) "2009 European Parliamentary election results"; 2004: Electoral Commission (n.d.b) "2004 European Parliamentary election results"; 1999: Leeds City Council (2014b), op. cit.

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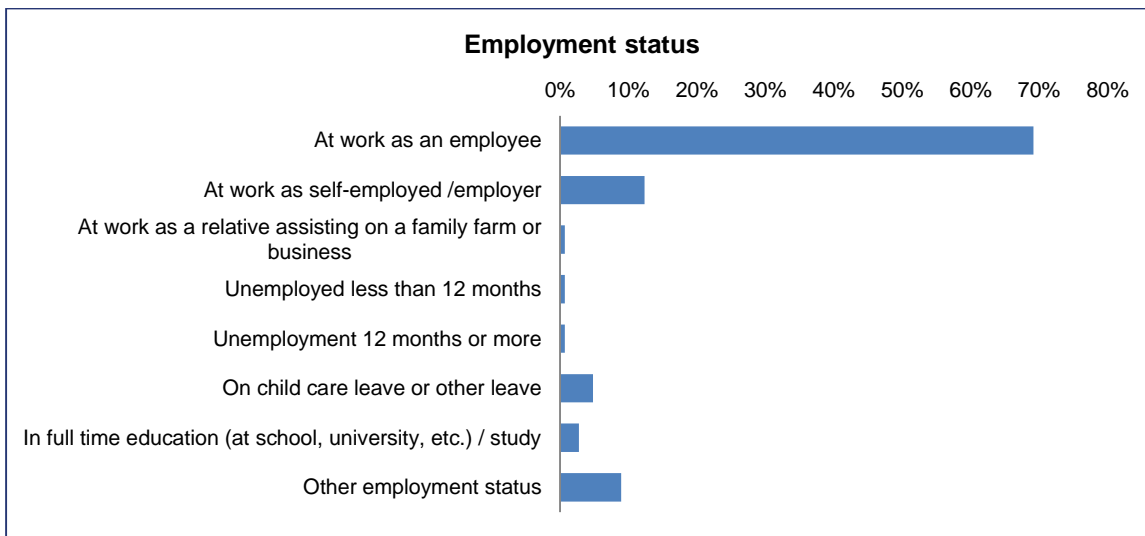
Annex 8 – Factsheet

EU migrants in Leeds - key data from available statistics

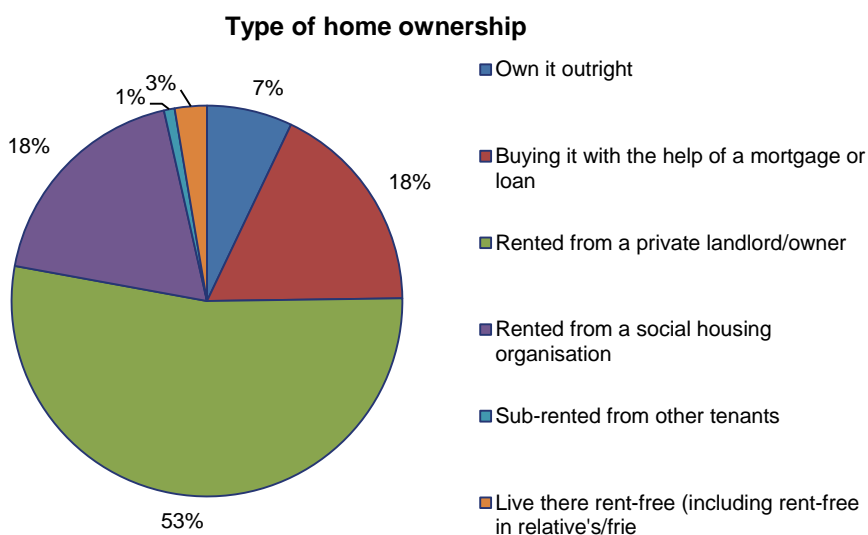
Number of EU migrants ^a	25,853
Share of city population ^a	3.2%
Main nationalities ^a	Poland (28.3%), Ireland (18.7%), Germany (11.9%)
Economic activity rate ^a	79% for EU-10 and EU-2 migrants, 64-66% for EU-15 migrants, and 45% for Irish migrants
Employment rate ^a	94% for Irish migrants, 93% for EU-10 and EU-2 migrants, and 90.2% for EU-15 migrants
Other key demographic characteristics ^a	<ul style="list-style-type: none"> ▪ Polish migrants constitute 28% of EU migrants but over 34% of the population of employed EU migrants. Conversely, Irish migrants made up nearly 19% of the total EU migrant population but their share of the employed migrant population is smaller at 14%; ▪ Only 14% of Irish migrants had arrived in the UK since 2001; the largest proportion of migrants from EU-10 and EU-2 arrived in the years after their country became an EU Member State; nearly half of the EU-15 population arrived post-2000, with an increase in the number of EU-15 migrants between 2007 and 2009; ▪ Over 65% of migrants from Ireland are over 50 years of age. Conversely, 76% of EU-10 and EU-2 migrants are aged 16 to 49. Migrants from the EU-15 countries are more equally spread across age groups; ▪ Occupation-level data indicates a skills mismatch of EU-10 and EU-2 migrants, with qualifications not matching the employment profiles of migrants. <p>Source: Census for England and Wales, 2011.</p>

^a Based on country of birth. EU includes all EU Member States at the time of 2011 census.

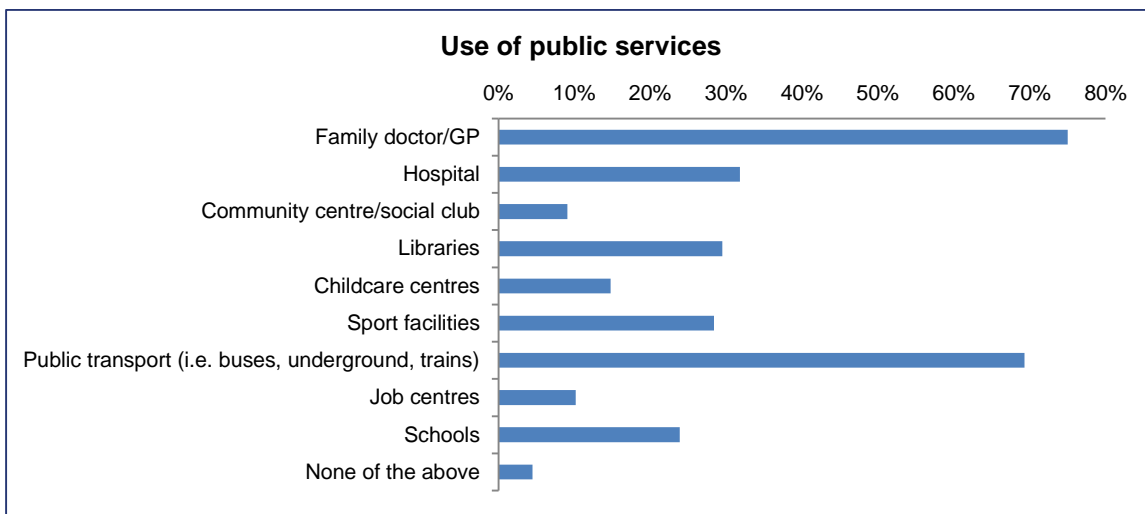
Survey on migrant EU workers: selected results



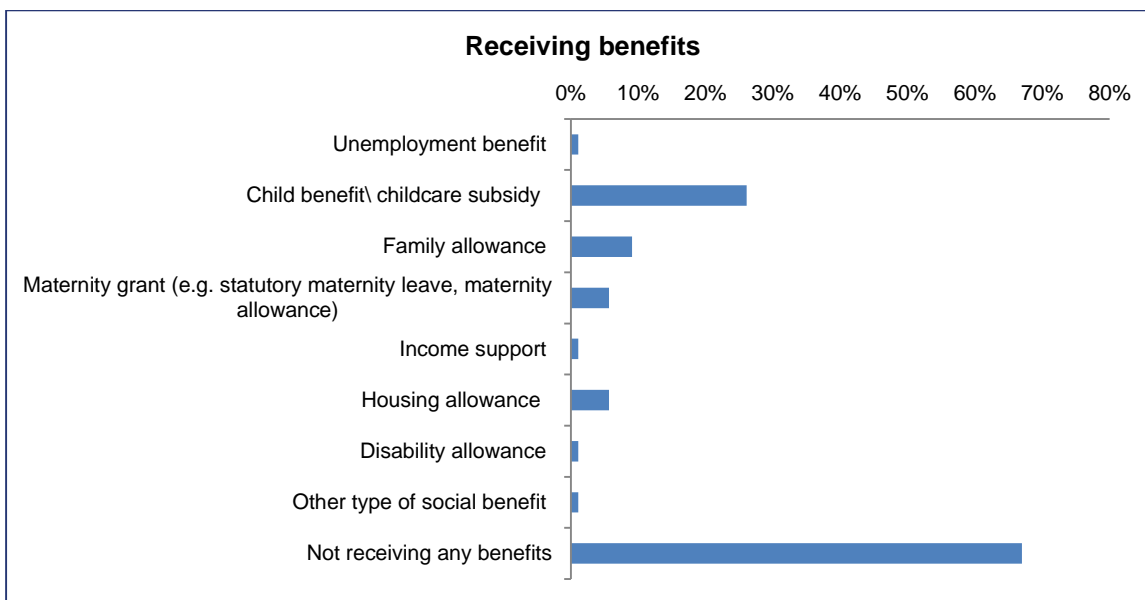
Source: RAND Europe.



Source: RAND Europe.

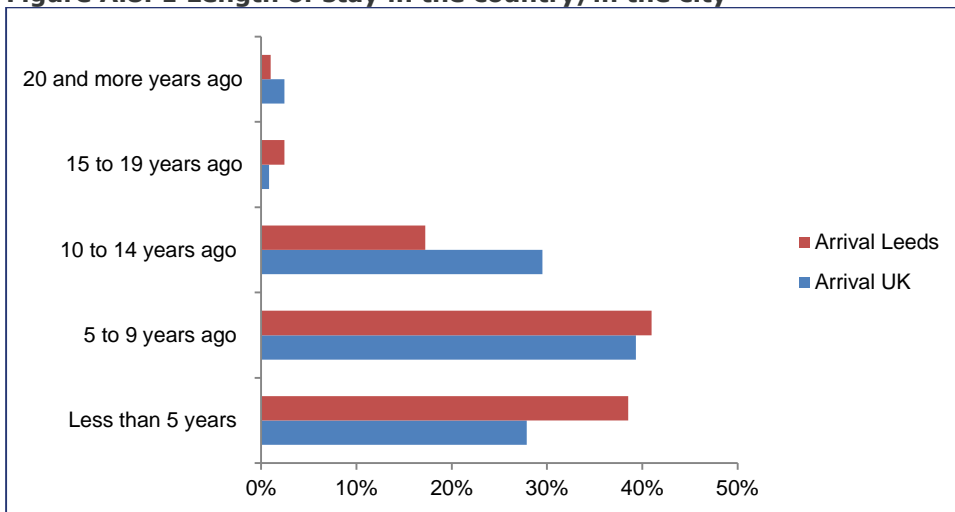


Source: RAND Europe.

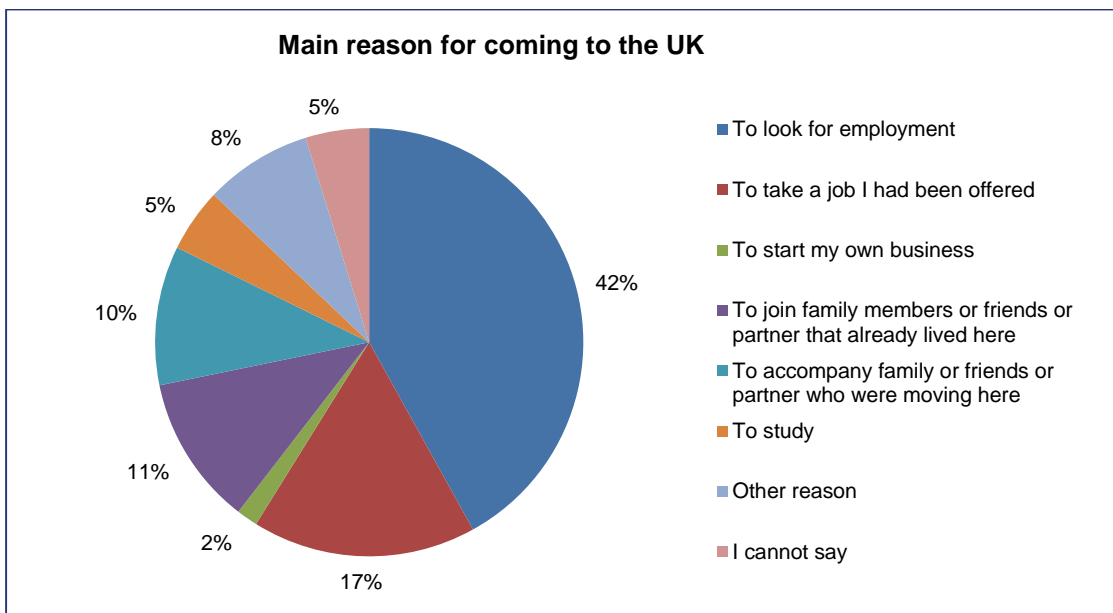


Source: RAND Europe.

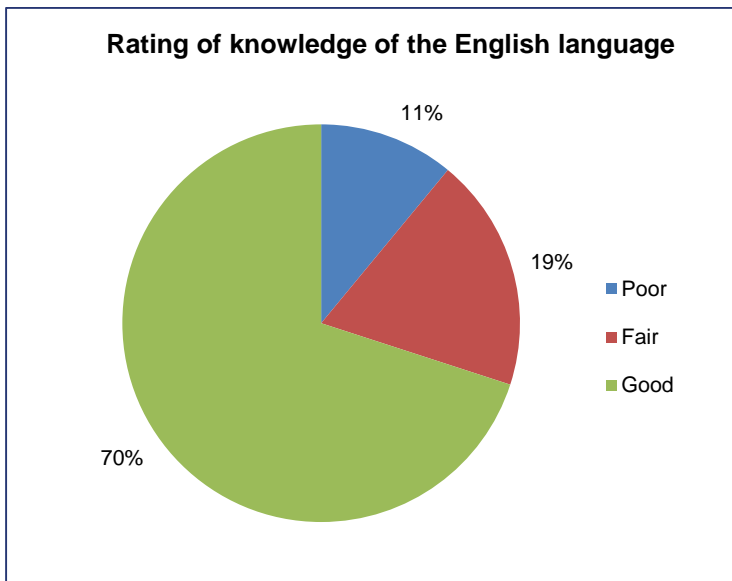
Figure A.8. 1 Length of stay in the country/in the city



Source: RAND Europe.



Source: RAND Europe.



Source: RAND Europe.

Key challenges and opportunities

	Challenges	Opportunities
Migrant EU workers	<ul style="list-style-type: none"> ▪ Language skills affecting the extent of migrants' economic and social inclusion; ▪ Skills mismatch as qualifications and skills acquired in home countries are not fully recognised in the UK, having jobs below skills level, loss of human capital; ▪ Working conditions and a risk of exploitation for low-skilled workers; ▪ Shared and often overcrowded accommodation in the initial period after arrival. 	<ul style="list-style-type: none"> ▪ Economic and professional prospects; ▪ Possibility to develop professionally for some; ▪ Access to some social benefits, providing necessary requirements are met (residence in the UK for 3 months and employment); ▪ Access to healthcare services often offered or facilitated in native languages; ▪ Exposure to different culture and diversity.
Local economy / workers	<ul style="list-style-type: none"> ▪ Migrants perceived as in competition for jobs and services; ▪ Increased expectations from employers based on migrants perceived as outperforming local workers. 	<ul style="list-style-type: none"> ▪ Opportunities to establish businesses serving new migrants.
Local community	<ul style="list-style-type: none"> ▪ Tensions between migrants and local community observed in workplaces, at schools and on the streets; ▪ Increased pressure on access to and maintaining the quality of education; ▪ Perceived potential future pressure on healthcare services and the well-being of migrant employees. 	<ul style="list-style-type: none"> ▪ Increased cultural diversity; ▪ Diversification of products in local shops and supermarkets; ▪ Learning new languages and ways of doing things differently; ▪ Potential economic benefits due to entrepreneurial energy of arriving migrants.