

Promoting Sustainable Policies
for Integration (PROSINT)

WP3

LOCAL INTEGRATION POLICIES FOR NEWCOMERS IN THE UNITED KINGDOM

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October 2011

About the Project

While integration policies as such are not new, and in some countries date back to the 1980s and beyond, there have been important shifts in the debates on integration and in related re-configurations of integration policymaking in the past decade or so. One of the main recent trends is the linkage of integration policy with admission policy and the related focus on recent immigrants. A second trend is the increasing use of obligatory integration measures and integration conditions in admission policy, and third, integration policymaking is increasingly influenced by European developments, both through vertical (more or less binding regulations, directives etc.) and through horizontal processes (policy learning between states) of policy convergence.

An increasing number of EU Member States have, in fact, adopted integration related measures as part of their admission policy, while the impact of such measures on integration processes of immigrants is far less clear. In addition, Member States' policies follow different, partly contradictory logics, in integration policy shifts by conceptualising (1) integration as rights based inclusion, (2) as a prerequisite for admission residence rights, with rights interpreted as conditional, and (3) integration as commitment to values and certain cultural traits of the host society.

The objective of *PROSINT* is to *evaluate the impact* of admission related integration policies on the integration of newcomers, to *analyse the different logics* underlying integration policymaking and to *investigate the main target groups* of compulsory and voluntary integration measures.

The project investigated different aspects of these questions along five distinct workpackages,. These analysed (1) the **European policy framework on migrant integration** (WP1), (2) the **different national policy frameworks for the integration of newcomers** in the 9 countries covered by the research (WP2), **the admission-integration nexus at the local** level in studied in 13 localities across the 9 countries covered by the research (WP3), **the perception and impacts of mandatory pre-arrival measures** in four of the nine countries covered (WP4) and a methodologically oriented study **of the impact of admission related integration measures** (WP5).

The countries covered by the project were Austria, the Czech Republic, Germany, Italy, the Netherlands, Spain, Sweden, Switzerland and the United Kingdom. Apart from individual cases project reports generally cover the period until end of 2010.

For more information about the project visit <http://research.icmpd.org/1429.html>.

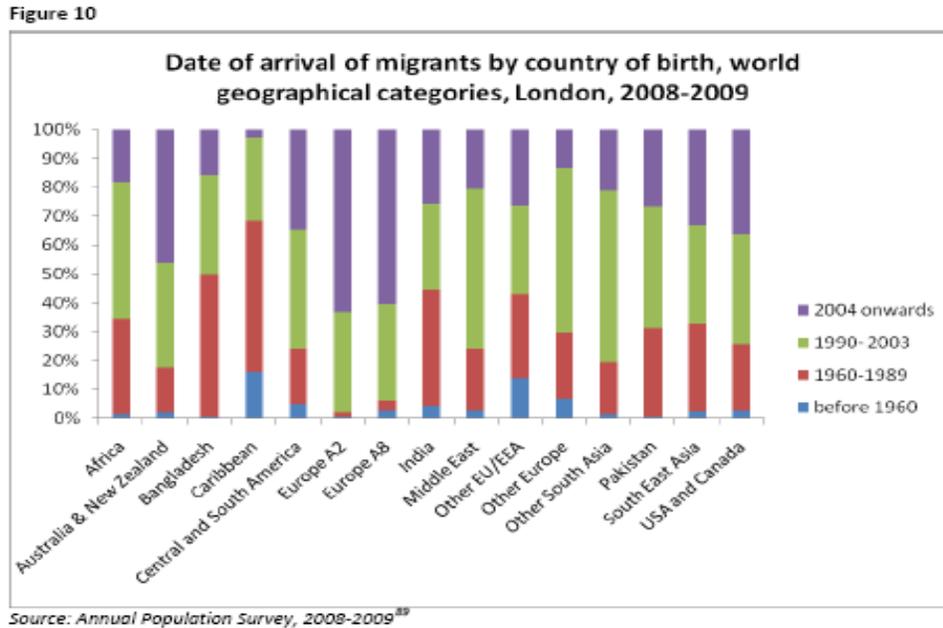
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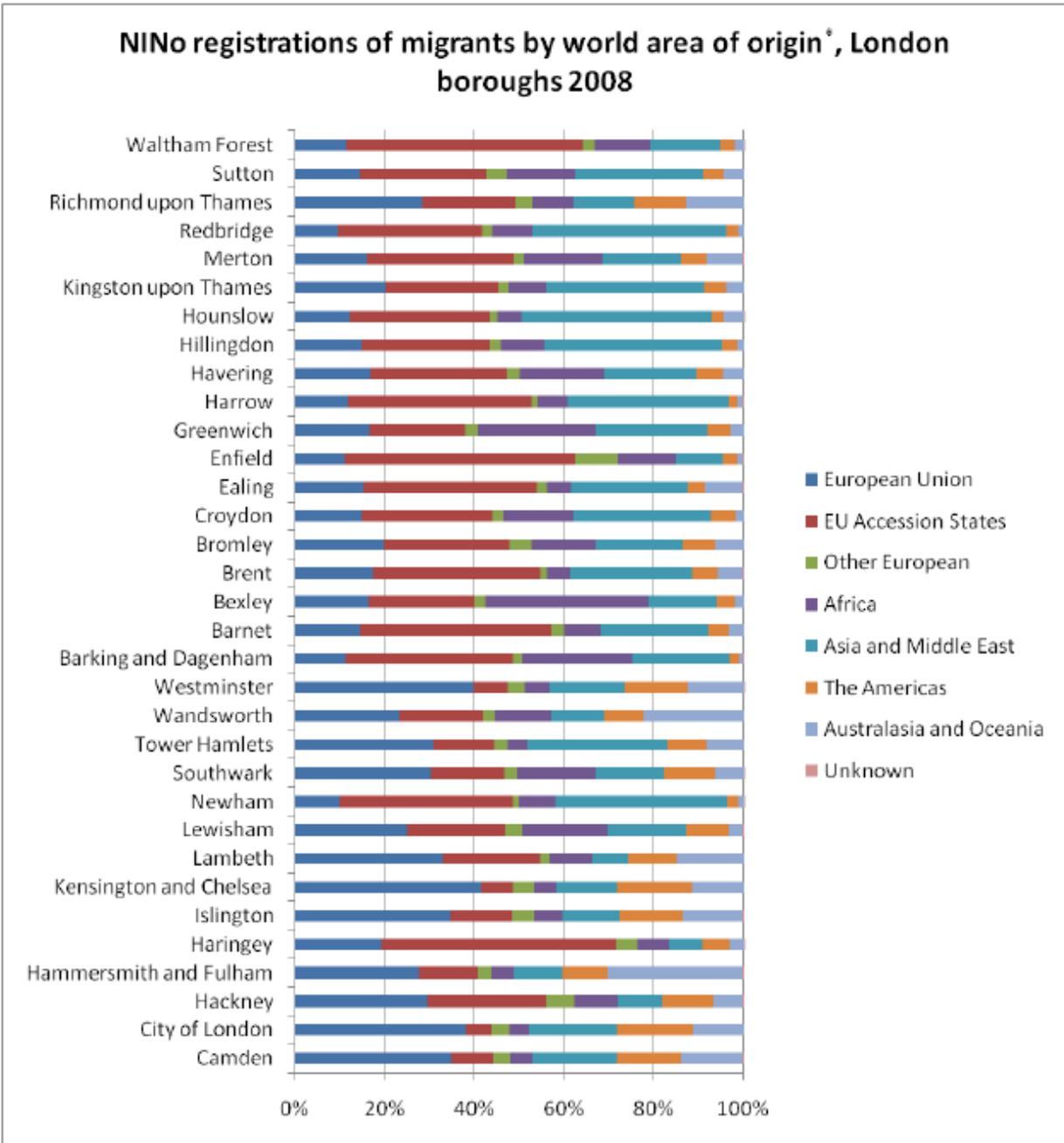
I Introduction

The migration-integration nexus in London reflects both national and local strategies for the integration of newcomers. However, the integration process itself is not referred to as “integration” in policy documents and in the jargon of policy makers, rather, the discursive frame is orientated towards terms such as “community cohesion” which are clearly evident in the two case studies that best exemplify different experiences of local service provision for this Work Package. Enfield and Islington are two boroughs in London with highly diverse populations and which are in inner and outer London, respectively. They both offer a wide range of integration activities, including language courses, to tackle with the increasingly serious risks of social exclusion in the local communities at stake.

From the 1960s onwards London has been home for migrants from all over the world and the proportions and timescale of the vast migratory process that characterizes London are well described by the figure below.



Data on arrival of migrants by country of birth give an overall sense of the migrant population in London and its super-diversity (Vertovec 2007) to the point that in certain areas migrants outnumber the UK born population (Gidley and Jayaweera, 2010). There is great variation between the London boroughs and there are recognizable patterns that make inner London different from outer London. While in inner London the polarity of migrants’ population is more evident, where both wealthy migrants and poor migrants coexist, outer London’s migrant population was previously more homogeneous, reflecting earlier patterns of settlement. However, outer London has undergone rapid change due to more recent migration waves.

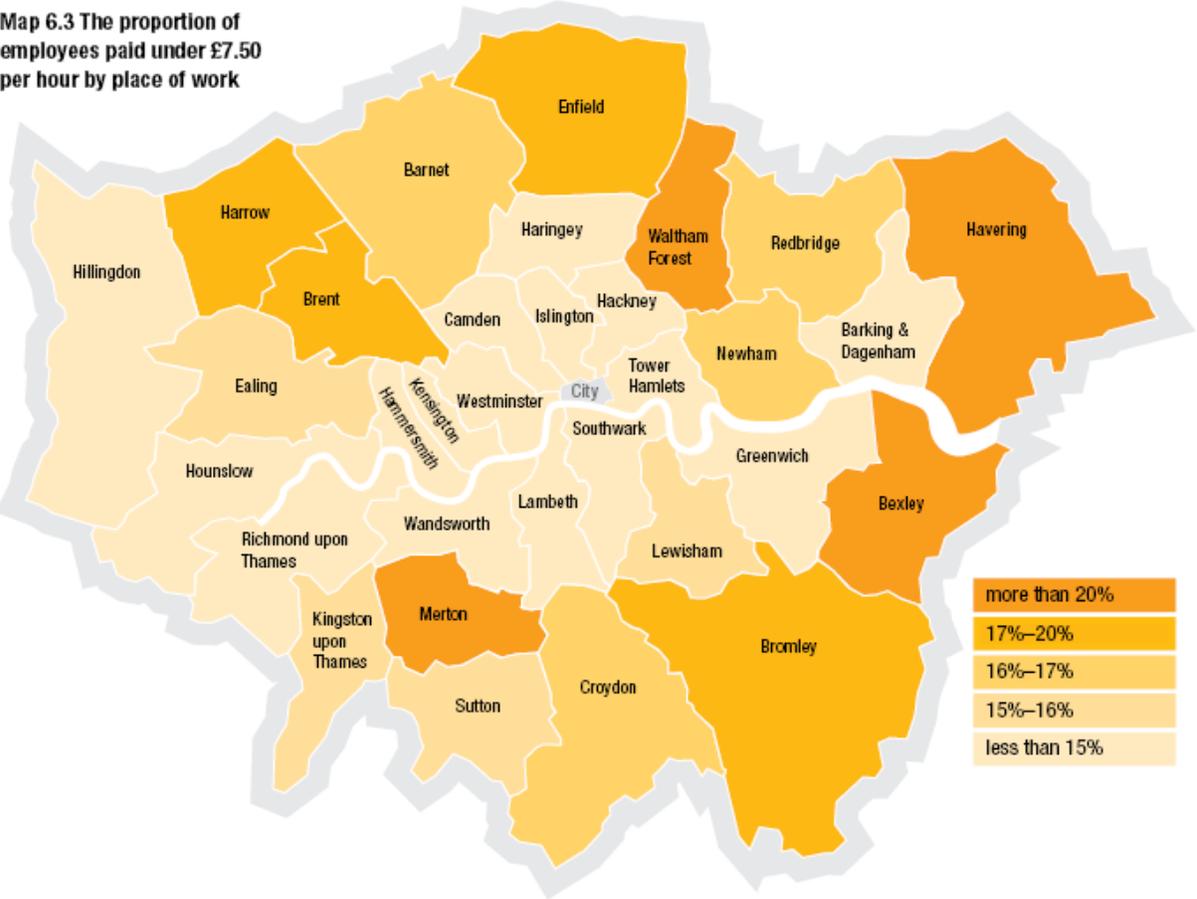


*World area of origin derived from nationality.
 Source: Department for Works and Pensions⁹⁸

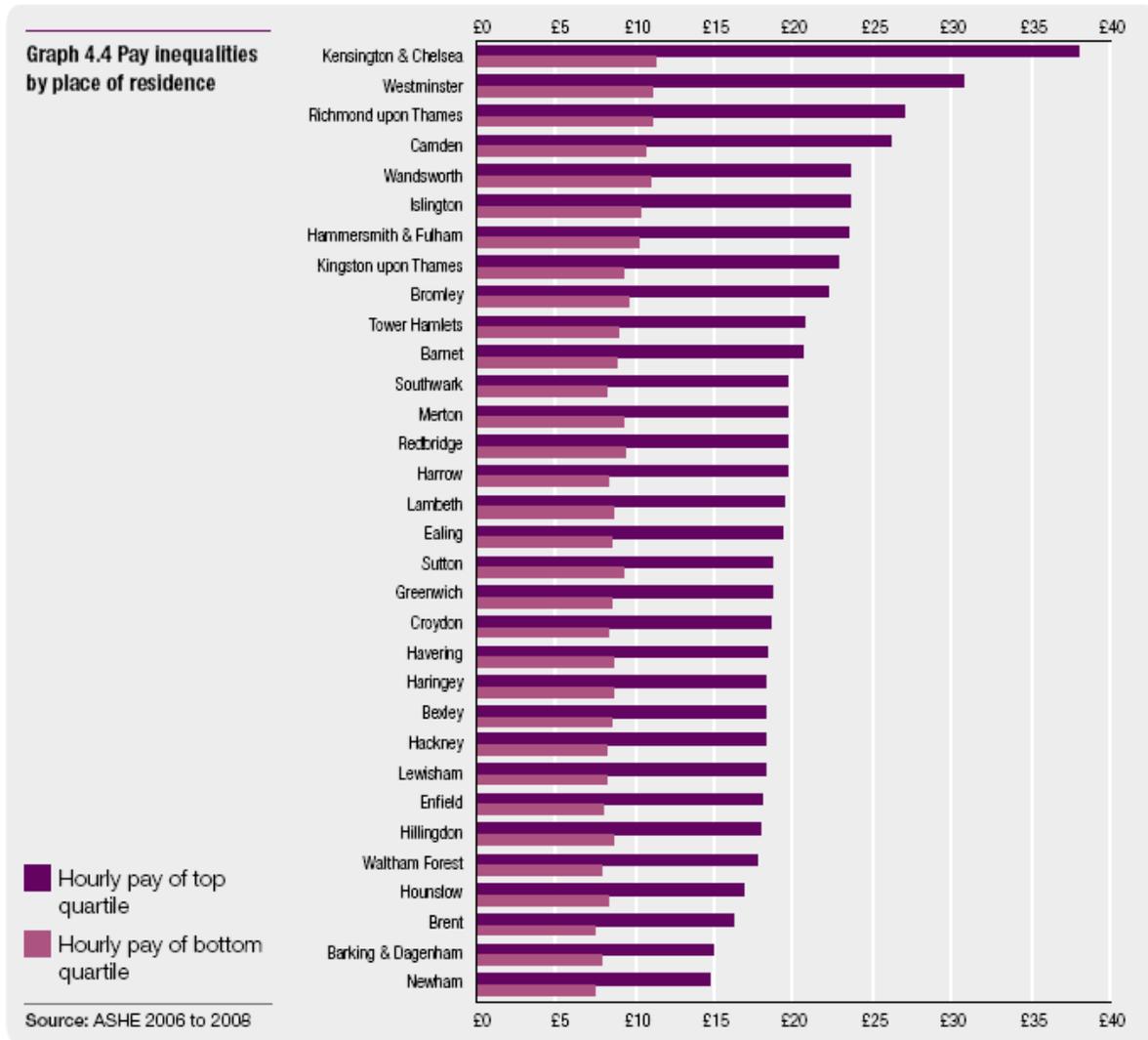
A breakdown of the different areas gives a demographic idea of migrant population per Borough in London. Enfield has a vast majority of European migrants and also migrants from Africa, Asia and the Middle East and a minor representation of migrants from the Americas. In Islington European and Europe Accession states are also predominant and the other half of the migrant population consists of Africa, Asia, Middle East, Americas and Australasia.

The figure below gives an idea of local socio-economic conditions in different London Boroughs. While Enfield is situated North in North-East outer London area and 17- 20% of its population is paid less than £7.50 per hour, Islington is part I of inner London and only less than 15% of its active population is underpaid, which makes Islington a less poor Borough.

Map 6.3 The proportion of employees paid under £7.50 per hour by place of work



Pay inequalities are also an important indicator to complete the picture of the social composition of the London Boroughs that this Work Package is looking at as opposed to other Boroughs in the same region. Pay inequalities are sharper in Islington than in Enfield, however, overall hourly pay in Enfield is definitively at the lower end if compared to Islington.



Source: Trust for London-*London's Poverty Profile: reporting on the recession*

Migration patterns, super-diversity as well and socio-economic differences all influence resource endowments in different London Boroughs and open up different local policy scenarios for the integration of new TCN migrants.

London represents the regional context in this WP, an intermediary tier between the national and the local context. Similarly to the national context discussed in WP2, until recent years migrant integration needs in London have been framed in terms of refugees needs. Existing strategies for the integration of TCN migrants in London are negotiated at national, regional and local level. For instance, the responsibility for the strategic leadership of refugee integration in London was transferred from central government to the Mayor of London in April 2006. The draft version of this strategy, *London Enriched* was launched in February 2008 and was influenced by the Islington's Refugee Integration Strategy (IRIS) which will be discussed in section 3.

II Local Migration-Integration Policy Frames

Within the London region our team selected the London Boroughs of Enfield and Islington as case studies for WP3 in order to provide a comparative perspective on local integration policies in the UK. *London Enriched* (2009) is the policy document that better reflects existing strategies for migrant integration in London. This document, like the majority of national policy documents focusing on the same area, focuses on the integration of refugees rather than other kind of migrants. *London Enriched* sets out the Mayor's vision for refugees' integration by singling out seven themes and objectives for integration.

As WP2 made clear, national strategies of migrant integration in the UK have been developed within a time frame of the late 1990s, that tended to focus specifically on refugee integration. Hence, in order to research local policy approaches to migrants' integration in Islington and Enfield it is necessary to look at integration strategies for refugees. Another important point to address in order to understand existing differences between the UK and other European countries is that, in the migration- related policy documents, the term "integration" is rarely used and rather, "cohesion" is used at both national and local levels to describe the purpose of integrating migrants¹. In particular, as highlighted in WP2, *Our Shared Future* (2007) the report of the Government's Commission on Integration and Cohesion defines community cohesion as "a clearly defined and widely shared sense of contribution of different individuals and different communities to a future vision for a neighborhood, a city, region or country" and " strong and positive relationships between people from different backgrounds in the workplace, in schools and other institutions within the neighborhoods" (para 3.15). As Ryan (2008) rightly points out, the focus on cohesion implies a move away from "cultural diversity" without going so far as to require a complete assimilation to a national way of life of the host society.

The integration areas listed in *London Enriched* are not just limited to the knowledge of English language; the document provides a more comprehensive and complex understanding of integration that looks at the following indicators for integration:

1. English Language
2. Housing
3. Employment
4. Skills and enterprise
5. Health
6. Community Safety
7. Children and Young People
8. Community Development and Participation

The report on *Managing Migration in London*, (Bell, Ford and Mc Dowell 2008) commissioned by the London Asylum Seekers Consortium explores the management of public services and migrants in London. It seeks to identify key issues and provide initial

¹ The European framework for integration refers to all non-EU migrants and is based on a set of 11 common basic principles on integration which, contrarily to the UK, exclude refugees.

recommendations as to the way forward in managing public services in high-migrant areas. Views and information were sought from a sample of one third of London Boroughs on questions related to impact on Local Authority service areas, pressures on housing, employment and poverty, illegal migrants, community cohesion and host community needs and support for children young people. The report identifies key issues on five broad service areas similar to the ones identified by the *London Enriched* policy report: (i) housing,(ii) health and (iii)social care,(iv) children and young people, (v) social cohesion and employment.

Since 2004 the Refugee Integration and Employment Service (RIES) focuses particularly on employment as a key driver of integration and also covers other areas such as housing, education and English language. (Home Office's consultation paper "*Integration matters: a national strategy for refugee integration*"). Housing for instance shows disproportionate concentration of migrants in the fast growing private sector in disadvantaged areas where they are at risk of homelessness, while, conversely, the public perception is that they access unfairly social housing. One of the main aims of local policy strategies is to re-assess needs for social housing and quality control of inner London properties. A key finding of housing is that, while the private sector has been the main supplier of accommodation to new migrants, respondents felt that the acquisition of full EU citizenship by many Eastern European migrants is likely to increase the demand for statutory housing services. With regards to employment, the areas of intervention that emerge from the literature concern targeted support for migrants with emphasis on sustainable employment and action to prevent exploitation and reduce vulnerability (Gidley and Jayaweera, 2010). Moreover, there is evidence that negative impacts of migration are experienced by the low-skilled (Kofman and Lukes 2006). In particular, new migrants tend to be employed in low paid sectors, especially cleaning, retail and social care. Employment is rarely secure and highly skilled professionals are underemployed. Concern was expressed about the exploitation of migrants although this is hard to assess in London due to the high prevalence of small employers (Bell, Ford, and McDougall 2008).

With regards to health and social care, the evidence points to increasing need for mental health services and maternity services for migrants. Community organisations report that access to health and mental services are inadequate for many refugees who have suffered trauma. Maternity services have come under increasing strain due to rapid and unanticipated increases in the fertility rate seen to be in part driven by migration. A range of interventions are in place in order to facilitate migrants' access to primary care and to promote community safety, development and improved participation levels.

In schools, a continually changing population with different linguistic and cultural needs and frequent mid-term arrivals and departures mean needs change even before the response to that need can be put in place. The information gathered in the report highlights the rapidly changing migration patterns in a way threatening the validity of the statistics for services providers and local authorities. The quality of information provided by the local authorities is not always good and the impact of new migrants on public services is difficult to assess. Overall however, in most cases authorities feel that the provision of services is adequate to the need of new migrants. On the other hand there is a concern that in some areas Boroughs that respond too quickly to the needs of new migrant communities

may risk impairing services for longer standing communities which are still receiving large numbers of new migrants. While the perception is that London's inward migration is dominated by Eastern Europeans, in fact it is the New Commonwealth which remains the largest single source of migrants (Bell, Ford and McDougall 2008).

Local migration-integration policy frames in London understand migrants' integration as a complex combination of needs that mainly focus around issues such as health, housing and employment. Integration is a long term process that requires ongoing support by the local authorities, service providers and civil society organizations. Language is part of the integration discourse as it is identified as one of the priority integration requirements by those policy makers who are currently working to cap migration; however as a matter of fact knowledge of English language for Speakers of Other Languages (ESOL) can be seen as a potential barrier to integration rather than a priority for integration. This Work Package looks at language as a vector of policy reform where the politics of ESOL clearly reflect wider shifts in the ways in which migration is being managed in the UK.

II.1 Provision of language courses (ESOL)

Integration activities offered at a local level by London Boroughs consist of a range of trainings, workshops and forums that don't focus specifically on language provision. The variety of existing civic integration activities and courses for migrants taking place at a local level will be addressed in the sections on Enfield and Islington. While emphasis on language alone reflects perhaps a narrow view of integration, language is without doubt one of integration's fundamental components and the very issue of knowledge of English language has become the battleground for integration policy reform in the UK. Policy makers widely acknowledge that language is a necessary determinant for integration, and, in this respect, ESOL (English for Speakers of Other Languages) is central to recent debates on migrants' integration and, not surprisingly, to funding cuts.

Migrants are considered to be one of the driving forces of the economy in the UK as far as they can speak English and are therefore able to access training, gain employment and participate in society (see WP4). Their qualifications and experience can lie untapped unless they have the chance to learn English.

As the Compas report on integration in London reveals, there is a range of policy implications with regards to ESOL provision. For instance, there is a substantial lack of evidence around quality of ESOL provision which is usually provided by inter-agency working groups or partnerships. Also, existing data reveal a lack of monitoring of completion of courses and, increasingly, questions are raised on how targeted is the provision and how appropriate it is for migrant needs (Gidley and Jayaweera, 2010). Moreover, in the often cross-borough provision of language courses, there is a need for vocational and community oriented provision as well as one to engage business and employers in the ESOL field.

Around the year 2000 ESOL was brought under the umbrella of the *Skills for Life policy* (providing funding for training for ESOL teachers and for the provision of lessons); from which many migrants benefited but this particular fund has now been dismantled. The

beneficial effect of this scheme was that of professionalizing the ESOL field. This according to James Simpson (2010) greatly helped integration. The pedagogic approach of English classes focuses on community development, integration and citizenship. A core curriculum for ESOL was published in 2001 and a more employment-focused qualification was introduced in 2007 as well as language with a civic content pathway aimed primarily at those who need to take the Language in the UK test to acquire British Citizenship. As the English test is more and more a requirement, there has been more demand for these courses.

When the ESOL test was linked in law with citizenship and immigration policy, ESOL teachers found themselves policing people's citizenship applications. Although the teaching material is good, the ESOL expert we interviewed argues that the problem is that

(...) students are so fixated on gaining citizenship that the learning process is lost. What was originally conceived as a low stakes exam-Entry Level 1 or 2, suddenly becomes very high stakes. Passing this English test could mean the difference between staying or not staying, which is a denial of the original purpose of the test- which was to measure someone's level of attainment in English language.

Bernard Ryan (2009) agrees that the use of migration law to achieve integration is deeply paradoxical and reflects a dissuasive logic rather than inclusive: individuals who do not meet the requirements face either exclusion from the UK or the denial of a superior immigration status. Also, those who do not meet the requirements are to be discouraged from living in the UK. It is therefore highly problematic to look at English language as a priority for integration.

The rationale put forward by public opinion in the UK is that people must learn English in order to integrate and that learning English prevents ghettoisation. According to James Simpson (2010) the debates are simplistic as there is not much attempt to untangle the provision for appropriate opportunities to learn, on one hand, and testing on the other: As the specialist noted:

You clearly you don't learn English by taking English tests, but this is not something which is part of the discussion. Testing and learning are different processes.

Thorny issues such as language acquisition, learning, literacy and so on are ignored by the debate and obscured by the idea that migrants have to learn English, as it is part of the contract people enter into when they come to the UK.

This is the logic that, over the years, has been underlying public spending for ESOL. In the school sector central government spending for ESOL is very high: £120 million are spent every year on provision of courses. Data on London show that half the students in Inner London and a quarter in outer London did not speak English as a first language at home. Moreover, staffing of ESOL courses is insufficient and the ratio is one teacher for 200 persons who would need the course. In the adult sector, £250 million out of the £350 million spent by the government for migrant integration was spent on ESOL provision, with 1/3 of the budget spent in London (Gidley and Jayaweera, 2010).

II.2 Target groups

Target groups and beneficiaries of integration courses such as ESOL are framed in terms of “hard to reach” groups and asylum seekers. The wives of men from South Asia are also perceived as being “hard to reach”. Behind the notion of “hard to reach” are stereotyped ideas of groups of people (Saunders et al. 2009). As our ESOL expert interviewee highlights, viewing groups as rigid social actors denies the dynamism of individual people’s trajectories. There is a multiplicity of potential groups that individuals can be part of, moreover individuals tend to be mobile and their position in their communities or in society can change over time.

This is part of the problem in policy: by targeting hard to reach groups you are actually targeting something that is ephemeral and impossible to identify.

The expert offers a critical insight on the problem of circularity of the ESOL policy to do with the ways in which the policy itself creates the very category that it aims to target. In 2007 the criteria for eligibility to free ESOL courses changed; certain priority groups were identified as being eligible for a free class and others were not. According to our interviewee this was a very confused policy, for instance a person whose spouse was working was not entitled to free ESOL classes. This is the point when the notion of “hard to reach” was created by the policy itself. Since then, more barriers have been put in place for ESOL that have created even more “hard to reach” groups.

Hard to reach groups are hard to reach because they are no longer entitled to the classes. They have been rendered hard to reach by policies which have been put in place. It is not people who are hard to reach, but provision and classes...

Another important point with regards to target groups is that ESOL testing has different impacts on different people. Clearly it discriminates against women outside the EU from poorer families and more in general against people who didn’t benefit from education. Our ESOL interviewee argues that the most important adjustment in ESOL provision would be to cater for people at the lower end- Entry 1 level, people who are struggling with literacy; these are the people who need the intense and specialized provision, and newcomers. The worrying outcome of admission regulation and integration programs is that they create an “us” and “them”, and those people who do not pass the test are considered to be outsiders and as not having the necessary credentials to integrate. The demand for English courses for non-English speakers is high and these needs are often unmet, as is the case for instance in Enfield.

Ideally, ESOL should be combined with community development that addresses the needs of migrants. However, since the 2007 reform ESOL courses are not free and its entitlement has been reduced due to raising demand. This is partly for a change on grounds of the provision (responsibility of meeting costs are now on the migrant) and to discourage language learning tourism. Many language needs for migrants are not met by ESOL provision- evidence from London Borough of Islington shows that parents of refugee children have unmet language acquisition needs, which impacts on their ability to support their children’s learning (Gidley and Jayaweera, 2010). The recent austerity cuts brought forward by the current Con-Dem government make of ESOL an even more unreachable target.

II.3 Cuts in ESOL funding

As recognized in *Skills for Life*, the national strategy for the improvement of adult literacy and numeracy, adequate and sustained ESOL provision is an essential public service. The strategy created a national curriculum for ESOL, training and qualifications for ESOL teachers and a research centre, the National Research and Development Centre. Thousands of migrants achieved levels of English which enabled them to join the jobs market, access training and participate more fully in their local communities. Cuts in ESOL funding are undermining the achievements of the last 10 years of improved ESOL provision and this section show the parallel development of ESOL and migration capping policies in the UK.

On 7 April 2010 the Home Office made important changes to the regulations for English for Speakers of Other Languages (ESOL) learners who are applying for UK citizenship or Indefinite Leave to Remain (ILR) through the ESOL Entry level qualifications. All ESOL providers now have to be publicly funded colleges or private colleges accredited through one of four agencies. Moreover, they must be “accredited” and able to demonstrate that students have progressed at least one level in order to obtain their qualification. An 'accredited college' is a publicly funded college which is subject to inspection by Ofsted (Office for Standards in Education) or its devolved equivalents; or a private college which is accredited by Accreditation UK, the British Accreditation Council (BAC), the Accreditation Body for Language Services (ABLS) or the Accreditation Service for International Colleges (ASIC). The 'publicly funded college' category includes any centre subject to Ofsted inspection (even if not yet inspected) and also any centres receiving Learning and Skills Council (LSC), now Skills Funding Agency (SFA) funding, directly or indirectly. It should be noted that this covers community organisations that get their funding via colleges or other bodies supported by the Skills Funding Agency (formerly the LSC) and which are therefore subject to inspection by the Ofsted (NIACE 2011). On the one hand, the new regulations on accreditation and quality control of ESOL as proven to be useful:

In principle, the new regulations are very welcome. The new system will weed out the unscrupulous centres that have been charging huge fees and offering ESOL certificates based on a quick assessment. NIACE has been contacted by numerous ESOL learners who have been tricked in this way over the last few years." (Chris Taylor, NIACE)

On the other hand, those learners who have been studying an Entry level ESOL courses at a private training centre or community-based provider which is not officially accredited, may now find their ESOL qualification is not accepted as part of their citizenship application.

"NIACE believes that thousands of learners could be in the position where they have an ESOL Entry level qualification, but this will not help them in any Indefinite Leave to Remain application. NIACE is very concerned about these learners who, in good faith, have paid their fees, started their ESOL course and successfully acquired the qualification only to be rejected at this stage." (Chris Taylor, NIACE)

While the accreditation of ESOL provision through universities and colleges can be seen as a positive aspect of ESOL reform, ESOL cuts are part of a broader assault on public provision and mirror the recent shift in migration policy discussed in WP2. In contrast to the earlier focus on managed migration and state-funded community cohesion, the

emphasis now is on immigration caps and resource-light 'big society' voluntarism. The recent *Localism Bill* (2010) provides a rationale for decentralization; the recent shifting of power to local communities and councils and has to be understood in this framework².

According to the Institute for Race Relations (IRR 2011), discourses of managed migration and community cohesion were rightly criticized on a number of grounds, including their assimilationist ideology, promoting a racialised idea of national identity. Discourses on managed migration were also criticized for not engaging seriously with the material and institutional causes of communal tension, including urban poverty, or with labour market and other forms of inequality; and for legitimating an asylum policy designed to exclude the global poor and people seeking asylum. Despite this, recognition of the important role of public funding did sustain investment in centralized provision of language education and local refugee settlement projects.

The shift away from social provision indicates a return to a more individualised approach. From 2011, migrants living and working in the UK will be responsible for the costs of their own language education, despite their contribution to the national economy. There is substantial research into the persistence of low-waged and under-employment and poverty amongst migrant communities. With language courses out of reach for many migrants, it will be all the more difficult for them to escape the traps of poverty and low-waged work (IRR 2011) and obtain permanent residence and citizenship.

The recently published coalition strategy for further education, *Investing in Skills for Sustainable Growth*, makes little reference to ESOL, however it is very clear in re-defining eligibility and radically reducing its provision. In brief, from September 2011, the government plans to cut ESOL funding whilst imposing restrictions on eligibility for public funding, including full fee remission, for ESOL classes. A number of specific changes are planned. These include:

1. Limiting public funding to people from 'settled communities';
2. Limiting full fee remission to people claiming Job Seekers' Allowance (JSA) or the new Employment Support Allowance (ESA);
3. Removing full fee remission from people on a range of other benefits, including Working Tax Credits, Housing Benefit, Income Support, Council Tax and Pension Credits;
4. Reducing the 'programme weighting factor'(PWF) from 1.2 to 1;
5. Ending funding for ESOL in the workplace.

The government proposals listed above indicate that full funding will be only be available for a reduced number of unemployed people on job-seekers allowance (JSA) or on employment support allowance (ESA), described as 'active benefits'. People on other benefits, described as 'non-active benefits', such as income support, or on low wages, and their dependants will have to pay the co-funded rate of 50% or the full cost of the course.

² See *Decentralisation and the Localism Bill: an essential guide* (2011) for further background on Localism Bill

Asylum seekers and people on Section 4 support will not be eligible for full public funding - they will be expected to pay 50%. Moreover, there will be no public funding for ESOL in the workplace. Learners or employers will be expected to pay full cost.

In addition, it is expected that the £4.5 million ESOL Learner Support Fund (LSF), which helps some students, including women without independent means and low-waged workers with course fees, will not be allocated in 2011. Since 2007, ESOL learners on benefits or low incomes have been able to get help towards fees from the discretionary Learner Support Fund for ESOL; this will be unavailable in 2011-12. Moreover, the Education Maintenance Allowance (EMA) grant which provided support for 16 - 18 year old ESOL learners will be withdrawn. The weighting for ESOL and Literacy, which was reduced from 1.4 to 1.2 in 2009, is to be further reduced to 1.0. These specific changes are on top of the sector-wide funding cuts which also affect ESOL provision (IRR Institute for Race Relations 2011) including teachers' jobs and ESOL students. There are grounded concerns that people on low wages, women and asylum seekers are likely to be worst hit.

The above changes will impact both already settled migrants and newcomers and, amongst ESOL practitioners there is grave concern over the likely impact of these changes. Whilst 'settled communities' is not defined in the strategy documents, the implication is that people seeking asylum or so-called 'failed' asylum seekers who have signed up for Section 4 support will be excluded from any kind of publicly funded language education. On the other hand, the position of migrant workers or the spouses of people temporarily settled in the UK remains unclear. Cuts in core funding and the PWF are likely to result in rising charges for language classes. The restriction of full fee remission to those on JSA and ESA will mean low-waged workers and others not in work being expected to contribute to increased fees. As a result, many students who were previously entitled to fee remission will be effectively priced out of language education (IRR Institute for Race Relations 2011).

IRR reports that there is rising concern that these changes are being introduced with no evidence of prior consultation, and without any assessment of their impact on people from migrant communities. It is widely acknowledged that English language proficiency is crucial to participation in the labour market, for accessing services, and to functioning independently in everyday life. In consequence, the effects of cutting language provision will be widely felt. Early local impact assessments indicate cuts in core provision of up to 50 percent. Moreover, the cuts threaten to reverse ten years of investment and curriculum and professional development in ESOL. These developments include the introduction of the national Adult ESOL Curriculum, specialist qualifications for ESOL teachers, and a growing body of practice-based ESOL research. As ESOL has been brought into the mainstream of post-16 provision, the result has been an increase in the numbers of people accessing ESOL classes and gaining recognised qualifications, as well as improvements in the quality of teaching and learning.

Despite the improved condition of ESOL during the last ten years, research has drawn attention to underfunding, marginalization and persistent problems with waiting lists, the paucity of childcare, travel and other forms of learner support, and the lack of specialised vocational language provision. Rather than consolidating the position of ESOL in the further education mainstream, or addressing the notable gaps in provision, the new strategy threatens to undo the achievements of the past ten years and push ESOL back

towards the educational margins of under-resourced provision, with volunteer-run classes for under- and non-funded groups³.

The speed of introducing new regulation means that not only poor and unaccredited centres will be hit, but also good ones; ESOL learners will be disappointed and the impact on Citizenship or ILR applicants is still to be seen (NIACE 2010). The provision of ESOL funding trajectory, its shortcomings, its recent curtailing and specific targeting of certain groups widely reflect integration related policies at both national and local level. These are part of a wider set of social reforms affecting the degree of power centralization in the UK, its devolution to local communities and the ways in which the argument of community cohesion is paradoxically used by policy makers to create new exclusions and to undermine integration through curtailing ESOL provision.

The next sections on Enfield and Islington look more closely at local policies focusing on integration of ethnic minority groups and migrants and do not focus exclusively on provision of language courses. Rather, both sections look at integration strategies outlined in policy documents that reflect a more holistic idea of integration ranging from employment to participation and tackling poverty.

III Enfield

III.1 Demographics and socio-economic context

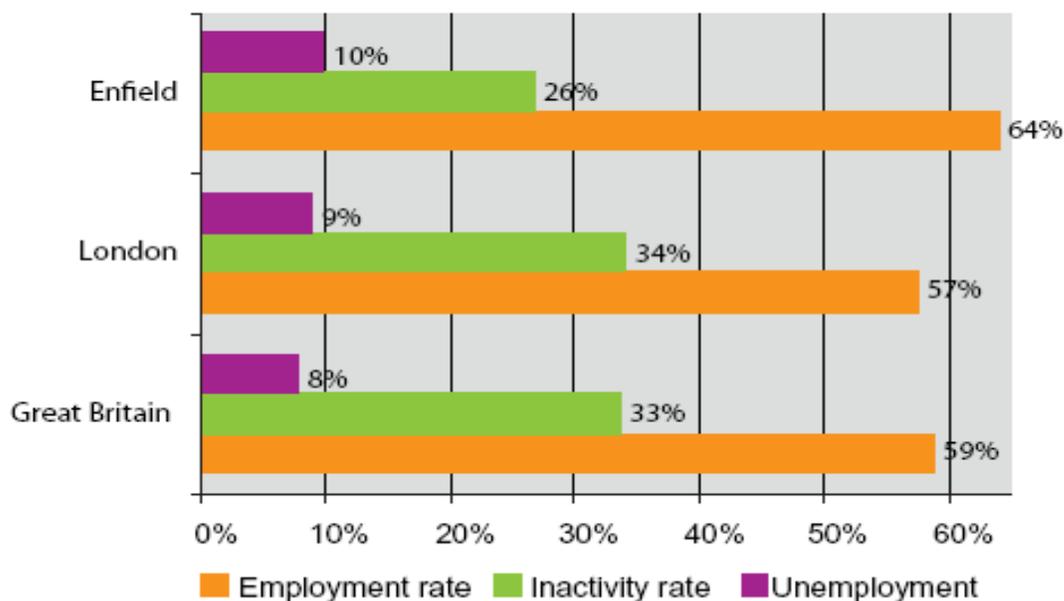
Enfield is a North London Borough whose population (around 285,000 inhabitants) has grown on an unprecedented scale over the last 60 years. In Enfield there has been a rapid “churn”: from 2001 to 2003 and from 2005-2006, each year 7% of the entire population in Enfield moved out of the Borough and international migration forms a significant point of the overall growth. For every 4100 migrants entering the Borough, 2000 Enfield residents have left the country. This process resulted in a dramatic change of Enfield’s ethnic composition. The Borough receives 4000 new residents a year who are migrants from overseas---this has resulted in an increased diversity.

The majority of migrants from elsewhere in the UK who have moved to Enfield are international migrants who were living in other London Boroughs before. From 2001 Census, it already emerged that 61% of Enfield residents were White British. The sharp increase on Enfield non-Whites are foreign born, which means that their first language is not English and their risk to face unemployment is higher(Enfield skills and employment

³ The planned cuts in ESOL are part of a much wider package of cuts affecting further education and other public services. In particular, the ending of the Educational Maintenance Allowance (EMA) will cost families of young people aged 16-18 in college around £1,000 each year for each young person studying. The Universities and Colleges Union (UCU) calculates that over the next three years cuts to FE will amount to some £300 million, with 7,000 jobs and 160,000 student places at risk. This comes on top of the £200 million wiped from college budgets in 2010-11. In effect, these cuts represent the end of FE as a comprehensive post-16 service dedicated to 'second chance' education.

strategy 2008-2001). Moreover, increased levels of racial discrimination in the employment sector have been reported as well as increased competition in the labour market. Migrant population in Enfield has also faced a de-skilling of their qualification acquired in their countries of origin. The majority of migrant communities in Enfield have a strong work ethic and ambition to succeed, while many have a poor understanding of the labour market and of requirements of employers. There are also patterns of family organization where women tend to be less in employment than men do such as Pakistani, Bangladeshi and West Africans. If compare with other North London Boroughs, Enfield's non-White good employment rate, 1% higher than London average and 2 points above GB average.

Chart 4.3
Employment and inactivity rates (non-white)



In terms of ethnic communities represented among school children in Enfield, 20% are Afro-Caribbean, 16% Turkish or Greek, 8% mixed heritage, 7% Europe, 6% Indian, Pakistanis and Bangladeshi, 4% from elsewhere in Asia and 4% form other origins (*Enfield's Skills and Employment Strategy*).

Enfield is one of the eight boroughs which have worse than average levels on four indicators of poverty. It is however divided, with very affluent areas in the north and west and poorer areas in the north east and south, including four wards that are among the most deprived in England. About 50% of its population is from an ethnic minority background with high levels of inequality according to ethnicity, gender and class indicators. The ability to take advantage of the opportunities offered by the so-called "Big Society" depend on unequally distributed factors such as language, knowledge, social resources and experience of successful collective social action (EREC 2011).

III.2 Local policy frame for integration

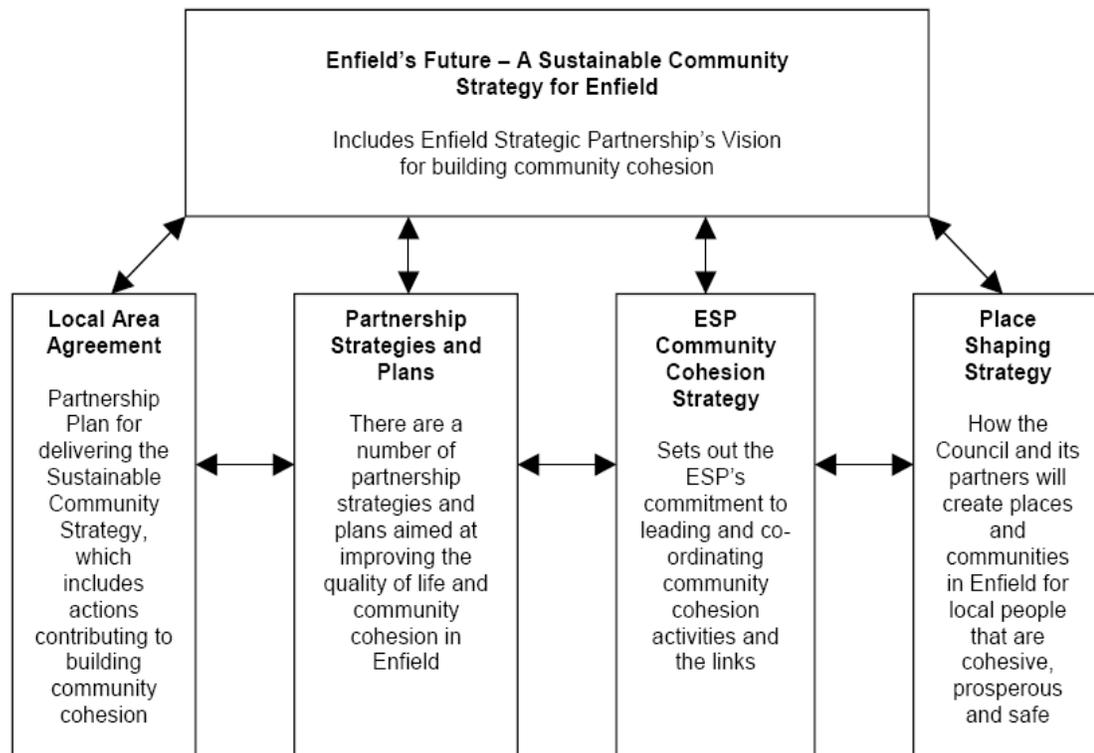
There is a wide range of policy documents orienting local integration in Enfield. Among the most important ones, (i) *Enfield's Future* (2009-2017) was previously called *Sustainable Community Strategy* and (ii) *Enfield's Community Cohesion Strategy* (2010-2015) has a specific focus on community cohesion. The former sets the strategic direction for all public services in Enfield and represents a response to Enfield recent economic and social change.

III.2.1 Sustainable Community Strategy-Enfield's future

The first version of the *Sustainable Community Strategy* was launched in 2007 and aimed at setting out 10 year vision for Enfield's future and an Enfield Strategic Partnership (ESP) which was set up for this aim. One of the ambitions for this plan described the potentials for London Borough of Enfield as:

"A healthy, prosperous, cohesive community living in a borough that is safe, clean and green"

The Strategy was drawn up by the ESP in order to demonstrate how local organisations are working together to make a difference and improve the quality of life in the borough by addressing important issues such as safety, health, education, housing, economic prosperity, transport and environmental sustainability. In 2009, after consulting with key stakeholders and partners, the strategy was updated into a revised Sustainable Community Strategy, "*Enfield's Future 2009 - 2019*". The revised strategy sets out how local organisations will continue to work together and co-ordinate their activities.



The aim of “*Enfield’s Future*” is make Enfield economically competitive and socially inclusive. This is achieved through LAA (Local Area Agreements), national indicators that represent the medium term delivery mechanism for the Sustainable Community Strategy and contribute to a cohesive borough. In Enfield the LAA “Building futures, changing lives” has focused, among other key areas, on tackling children poverty by helping the most vulnerable and excluded families. The programme consisted of £ 6 millions investment between 2001-2005 and £5 millions for 2006-2008 for the Enfield areas of Ponders End and Edmonton where 11.000 Black people live and where only 35% of school pupils are of white origin. Other key areas of this strategy include Safer and Stronger Communities and the reduction in crime and anti-social behavior, improvement of communities’ confidence through better engagement; Healthier Communities; Older People; Employment and Enterprise; Environment and Leisure and Culture.

III.2.2 Enfield’s Community Cohesion Strategy

The second key strategy orienting Enfield local policy on integration is the *Enfield’s Community Cohesion Strategy*. The document states that it is conceived as a clear link with the Sustainable Community Strategy, *Enfield’s Future 2009-2017* and that its aim is to build on the actions set up by the *Enfield’s future* strategy. The impact and success of the Community Cohesion Strategy is monitored through a number of national indicators agreed between national government and Enfield. People in the Borough including residents, strategy partners and stakeholders are asked to provide a feedback on cohesion in the Borough. The national indicators include Public Service Agreements (PSA), Preventing Violent Extremism (PVE), Comprehensive Area Assessment (CAA), Local Area Agreements (LAA), Migration Impact Fund (dismantled by the new coalition government) and PREVENT. These national initiatives have an impact upon community cohesion and integration of new migrant communities in Enfield⁴.

According to the *Enfield’s Community Cohesion Strategy*, the vision for a cohesive community are based on (i) similar life opportunities, (ii) people knowing their rights to avoid discrimination (iii) building trust between people and towards institutions. Also the aspect of living together is addressed through three stages that also express the central values of community cohesion: (i) increase sense of belonging, (ii) recognize diversity and (iii) build strong and positive relationships between people from all backgrounds. As it is evident from the above discussion, the integration dimensions which are emphasized in Enfield are mainly socio-economic. In turn, socio-economic disadvantage is strictly intertwined with particular ethnic groups reflecting specific socio-cultural, gender and religious-related issues.

⁴ The Home Office PREVENT agenda (Preventing Violent Extremism 2007-2010) has been carried out at a local level in individual Boroughs and despite the controversial nature of its aims it has been successful in increasing understanding of Muslim communities in the UK, helped communities to overcome stereotypes and prompted debate on British Muslim first and second generation migrants (Ryan and Vacchelli 2011)

Among the wide range of services and local institutions in Enfield, the Enfield Race and Equality Council (EREC), advocates the importance of race when tackling with community cohesion. The next section looks at how the Enfield Racial Equality Council works to provide opportunities for local integration to TCN migrants, second and third generation migrants and other vulnerable ethnically diverse groups.

III.3 EREC

Enfield Racial Equality Council (EREC) has been dedicated to working for human rights and equalities in Enfield for over thirty years. EREC works on social policy issues that have an impact on race equality and BAME communities, although local Racial Equality Councils focussing on post-colonial groups have largely disappeared. The term BAME refers to all groups who are discriminated against and include people of African, Asian, Caribbean, European and Eastern European, Irish, Greek, Turkish, Jewish, Roman and South East Asian descendants, as well as refugees and asylum seekers.

Communities we are working with are very diverse we are working with women's groups and Bangladeshi communities and we had recently a health project addressing specific health needs for instance Tamil high rates of diabetes. We don't exclude anyone but we do target our services sometimes according to what the needs are and the work we are doing (Chandra).

One of the funding principles of the Enfield Racial Equality Council was to facilitate strategic change in the way that Enfield Community is governed, as to ensure that London Enfield Borough, GLA and National Government's Strategic Policies reflect the needs of Enfield's residents starting from development, assessment, planning, implementation, evaluation and review; with clear involvement and engagement in the process and procedures that will facilitate wider community inclusion in the borough's decision making processes.

Sometimes the channels of communications are not available because people don't feel comfortable in going in town hall meetings and other big forum meetings here they are representing their own communities- Hence we work on the provision of smaller forums. What we do is we advocate for more of these opportunities to be provided (Chandra).

EREC contributes its views to the ESP's consultation on how the equalities and diversity agenda is being delivered in Enfield. Subsequently the ESP took part in the Equality and Diversity working group. EREC has a role in training provision for all of the equalities strands and its Strategic Race and Equality Forum enables community groups to be consulted by policy makers and service providers. The following projects carried out at EREC are particularly relevant and have to be understood as community cohesion activities in the Borough: Black History Month, Enfield Compact Review Board; work with Enfield Hate Crime Forum; Enfield Community Police Partnership; Enfield Civil Society Forum.

EREC seeks to actively promote and implement a racially just society which will enhance the quality of life for all who live, work and learn in the London Borough of Enfield. Among the organization's strategic aims, EREC aims to establish itself as the leading organisation

in promoting and delivering community cohesion within the London Borough of Enfield. It does so by reviewing, monitoring, appraising and responding to issues affecting black and ethnic minorities in Enfield.

We are not here to emphasise integration or community cohesion only, we work on a much wider remit than that and among the services we are providing we have citizen race and equality forum which makes policy makers and service providers accessible to ordinary people so they will come along with major policy initiative that they've got and they will consult with the citizen race and equality forum. In this way they are given the opportunity to influence policies and strategies, give informed comments in this way services are built for the community so that they are taking part in civic matters. They got a way for influencing so that they don't feel powerless and can have a voice, a little bit of power not much....It's a channel of communication between policy makers and service providers so we provide direct access at least as they are the ones who are writing those policies and there is a chance to influence them (Chandra)

As evident from the experience of the Citizens' Race and Equality Forum promoted by EREC, in Enfield local institutions as well as partnerships, stakeholders, organizations and services are geared towards increasing participation and addressing the sharp social inequalities as a way to promote social integration of its residents. Moreover, citizen's participation through race and equality forums represents an example of good practice for local participation to encourage co-operation among all people in the borough regardless of race, ethnicity, colour, religion, gender, disability, age and sexual orientation, in a multi-racial society. EREC aims at developing a proactive approach in the raising of its public profile and its contribution to Enfield's multi racial community.

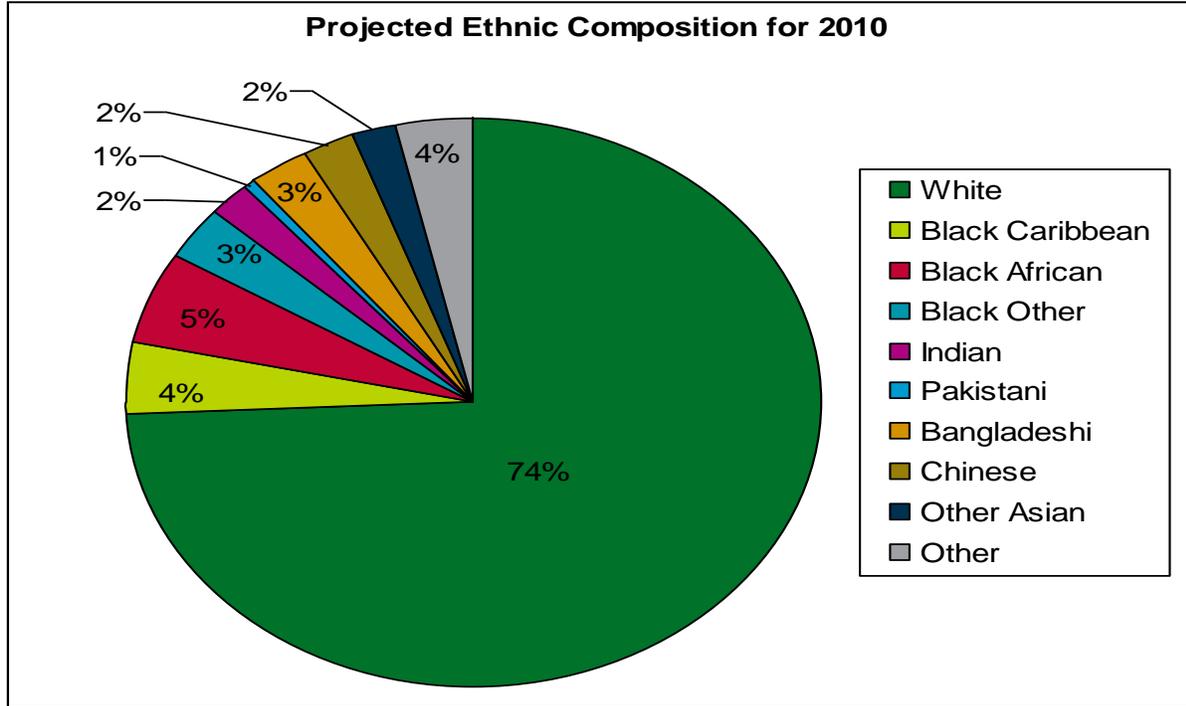
Beyond demonstrating excellent equalities practices throughout all of its activities, EREC is both employer and service provider and disseminates its activities through a quarterly newsletter. The autumn 2010 EREC newsletter, Issue 16, reports the consultation event held on 18th November 2010 at Enfield council co-organized by Middlesex University Social Policy Research Centre and EREC (EREC newsletter, Issue 16, 2010). The event aimed to trigger a discussion on the expected equality impact of policy changes on diversity groups in Enfield, identify how people can be empowered to navigate the new policy context and identify knowledge gaps. The consultation event also aimed at gathering evidence of the effects of policy changes as they occur and to raise awareness among local communities and policy makers. The event was a response to raising concerns about the fact that the coalition government agenda aims to roll back the reach of the state and the public sector, placing the onus on individuals and communities to organise themselves, with a greater role for voluntary groups and civil society and a focus on the neighbourhood level. Together with other radical changes in policy and service delivery-including the drive for "free schools", new primary health care funding and major restructuring in the tax and benefit system-this new scenario risks exacerbating the already severe inequalities in a borough such as Enfield (EREC 2011).

Differently from Enfield, Islington has a broader set of local institutions, organizations, service providers and social enterprises able to deliver a more articulated set of strategies to tackle integration at a local level.

IV ISLINGTON

IV.1 Demographics and socio-economic context

Islington is an inner city Borough in London and relatively wealthy compared with Enfield. Its total population amounts of about 200,000 people the majority of which is of white origins.



The majority of its residents are paid at top pay quartile as emerges from the table at page 3. However, the social divide is huge: the average gross annual earned income of Islington home owners is £49,254 while Islington council tenants earn on average £6,290 a year. Islington has both a high proportion of graduates (36% as compared with 25% nationally) and people with no qualifications at all (18% compared to national average of 15%). Moreover, 15% of Islington population is on Income Support (Compared with 7,6% across London). Islington's population's projections predict that its average age will increase dramatically, by 30%, by 2021.

Almost surprisingly, the Deprivation Statistics Update (2008) reveals that in 2007 Islington was the eighth most deprived borough in England and fourth most deprived in London. This is an improvement from the IMD 2004 where Islington was the sixth most deprived nationally and third in London. 62% of Islington residents live in areas of the borough ranked amongst the most deprived 10% in the country. This compares to 75% in 2004. Moreover, more than 50,000 people in Islington are income deprived (as measured by the number of people claiming means tested benefits). Islington is the 14th most income deprived borough in London, an improvement in its relative position since 2004 when it ranked 11th. In terms of employment rates, there are almost 20,000 Islington residents of working age who are involuntarily excluded from the labour market.

While 75% of Islington residents live in a deprived area, at the same time Islington has some of the most expensive private housing in the UK with an average price of £450,000. Moreover, there is evidence that Islington's residents from non-white background are more likely to experience poor health, be without work and live in rented, social housing. Islington's socio-economic context is obviously that of sharp inequality where the extent of poverty, unemployment and lack of affordable housing represent the main challenges for the local authority.

Islington's migrant population is composed of migrants from Ireland, the EU and the Commonwealth (Australasia, the Caribbean and South Asia). In the past 15 or so years new waves of migrants have further diversified Islington's population. Like other inner London boroughs, Islington's population, instead of declining, has grown largely as a result of immigration, a significant group from Turkish speaking Cyprus and Kurds from Turkey, former Yugoslavs, Somali, North Africans and Congolese, Nigerians, Kenyans and Zimbabweans among the Black African group. Whilst Islington may not be known for very high proportions of a particular nationality or ethnic minority, it has developed a highly diversified profile. According to the 2001 Census, the most spoken languages in Islington schools were Turkish, Spanish (due to the presence of South American migrants), Somali, Arabic and French (migrants from Maghreb area) and Albanian-Serbo-Croat (Kofman and Lukes 2006). The next section looks at the ways in which Islington tackles migrant integration through its local policy frame.

IV.2 Local policy frame for integration

Similarly to the national level, in Islington the needs for migrants have been identified within the wider remit of refugees' policies. The document *Mapping Refugees in the Borough of Islington* (Kofman and Lukes, 2006) has orientated the key integration policies in Islington.

After that [refers to Mapping Refugees in the Borough of Islington] we developed a team, services and work with other council department to integrate refugees needs and refugees issues into their service planning. So for example for children and young people it was to work with ethnic and minority achievement service as well as community groups and we had specific actions around children and young people so for instance increase the proportion of refugees who are employed, accessing ESOL through education and also doing things such as vocational ESOL , looking at broader community safety factors access to healthcare, access to GPs (Olvia Fellas).

Clearly Islington, more than Enfield has a stronger policy focus on refugee integration although often these policies do not exclude migrants who are not refugees.

IV.2.1 Islington Refugee Integration Strategy 2007-2008

The *Islington Refugee Integration Strategy 2007-2008* was drafted in 2006 in response to *Best Value Review* (2004), a mapping of services provided by Islington Council to Refugee and Asylum Seekers. Similarly to *London Enriched* and *Managing Migration in London*, six actions plans were developed with regards to refugee's integration:

1. community integration
2. community safety
3. education
4. employment
5. health
6. housing

The strategy identified the local needs across key areas and was also informed by regional, national and international migration policies and initiatives. The main actor in the drafting of the strategy was IRIS (Islington Refugees Integration Service) a small and active council based team whose overall remit is to ensure that refugee integration is improved. By integration, IRIS means:

"A process that takes place when refugees are empowered to achieve their full potential and enables to contribute fully and to exercise rights and responsibilities that they share with other migrants"

The main focus of the strategy is ensuring that the needs of refugees are met by mainstream services. IRIS worked in conjunction with both statutory and voluntary sector partners on different project in order to promote integration in Islington. No funding was attached to the strategy. Despite this, the strategy managed to have a voice in consultations at national and regional level including Islington's Sustainable Communities strategy and the Mayor's draft strategy for refugees integration in London (*London Enriched*). Also, a refugee's directory has been developed as a result of IRIS work. This is currently the central point of information for service providers (<http://www.irisct.org>) Another important achievement has been that IRIS could monitor the overall provision of services in Islington and identify gaps (or duplications) in work. IRIS also commissioned a research on mapping refugees in Islington (Kofman and Lukes 2005) and is involved in the organization of the Refugee Week event. In particular, the Refugee week event brings together members of Refugee Community Organizations (RCOs) the general public and representatives from other community organizations. Moreover, IRIS supported the development of Islington Refugee Forum and helped developing leadership capacity of a number of refugee community groups. These trainings included development of business plans, funding applications and stronger partnerships within and between voluntary and community sector⁵.

⁵ In 2008 IRIS developed a 6 months pilot of signposting and referral service, operating once a month from Law centre and St.Mary Magdalene Centre for Refugees and Asylum Seekers. IRIS also coordinated "Transition Project" which delivered sessions on women's rights, conflict resolution, male identity, /sexual health for young refugee and asylum seeking men in school/Prevent/Specific needs of refugees in Domestic Violence strategy/supported exploratory work conducted by women's design

The active role of IRIS in the shaping of local integration policy in Islington has achieved widespread recognition (Saunders, Pierce et. Al 2009). The Equalities Refugee and Migrant Service has recently commissioned an evaluation of the above strategy which was carried out by Lancaster University in 2009 (*Towards One Islington. External evaluation of Islington's Refugee Integration Strategy*). Lancaster University worked with council departmental lead officers, key partners in the statutory and voluntary sectors, with refugees, and the Refugee Strategic Planning Board (RSPB) to point out what have been the achievements of the strategy and highlighted the key role of IRIS for its success. The key achievements of the Strategy resulted from IRIS work have been its participation in local, regional and national consultations, setting up a Refugee Service Directory, its involvement of the Refugee Week event bringing together members of RCOs (Refugee Community Organizations), the general public and representative of other community members. Most importantly, the work of IRIS within the strategy has allowed the development of the innovative Islington Refugee Forum and its capacity building. Other innovative trainings and activities have been developed within the strategy including the important DIUS (2008) consultation *Focusing ESOL on community Cohesion*⁶.

The report also provides a planning resource for the Equalities, Refugee and Migrant Service and its stakeholders and makes observations concerning the experience of stakeholders in the six priority areas.

IV.2.2 Islington's sustainable community strategy, Our Vision for 2020- The Islington we want to be

The next key policy document addressing integration related issues in Islington is the *Islington's sustainable community strategy, Our Vision for 2020-The Islington we want to be*. The strategy has been developed by the Islington Strategic Partnership (ESP) following extensive consultations with local stakeholders and Islington residents.

One of the key grouping we had was Turkish and Kurdish, Somali and North Africans with included Algerian, Mahgrebi etc. There were also South American. Key issues that came about were employment, housing support, education both for children and for adults, community cohesion, community integration and community safety and health. Language wasn't grouped as a key area itself but it

service on community safety issue for women in Finsbury Park at http://www.wds.org.uk/www/projects_past.htm

⁶ See the NATECLA (National Association of Teaching English and Other Community Languages to Adults)'s response to this consultation at http://www.natecla.org.uk/uploads/documents/doc_2951.pdf highlighting the need to give more voice to those currently attending ESOL classes, to ask ESOL learners what they perceive as being the main issue relating to integration and cohesion. NATECLA also asks for a clearer definition of the concept of community cohesion and the role of ESOL in its promotion.

come through both in employment and in education and also in community integration. So what we did we developed a community integration Strategy that looked at these key area (Olvia Fellas)

The Strategy's overall vision consists of the creation of a stronger, more sustainable community in which everyone has access to excellent services and is able to fulfill their potential. In order to achieve this vision for Islington, the strategy focuses on 1) Reducing poverty 2) Improving access for all and 3) Realizing everyone's potential. In order to achieve these objectives, the priorities for action are improving people's employment prospects and the prosperity of the area, improving educational attainment and learning, tackling health inequalities, improving safety and the quality of the environment, the quality of housing and build stronger, sustainable communities. Also in this case, the LAA are the means by which the Strategy's objectives are being delivered.

It's about getting people aware about the needs of refugees and migrants and this certainly helped. It also helped that we have been able to showcase the protection of people in the situation so we don't have the same cohesion issue that other boroughs possibly have because in Islington we have dealt with it in a very different way, we looked at it from all sides from a housing perspectives, integrations etc. even activities such as community gardens and things like that so the whole programme of activities has helped (Olvia Fellas).

As our interviewee suggested, Islington's approach to migrants' integration is rather eclectic and looks at different integration indicators.

The first Strategy's objective, **Reducing poverty**, has to do with the large divide between rich and poor. One of the ways in which poverty is tackled is by providing support in accessing paid employment. Another way of looking at poverty is addressing the unfulfilled potential with regards to the losses inferred to the local economy from the high number of workless people. Islington's Strategy way to tackle poverty aims to help the most deprived groups such as the disabled and the mentally ill, older people and children in poor household. At the same time, problems of worklessness and scarce education are also addressed. Moreover, the Strategy targets those areas which have been deprived over several decades. Issues to do with housing include homelessness and reducing the level of debt among low income households.

The second key objective concerns access and is called **Improve access for all**. Access refers to services as well as employment opportunities and also giving people to opportunity to participate in civil society. Community forums are of key importance in the Council's decision making processes.

We work with the community forum we sit in their management committee and we try to support them to integrate and to develop what they think are the key issues around community groups so to they are still quite active at that level as well (Olvia Fellas).

Access improvement is achieved through the delivery of "joined up services" which are tailored to meet the needs of different groups of residents. In this way, people in question are involved in designing and delivering the services they want.

The integration agenda is to have a two ways communication and not just invite refugees but immigrants as well with local authorities, primary care trust (Moulat)

Realizing everyone's potential, has to do with building up aspirations and opening up opportunities to fulfill people's potential whatever their age, encouraging them to make a positive contribution to Islington and its communities. Although the aims listed here have no clear reference about how this is being done, the means to these aims are the improvement to pathway to education, to employment, by promoting positive mental health and well being for people of all ages. Investing in the "social capital" in the borough is also among the objectives listed in the strategy document and "this may take the form of being a good neighbor, supported volunteering, running community networks or tapping into local informal networks that give people access to information". Belonging to the neighborhood is also encouraged from those people who are middle-class and might want to contribute to its improvement.

IV.2.3 Corporate Strategy Service and Financial Plan (2008-2011): Sustainable Community Strategy

The third key policy document which is specific to Islington and reflects local strategies on integration is the *Corporate Strategy Service and Financial Plan (2008-2011)*. This is also divided in sections each of which represents different priorities: (i) Listening to Islington is a way to promote a participatory approach to improving services (ii) Safer and Stronger communities where the emphasis is on resident's quality of life and reducing the wealth gap (iii) A greener, cleaner borough has to do with environmental issues ranging from community gardens to safety. This is a broader document that also covers the previously mentioned Sustainable community.

Islington Strategic Partnership (ISP) is the main actor involved in implementing strategic plans in the Borough and is in charge of negotiating local agreements between the Council, its partners and the local government. ISP's targets for the Sustainable Community Strategy (SCS) are therefore set jointly and aim for tangible improvements over a three years time. Part of the *Corporate Strategy Service and Financial Plan (2008-2011)* is also *Islington's Local Area Agreement (LAA) 2008-2011* and *The One Islington Corporate Plan 2006-2009*. During the past two years, the Council worked in partnership through the ISP to set up Islington's first LAA. The ISP has recently agreed on a second LAA after consultations with ISP partners, the ISP theme groups and local residents in Islington. This collaboration will work to meet the three SCS objectives discussed above: reducing poverty, raising aspirations and improving access. With regards to ISP's next LAA, the seven key priorities will be:

1. Reducing poverty
2. Raising education standards
3. Promoting physical and mental health
4. Improving environment and tackling climate change
5. Improving housing addressing over crowding
6. Creating safer communities

7. Creating cohesive, active and empowered communities

The policy rhetoric above reflects the need for an urgent set of issues to be tackled in order to achieve the long-term objectives set out in the SCS. The LAA consists of 30 different indicators which will expand on the three main objectives set out in the strategy. The targets will be measured against each indicator in order to evaluate its success. *The One Islington Corporate Plan 2006-2009* celebrates Islington's unique approach to working with vulnerable people and ISP's inclusiveness.

Separate from the Strategies listed above is the Islington Equality, Refugee and Migrant Service, responsible for driving the equality and diversity agenda across the full range of council services. This service is the Islington counterpart to Enfield's Race and Equality Council (EREC); its main remits are diversity, challenging discrimination (age, gender, disability, faith, race or sexuality) and referring to the 'Equality Strands' set by the Islington Council. A range of equality staff forums within the Council are now well established for Women (Gender), Disabled Staff, LGBT (lesbian, gay, bisexual and transgender) Staff and BME (black and minority ethnic) Staff, respectively. The Equality, Refugee and Migrant Service team also stages a wide range of events, including Refugee Week, International Women's Day, Black History Month, LGBT History Month and International Day of the Disabled to name just a few. These events involved 3,000 people in the last three years alone. The Equalities, Refugee and Migrant Service also includes a specialist team working with destitute people from abroad who have No Recourse to Public Funds (NRPF) and are ordinarily resident in Islington. The NRPF Team works in partnership with children's social services and the community care and mental health teams in Islington. In addition, it works with the Primary Care Trust (PCT) and other outreach and specialist services.

As part of WP3 we interviewed three members of local organization in Islington. The experience of the local organizations provides a concrete example of their proposed integration activities.

IV.3 IMECE

Civic integration courses are broadly conceived and are provided by individual organizations based in the Borough of Enfield and Islington. Civic integration courses include activities such as counselling services, elderly project and domestic violence trainings. IMECE for instance, a Turkish speaking women's group based in Islington, was established in 1982, is a non-profit organization working for the empowerment of Black and Minority Ethnic (BME) women, and in particular Turkish, Kurdish and Cypriot.

The Borough of Islington has 44% of Kurdish, Turkish and Turkish Cypriot migrants (of what, London's Turkish population) (followed by Hackney which has 30% and Haringey 10%, Enfield Walthamstow and Camden with 5% and less)

Equality is one of the stated aims of the organization and this is attained by providing specialist advice, information, advocacy and counselling services on domestic violence, education, housing, welfare and immigration issues. Besides mental health, counselling, health promotion, drug and alcohol, children and elderly people, advice and outreach

services, IMECE focuses on domestic violence affecting BME women and works at improving local and national services for Black, ethnic minority women experiencing domestic violence.

IMECE's set of activities represents an example of how civil integration course are implemented at a local level. The organization focuses on welfare benefit and income maximization advice for Turkish speaking women. Another important part of its work is domestic violence and also housing, health, legal advice, bill, immigration, education and others.

The issue of domestic violence for instance is tackled through the implementation of Domestic Violence Training Project whose steering group includes many other women's organizations active on the same set of issues. All the courses are in Turkish or provide Turkish translations. IMECE also set up an Independent Domestic Violence Advocacy Service (IDVAS), another project called Woken Together Against Violence and a Domestic Violence Capacity Building Project. The projects are often carried out in partnership with other women's organizations based elsewhere. The work on domestic violence is complemented by a Domestic Violence and Photography Project presented as a competition with a jury composed of artists and activists. In particular this project was found by the Equality and Human Rights Commission and aimed at raising awareness of domestic violence through film and photography as well as supporting women artists and addressing specific problems of Turkish and Kurdish women in the UK.

Other activities include Community Link Project for Children Centres, Health Promotion Project and a Volunteer Project that aims at empowering unemployed Kurdish/Turkish Cypriot women who are looking for work, by providing a safe and confidential environment to work experience and by putting them in touch with relevant agencies. IMECE also arranges training sessions for volunteers regarding how to set up your own business, domestic violence awareness, the concept of the practice "No recourse to public funds"⁷ housing, substance misuse, immigration, welfare benefits, how to make job applications.

Integration---according to the work we do is working with language. Integration is not our idea it's the idea of policy makers that integration has to do with language. To some extent it is true, if immigrants seek advice they have to look at crisis and early interventions; this is the first service that should be in place. Service providers give you the minimal and if you don't like it it's your fault, they don't look at external reasons (IMECE)

IMECE's commitment to integrating migrants in Islington shows that many organisations are group specific and try to help their communities in a comprehensive way. Its focus on

⁷ Immigration Rules require a person arriving in the UK, whether to settle or for a visit, to be able to be maintained and accommodated without recourse to public funds. The only exemption is for the pre-existing families of recognised refugees. The term "without recourse to public funds" is defined in Rule 6A of HC395. It means that those subject to immigration control cannot access benefits for low income groups and paid from general taxation. Education and health services are not considered public funds in this respect but there may be some who are ineligible due to their immigration status.

domestic violence among other integration courses and activities shows that, also at local level, “integration” is widely conceived and doesn’t narrowly focus on language.

IV.4 EVELYN OLDFIELD UNIT

Another organization based in Islington which offers relevant integration courses is Evelyn Oldfield. Although based in Islington, Evelyn Oldfield Unit extends the reach of its activities outside the Borough’s boundaries. It was launched in 1994 as an innovative project providing a free specialist support service to the well-established, service providing refugee community organizations in London. Evelyn Oldfield Unit is refugee-led and managed and has a deep understanding refugees’ communities’ social and political dynamics. Among the Unit’s objectives there is the “empowering of groups with the aim of enhancing the quality of service to their communities, training, issue-focused seminars, surgeries, symposiums and networking opportunities for mutual support and learning from each other”.

For newcomers we offer basic induction some basic English classes and some introductory information about the ways in which people live in this country based on the Welcome in the United Kingdom pack which was developed by the Home Office. A Second layer is people who have been here in the long time but are not accessing the labour market for different reasons, have less knowledge about the system, how they can access and implement, secondly lack of transferable skills, some of the migrants don’t speak a good English but they have qualifications in the country of origin that cannot transfer in the UK. Third problem is status, people might not have the right legal status in this country and they have been living here for the last 20 or 30 years (Moulat)

The set of civic integration courses and activities that the Unit offers are specifically directed to RCOs (Refugee Community Organizations) but do not exclude other migrants. For instance, the Unit offers consultancy and support advice, a training programme that runs in tandem with the consultancy support service as its core delivery provision. Refugees’ communities are offered 1) accredited courses provided through partnerships with universities, 2) one day courses 3) packaged courses lasting 2-5 days. The postgraduate courses include a Certificate in management and a Certificate in training provided by Goldsmith College London, a Certificate in Counselling provided by Birkbeck College and Diplomas as well as PGDip in Voluntary Sector provided by University of East London.

Our interpretation of integration is holistic; it is a two way integration in which migrants share their life experience culture and learning from host communities as well. We also define integration in terms of job opportunities because at the end of the day it’s about capacity building of community groups we have some knowledge skills and experience to access the labour market and by doing that not depending on welfare benefits but to contribute to the wider economic situation in the country and the other element is political as well as it’s about rights, right to talk to be elected members in councils and to be able to sit in the European Parliament. By enlarged is about building capacity of community groups and by doing that

refugees and migrant communities will be in a good position of developing the skills in their own community including language (Moulat)

In particular, a Gateway Project was implemented by Unit in order to expand its training base through the Home Office's Refugee Integration Challenge Fund. This has led to the development of new initiatives for the Unit, in particular the development of "Gateway" events with local authorities. A very successful Gateway event was recently held in partnership with Islington Council in London. With the Gateway Project the Unit sought to achieve a better understanding of how key services work and how communities can influence them. One of its main aims has been to raise the profile of RCOs, improve communication between local statutory authorities and RCOs which is proactive and focused on integration activities. The reflection event highlighted some problems that migrant groups experience in Islington, such as difficulty in accessing information on who is responsible for what, a range of second tier organizations duplicating activities, a need for the refugee sector to address more than just "asylum" issues. Moreover, funding has been removed therefore many groups are working on a voluntary basis and, the funding often being project-led means that the groups have to focus on continuous fundraising. On the other hand, the Council's response during the Gateway Project event was that it is difficult to hand project over to groups as there is a "culture of dependency".

The Evelyn Oldfield Unit has an established track record for the creation and support of refugee networks, which allow the voice of refugees to be heard by mainstream institutions and organizations. These have included four London-wide forums between 1994 and 2004:

- the refugee women managers' forum (set up 1996)
- Co-ordinators Training and Support Scheme (COTASS), a forum for co-coordinators and managers of refugee community organizations (1995)
- refugee Mental Health forum (RMHF) 1995. This particular forum led to development of youth work course at Goldsmith College, University of London, and counselling training course at Birkbeck College, University of London.

The Unit has also set up two sub-regional forums based in West London, covering the borough Refugee Forums in these boroughs. Each of these forums had been successful in raising important integration-related issues and disseminating information through a number of landmark publications. Both the Evelyn Oldfield and the COTASS are members of the Home Office's National Refugee Integration forum and this experience represents a successful example on how local communities get to influence national integration strategies in the UK. Evelyn Oldfield Unit has implemented a bottom-up approach where, through participation in forums of citizens and sitting in local Strategy Partnerships or national public arenas, refugees and migrants gain a voice in local and national policies.

The Women's Forum is also a successful example of migrants' empowering through civic participation. Its work is based on the fact that many of the coordinators appointed by refugee community organizations are women but there are only a handful of organizations which are specifically for women. Within the refugee sector, not only are many management committees male dominated, but some of their members come from traditions where the role of women is very different from that experienced in the UK. Refugee women's experience of discrimination and their inability to overcome barriers to

participation can be compounded by their isolation in their own communities. The strength of the Evelyn Oldfield Unit is the capacity to develop and deliver new services to meet the changing needs of refugee and migrant community organizations.

What are the indicators for integration? We haven't done that survey but most of them want to work give back to the community and they don't want to rely on benefits (Moulat)

In December 2004 Evelyn Oldfield Unit promoted an event where 30 leaders of RCOs were called to discuss issues and concerns affecting refugees with Hon Des Browne MP, Minister of State at the Home Office. The meeting focussed on Home Office's proposals on integration. It also discussed the role of the voluntary and community sector in the integration process and highlighted the positive images of refugees and their struggle to be active partners in the process. Two main issues were identified during the meeting:

1. Possibility of training for leaders of RCOs to strengthen their understanding of how the government machinery works and how government can work more effectively in partnership with the voluntary and the community sector.
2. How RCOs can help promote a more positive image of refugees in the community and in employment sector

The following year (February 2005) another meeting among leaders of RCOs, representatives of refugees agencies, funders and the Home Office was held to think through the role of RCOs in terms of the implications of the Integration Strategy. It was recommended that the Unit coordinate and manage a tailored pilot training programme for leaders; set up a working group to develop the content of the leadership training programme for leaders; select criteria for prospective candidates for the leadership programme and develop a wider RCO framework for the development of Integration Strategy.

In the case of Evelyn Oldfield Unit, integration is about transferring to migrants and refugees the kind of knowledge they need in order to actively appropriate and make use of the range of responsibilities they are increasingly being given. New and settled migrants are helped to make it work by having a say in their social environment and getting to influence local, regional and ultimately national policies.

IV.5 MIGRANT RESOURCE CENTRE (MRC)

Migrant Resource Centre (MRC), though not located in Islington, works with migrants and refugees and in partnership with other agencies enabling migrants and refugees to fully participate in society. MRC works with migrants and displaced people from all over the world including Latin America, Africa, the Middle East and Asia. MRC provides a place to receive assistance, to learn, to meet with others, to develop and support local communities. The emphasis is clearly on the integration process rather than its outcome, although in the majority of the cases the integration target is successfully met.

We couldn't exist alone we organize course and activities with other organizations. Networking is fundamental, do things together and we are part of these networks.

We organize English course and IT courses, theatre. The courses we organize do not receive a certification, they are not certified courses, they are not officially recognized but participants do receive a certificate of attendance (Bianca, MRC).

In the last five years MRC's work has been recognised with national awards for innovation and for social inclusion. They have been working at a local level leading a partnership that has raised £1.5 million for the local minority ethnic community for a Healthy Living Centre, at a regional level developing a network that has raised the issue of housing and refugees within London and at a European level in working towards the strengthening of article 13 of the Treaty of Amsterdam so that it included discrimination on racial or ethnic grounds. MRC has also developed an advice service so that it runs both a specialist immigration service as well as general advice. Last year the service worked with 2,800 people. Volunteers play an important role and their projects have worked with 50 people a year and 65% of them are moving into employment or further training at the end of their time with MRC. They have also opened an Online Centre and their users now have access to the latest IT equipment as well as to ESOL classes.

The final outcome of those courses is that they feel less isolated, we also run focus course with participants of previous years as well. People don't come just for advice session; we try to also re-direct them to other services that are what we mean by holistic approach. We try to understand what the client's needs are, for instance if they need legal advice we do provide legal advice, if they need to register with a GP we direct them to a different project, if they want to be involved just to make their voice be heard we got a media and policy project, we also got a crèche we provide different several services (Bianca MRC)

MRC is committed to delivering high quality and innovative services and to listening and empowering those with whom they work by supporting their personnel development and that of their community; this is achieved through partnership and collaborative working and promoting equality of opportunity and anti-discrimination policies.

London is different from other parts of England I don't know if there is a real integration, if integration means having a job and being able to survive, than yes, but for me integration is something else, more individual and this is something more difficult to get even if you do have a job (Bianca, MRC)

Beyond providing employment, education and training advice and job search support, MRC's work focuses on advice and specialist immigration advice, advice on accessing health services, community based training and educational opportunities for individuals and organisations and also works at developing new courses in response to identified and prioritised needs. Special attention is given to educational, social and childcare facilities for users including volunteering opportunities for the benefit of MRC, the volunteer and their communities. Participation in campaigns is one of the ways in which networks and partnership is fostered in order to improve the lives of migrants, asylum seekers and refugees. MRC also ensures that sufficient financial and human resources meet their aims through a system of regular monitoring and reviewing its own work.

MRC's approach of creating partnership and de-localized networks in order to provide a support for migrants and refugees integration is yet another example of ways on which local organisations operate in the UK in order to provide a platform for migrant integration.

The Appendixes below provide a mapping of local organizations in Enfield and Islington. They all work in different ways to promote local integration sometimes focussing on individual community groups and in some other cases by targeting wider categories of vulnerable groups in need of socializing and feeling “integrated” with other people who have a similar cultural background. A more tout-court integration able to go beyond the niches of local and same-group integration is probably only possible by empowering local communities and helping them to have a voice in the host society and this is exactly what the organisations we have looked at are trying to do. Despite increasing funding challenges and recent claims on the death of multiculturalism, the UK is still at the forefront of innovative integration practices and a successful example of a multicultural society where differences are offered as a resource rather than being perceived as a limit.

V Conclusion

Our analysis of local integration policies in London has shown that there are differences between inner and outer London boroughs, mainly due to shifting population and degrees of territorial mobility of migrant and non-migrant population. Historically, Islington had a higher proportion of migrants and refugees and was at the forefront of developing a refugee integration strategy. However, in recent years there has been a shift of migrants away from more expensive inner London housing to cheaper private rented accommodation in outer London boroughs. Enfield for instance is one of the few boroughs to retain a Race Equality Council which were associated with African Caribbean and South Asian migrants and its origins relate to the earlier post-colonial migrations. Islington has been at the forefront of refugee integration which explains why the integration jargon in London is very much orientated to refugee integration rather than a more loose definition of migrant integration.

When looking at the relationship between local and national provisions in terms of integration policies, it is clear from the Localism Bill and from local strategies for integration in both Enfield and Islington that increasingly responsibility for integration is being re-located in the communities and where possible on individual migrants. Externally, immigration control is thoroughly policed at the borders and the bar for tier 1 skilled migration is now being made higher while, internally, responsibilities for integration are shifting from central to local authorities. This top-down, deregulation approach is counterbalanced by a bottom up approach at a local level which is evident in the work of the individual organizations we have looked at this Work Package. Providing accredited and not accredited trainings, working with a broad definition of integration that ranges from housing to employment, creating migrants' forums that can sit within strategic partnerships at a local level, and able to participate in this way to decision making processes, are all ways in which migrants (and refugees) are given a voice. In the current austerity climate where public services are being systematically curtailed, the extent to which individual organizations have the expertise and are able to provide services which are tailored to specific needs of their communities is still an open question and belongs to the Big Society debate.

From our analysis of local integration policies in the UK also emerged that language, which is regarded as a fundamental enabling factor for integration by the political discourse while at the same time ESOL provision is being cut, is evidently a potential barrier to integration rather than a priority for integration (this is also evident in WP4). In particular, language is a contested terrain that reflects existing contradictions in the very assumption that it should necessarily lead to integration. The central government's decision to cut ESOL provision is anyway in line with its will to cap migration and is at odds with its own will to push for the community cohesion agenda-at least for first and second generation migrants who are already in the UK. The same "language equals integration" logic is however coherent with the fact that individuals and communities will have to take responsibility for their language skills as the government will not provide the same amount of translation services and ESOL. Clearly local integration is defined by a far more complex set of instances than just language as we have shown in this Work Package; without any doubts

the current Spending Review will affect integration but it is difficult at this stage to assess the extent of its impact.

APPENDIX 1, Enfield

Cultural organizations in Enfield organizing community activities to support their own cultural identity

URDU TRUST A registered charity organisation. It aims to promote Urdu language, literature and culture, or organise Urdu teaching through running Urdu coaching classes. They have monthly literary meetings, plus a variety of other cultural, musical and social events. They hold regular seminars and conferences, link up with other Urdu organisations and associations, and offer a free advice service to Urdu speaking people.

NEHANDA BLACK WOMEN'S ORGANISATION Nehanda provides services to women of African and African Caribbean descent living locally. Services range from health awareness seminars to personal development workshops. They organise parenting courses, career development courses, counselling sessions and courses about Black history. They also provide space for women to meet socially at various events, as well as network with other local and national organisations to enhance skills sharing. Nehanda also encourages and empowers its members to play a responsible, active and positive role in their own health care, and therefore promotes and develops women's self-help initiatives.

NORTH LONDON GREEK EDUCATION ASSOCIATION (NLGEA) This is a Voluntary organisation involved in the teaching of Greek language, dancing and culture. Classes run from nursery level through to GCSE and A' level.

SISTERS IN ISLAM (MUSLIM GIRLS CLUB) Sisters in Islam is an organisation run by young women to provide facilities mainly for Muslim women aged between 12 to 25 years, although it is open to non-Muslim and older women. They provide literature and advice on women-only services and organise discussion groups, keep-fit activities, swimming, outings and charity work.

SOCIETY OF INDIAN TEACHERS AND ASSOCIATES (SOITA) SOITA is a social, cultural and educational organisation operating in Enfield It aims to promote the mental health of elderly members of the Indian community and supports formal education in Indian culture mainly through weekend classes in Indian dance, music and languages targeted mainly at Indian-British children and young people. It runs a monthly luncheon club and cultural activities for its elderly members. Membership is open to teachers (both working and retired) and adults of Indian origin.

HINDU DHARAM SABHA The main aim of the organisation is to foster and propagate the principles and teachings of Hinduism and to promote unity and cultural understanding amongst all religions. The group also aims to cater for the needs of the elderly, arranging cultural programmes for them and advising them on health, welfare rights and other issues.

KRISHNA YOGA MANDIR (KYM) This group provides and teaches Hindu Dharma through congregations, scriptural discourse and instruction. They help the elderly, people with disabilities and those in distress, and instruct the young in the values and criteria of the Hindu way of life. The group is non-sectarian, emphasizing more ethical values than rigid dogma, yet their main aim is to serve and promote Hinduism.

ENFIELD TURKISH EDUCATION SOCIETY Enfield Turkish Education Society is a registered charity providing Turkish language and cultural classes to Turkish and Turkish Cypriot pupils living in Enfield since 1995. Turkish language classes are offered at all levels up to GCSE and A' level. The Society also teaches Turkish folk dance and gives extra support classes for English, maths and science at GCSE level.

ENFIELD AND BARNET CHINESE ASSOCIATION They organise weekend Chinese school for beginners to A level standard. They also have after school activities (e.g. Chinese calligraphy and painting, basketball and conversation class). The medias for teaching are Mandarin and English.

DARJI MITRA MANDAL OF THE UK Darji Mitra Mandal is a community-based, non-profit making, voluntary organisation whose aims is to advance the cause of religion amongst the Gujarati people, and to promote the knowledge of Indian art, music, dance and culture. Principal activities include fund-raising events, exhibitions, religious functions and youth activities. They offer classes in both music and dance and organise a variety of day trips, and trips overseas.

DHARMA FOUNDATION The Dharma Foundation aims to propagate the principles and teachings of Hinduism and to promote unity among all religions. It also aims to advance education in the Hindi language and Hindu culture including history, music and dance.

ENFIELD ASIAN WELFARE ASSOCIATION AND DAY CARE CENTRE (EAWA) The Day Care Centre provides an opportunity for Asian elderly, including those who have a minor mental illness and/or physical disability, to make friends and socialise. Organised activities include swimming pool exercises, yoga, reflexology, reading books from the mobile library and watching Hindi films. They have occasional speakers, Asian hot lunches, arts and crafts sessions and day trips. EAWA also offers advice, information and assistance with welfare rights and health issues. Referral via Social Services is recommended.

List of organizations focusing on migrants' services to promote integration

ENFIELD RACIAL EQUALITY COUNCIL (www.enfieldrec.org.uk) works with black communities to fight the racism and harassment. In 2010 it ends a project called Improving Health with the aim to promote the equality for black people.

ACTION FOR SOCIAL INTEGRATION (www.afsi.org.uk) promotes the social integration of minority ethnic groups through several activities like education, advice, refuges services, housing, job and health information.

AFRICAN FAMILY ASSOCIATION this organization has not a web site. It works to improve the lifestyle of African people giving information about benefits and education.

ANGOLAN WOMEN COMMUNITY (www.refugees-online.org.uk) support they provide to following services: immigration, housing, education, welfare benefits, social services, employment and training for Angolans in London, including refugees and asylum seekers.

ASIAN CULTURE AND WELFARE CENTRE its main aim is to advise and assist people from ethnic minorities, and also to provide educational facilities.

BRITISH AFGHAN WOMEN SOCIETY it offers refuges services, immigration advice.

BLACK AND MINORITY ETHNIC CARER' SUPPORT CENTRE (www.bmecarers.org.uk) it provides information about benefit, opportunities and organizes a support group for carers.

CEBAME – COUNCIL OF ENFIELD BLACK ASIAN MINORITY ETHNIC TRUST organizes activities for the benefit principally of Enfield BAME communities and in particular the relief of poverty, advancement of education and the improvement of skills.

CYPRIOT ELDERLY AND DISABLED GROUP OF ENFIELD organises social and recreational activities for elderly and disabled members of the Cypriot community.

EBONY PEOPLES ASSOCIATION (www.ebonypeople.org) works to help African and Caribbean people with health issues. Also it provides immigration, housing, employment advice.

ENDMONTON COMMUNITY ORGANITAZION promotes the welfare of the African community and others living within local areas. It improves the quality of life reduce poverty and promote social inclusion and organise English classes.

ENFIELD AFRICAN ASSOCIATION they help African residents in the London Borough of Enfield. It offers advice and assistance on matters such as welfare, health, housing, employment and education.

ENFIELD BANGLADESH WELFARE ASSOCIATION promotes the welfare and development of the Bengali and Bangladeshi community in the London Borough of Enfield. It offers support for victims of domestic violence and offers other services for advice seekers.

ENFIELD BANGLADESH WOMEN'S SOCIETY provides help and advice on various matters such as social security benefits, immigration problems, and can also offer translation and interpretation services.

ENFIELD CARIBBEAN ASSOCIATION offers information and advice to members of the Caribbean community who may be experiencing difficulty accessing public services.

ENFIELD SAHELI offers support and advice to Asian women in Enfield. It wants to empower women to participate fully in social, cultural and civic life. Also it offers support women in gaining access to local services, benefits, healthcare and employment.

ENFIELD TURKISH CYPRIOT ASSOCIATION offers services to Turkish Cypriots and other Turkish speakers living in Enfield including housing, social services, education and health.

ENFIELD SOMALI COMMUNITY ASSOCIATION (SECCA) offers information and advice on matters such as welfare benefits, education, health and other community development related issues.

FEDERATION OF ENFIELD COMMUNITY ASSOCIATIONS (www.feca.co.uk). The main activity is about the housing but also it promotes a multi cultural community and removes all forms of the discrimination.

GARGAAR SOMALI WELFARE ASSOCIATION fights poverty and the distress of the Somali community through the provision of advice, advocacy, counselling and education. They offer a translation service for matters, which involve health, benefit, housing or immigration organisations.

GREEK AND GREEK CYPRIOT COMMUNITY OF ENFIELD (www.ggcce.org.uk) offers counselling, help for carers and a Home from Hospital service. It organises also has ESOL courses.

INCLUSIVE SOLUTIONS CO-OPERATIVE its aims to involve the people in labour market. It supports black and ethnic minority in job field.

LONDON ANGLO TAMIL CENTRE organizes English and Tamil courses.

LONDON MERIT ASSOCIATION works with Turkish people. Its aim to support Turkish expatriates in their efforts to integrate into British society at the same time as helping them not to forget their ethnic heritage.

O'BAY COMMUNITY TRUST (www.o-bay.org) Nigerian community. It organizes cultural events and occasionally provides free confidential and impartial immigration advice and services.

REFUGEE ACTION VICTIM OF TORTURE (www.refugee-action.org.uk) works in UK and it has many branches one of these is based in Enfield. It provides legal advice, information and support to people (migrants, refugees and asylum-seekers) in particular from Congo and other African countries in understanding legislation affecting them in the United Kingdom.

SAMAFAL SOMALI WOMEN'S ASSOCIATION provides training programmes that include ESOL, childcare and citizenship for ethnic minority women.

TAMIL RELIEF CENTRE (www.eetonline.co.uk) it works with refugees offering free advice on education and job. It also offers to family support.

THE HANLON CENTRE (www.hanloncentre.com) work with the refugees and asylum seekers. It offers a psychological support and gives advice on immigration matters. It organizes also an English class.

THE SHANE PROJECT (www.shaneproject.org.uk) it helps people affected by multiple sclerosis in particular the African and Caribbean people ant their families.

UK ETHNIC MINORITIES PARTNERSHIP is an umbrella organisation for various groups in the community, and offers education and training and help with small / medium business Initiatives to people from areas of economic deprivation.

APPENDIX B, Islington

Organizations and services in Islington working with integration issues, excluding European migrants

from <http://www.islington.gov.uk/directories/listsectionpage.aspx?dir=LTCS&id=39>

ARAB ADVICE BUREAU provides advice, advocacy and support through community based programmes to Arabic and Northern African communities. It includes immigration advice, welfare benefits advice and access to training and employment. The organisation works with second-generation families and young people to improve integration as well as promoting access to job skills training for employability and progression to Further and Higher Education.

ARACHNE GREEK CYPRIOT WOMEN'S GROUP offers advice and information about welfare rights and setting up a business; education and training classes including ESOL. It also offers health support to older women, health education programme and interpreting.

ASIAN PROJECT aims to provide drop in sessions two days a week in a safe and welcoming environment for Asian people over 50. It provides health, recreational, social, cultural, physical and educational activities. It promotes the growth in self-confidence and provides information and basic advice on welfare benefits, dealing with housing issues and helping people to access other services.

ASYLUM AID gives free legal advice and representation for those claiming asylum. Training for people who work with asylum seekers.

CAMDEN CYPRIOT WOMENS ORGANISATION promotes the welfare of Greek Cypriot women and their families. It gives advice, information and social activities for women of all ages.

CAMDEN ITEC organizes specialist courses for long-term unemployed people, young people aged 16 to 24 and refugees in information technology, business administration and computerised accounts.

CAMDEN PCT ADVOCACY AND INTERPRETING SERVICES provides interpreting and advocacy to NHS organizations. Referrals come from health professionals based in Camden and Islington. Advocacy and interpreting services. It tries to make health services more accessible to people from minority ethnic groups.

CARIBBEAN COMMUNITY CENTRE provides employment placements and organizes social activities.

CARILA LATIN AMERICAN WELFARE GROUP provides free advice, interpretation and advocacy for the Latin American Community. Also gives information in the areas of welfare benefits, housing, education, health, referral to employment law, immigration and casework in welfare benefits. The organisation provides free and confidential services to combat inequalities and help people exercise their legal and social rights.

CENTREPOINT SHELTER for newly homeless people aged 16-21.

CROSSROADS WOMENS CENTRE is a lively, welcoming, anti-sexist, anti-racist centre and home.

DETENTION ADVICE SERVICE (DAS) gives information, advice and support to people with immigration problems who are detained or threatened with detention. They offer a free, independent, confidential and impartial service to their clients.

ERITREAN COMMUNITY IN THE UK (ECUK) provides information and advice for members of the Eritrean community in the UK. Subjects covered include benefits, housing, education, health, employment and immigration. Interpretation and translation services. Works with young people (5 to 19 years), includes a homework support club, mother tongue classes, and various sporting activities.

FOOTBALL TEAMS FOR CHILDREN AND YOUNG PEOPLE FROM ETHNIC MINORITIES organizes football matches.

FORWARD offers educational material and training on African women's health and gynecological problems, especially arising from female genital mutilation.

GREEK AND CYPRIOT CULTURAL COMMUNITY AND YOUTH CENTRE language courses for young and adult people.

HOMEWORK CLUB FOR ETHNIC MINORITY CHILDREN for children aged from 6 to 12.

IMMIGRANT COUNSELLING AND PSYCHOTHERAPY (ICAP) is a professional counseling service and offers crisis listening, befriending, supervision, consultancy, educational workshops on ethnic issues, therapy group.

IMMIGRATION ADVISORY SERVICE offers legal advice and free representation in asylum matter.

IRANIAN COMMUNITY CENTRE provides advice on the following issues: immigration, education, employment, women, youth and other issues.

ISLINGTON LAW CENTRE Legal advice and representation on housing, education, immigration and asylum, employment, welfare rights and small claims, debt and consumer issues.

ISLINGTON SOMALI COMMUNITY provides information and advice on benefits, housing and welfare rights and can provide interpreters for hospitals and GPs.

KURDISH COMMUNITY CENTRE Advice and information for Kurdish refugees including recreation activities; training; interpreting

LATIN AMERICAN WOMEN'S AID, LAWA provides temporary accommodation for Latin American women and their children who are survivors of domestic violence. The refuge promotes women's independence and self-reliance on a non-judgmental basis. LAWA also has a full-time advice and advocacy service that provides individual advocacy and practical advice.

MIGRANT TRAINING COMPANY organizes vocational training for migrants and refugees resident in the UK who are aged 16 and over, to enable them to fulfill their potential and maximize their chances of competing successfully in the labour market.

MUSLIM WELFARE HOUSE offers counseling and support services to the Muslim community.

REFUGEE ADVICE CENTRE gives advice and aid to refugees, asylum-seekers and other migrants in Greater London on benefits, employment, tax, legal matters, immigration, housing, medical advice and psychology.

REFUGEE EDUCATION AND TRAINING ADVISORY SERVICE (RETAS) offers information, advice and guidance on education, training and employment for refugees, particularly for health professionals and engineers.

REFUGEE WOMEN'S ASSOCIATION (RWA) provides advice, guidance and counseling in confidence to refugee women. It offers advice on English language courses,

SOMALI SPEAKERS ASSOCIATION provides advice, information and educational activities for the Somali community. It gives information on health, drug abuse, education, employment and training, housing, business activities and welfare issues.

SOUTH SUDAN COMMUNITY ASSOCIATION provides support to refugees and asylum seekers in terms of advice and education.

UGANDA COMMUNITY RELIEF ASSOCIATION gives advice and help to the Ugandan and African community.

ST PANCRAS REFUGEE CENTRE helps refugees to survive, build new lives, and integrate into the broader community in the UK. There is an expert advice and advocacy service, a team of interpreters, and the centre works with other agencies to provide education and other specialist help.

IMECE gives information and advice on immigration, housing, welfare benefits and education. It also supports the victim of domestic violence.

THE MAYA CENTRE runs projects to provide counseling for refugees and asylum-seekers.

THE VOICE AND CHOICE PROJECT works with people with physical disabilities, mental health problems and people from ethnic minority and refugee communities. It also have English class.

UNDUGU OR AFRICAN SWAHILIPHONE REFUGEE PROJECT (ASREP) offers advice, counseling, information and support to asylum seekers and refugees from the Democratic Republic of Congo (former Zaire), Rwanda and Burundi. Includes an interpreting and translation service.

KURDISH DISABILITY ORGANISATION (KDO) helps and facilitate the inclusion and integration of Kurdish disabled refugees in the British society by providing them community services.

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