



Department for  
Communities and  
Local Government



Home Office

# Controlling Migration Fund: mitigating the impacts of immigration on local communities

Prospectus



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# A. What is the Controlling Migration Fund?

1. Migration, when it is controlled, can bring real benefits to Britain, our culture, our economy and to our way of life. The UK needs a fair and controlled immigration policy and that is exactly what this Government will deliver. Britain will remain an open and welcoming nation to those who arrive and stay here through legal routes. We are a compassionate country, as we have shown in our response to the recent Syrian refugee crisis where we have set the standard for the international community. We pride ourselves on welcoming people in need. Yet migration can place short-term pressures on some services and social pressures in areas where communities find it hard to integrate. In addition illegal immigration exacerbates these problems and can lead to criminal behaviour and exploitation.
2. Government already takes action in tackling illegal immigration using a range of measures, including making it harder to live in the UK unlawfully by restricting access to public and private services, such as financial services, access to private rented accommodation, benefits and driving licences; as well as targeted operational visits by immigration enforcement officers often jointly with other agencies. This is bolstered by recent changes to strengthen action against rogue landlords both through tightening legislation and supporting local authorities to take action.
3. But legitimate migration sometimes brings pressures too, such as additional demand for homes. We have a programme of measures to achieve our ambition for a million more homes, and we have committed over £20 billion in the Autumn Statement 2015 - including £8 billion towards delivering 400,000 affordable homes.
4. For many services like schools and health, funding is designed to reflect changes in population size, including where there is immigration into an area. Of course, local government is also well equipped to respond to new pressures and changes in their area. Over the next four years English councils have £200bn to deliver the very best services for local people. We know however, that some areas have experienced particular challenges. Recognising this, the Government is introducing a Controlling Migration Fund to provide additional support to those areas experiencing pressures.
5. The Fund will be available over the four years from 2016-17 to 2019-20. Unlike previous similar funds the Controlling Migration Fund focuses on responding to the problems caused by high migration into localities as identified by local authorities and will deliver benefits to the established resident population. The Fund has two parts.
  - A local service impacts part of £100m, to help English local authorities and their communities experiencing high and unexpected volumes of immigration to ease pressures on local services.
  - An enforcement part worth £40m to direct enforcement action against people in the UK illegally in order to reduce the pressure on local areas.

6. As well as welcoming proposals from local authorities, we will retain the option to determine and drive action centrally where necessary. This will enable a national response if, and where, other strategic priorities are identified or unexpected emergencies arise.
7. This Fund is directed at achieving benefits for established resident communities. The local services element of the Fund will support a broad range of measures. We will assess proposals as they come, and learn from the first 12 months of the Fund – looking at how far the criteria in this prospectus reflect demand and any emerging good practice and therefore whether we need to make changes for year two.
8. Officials in the Department for Communities and Local Government are keen to discuss proposals with areas. Interested authorities can contact us at **[migrationfund@communities.gsi.gov.uk](mailto:migrationfund@communities.gsi.gov.uk)**.
9. This prospectus explains how local authorities can access the Fund.

## B. Immigration Compliance and Enforcement – tackling illegal migrants

10. Whilst we welcome people who arrive here through legal routes, Government firmly recognises the importance of tackling illegal migration across the UK. Illegal migration is a threat to the safety, security and prosperity of everyone in the UK.
11. The Government, through Immigration Compliance and Enforcement (ICE), works to address illegal migration through targeted campaigns. These are supported by a host of measures, such as the right to rent scheme, revocation of driving licences and denial of bank accounts to make it harder for people to remain here illegally.
12. The Home Office will be leading a campaign to deliver the Fund's objectives, working with local authorities building on existing joint work to tackle rogue landlords and rough sleepers, restrict access to benefits and to improve compliance among businesses.
13. Local authorities will be aware of where illegal migration is a concern, for example with illegal migrants that are rough sleeping or are being exploited by rogue landlords. Many councils already work well with their local ICE teams to tackle these issues. Building on these good examples we will run workshops with local authorities to establish best practice for joint working between local authorities and ICE.
14. We encourage any authorities to contact their local ICE lead (Annex C) where they may need ICE officer support. Where evidence is presented that enforcement action is appropriate and is a priority for ICE, Enforcement support will be made available through the Fund to support action.

15. We will also provide formal routes for local authorities to feed in their views to influence the overall Controlling Migration Fund campaign of enforcement activity. To this end we propose meeting quarterly with representatives of local authorities across the UK - the four Local Government Associations of England, Scotland, Wales and Northern Ireland, to identify trends in local demand across the country to shape the campaign.

## C. Local service impacts

16. £25 million is available in each of the four years from 2016-17 to 2019-20 to mitigate negative impacts on the provision of local services linked to recent migration. This will be focussed on benefitting the established resident community but will also include supporting wider community cohesion and the integration of recent migrants who are here legitimately.
17. The funding for local service pressures is being managed by the Department for Communities and Local Government. It is aimed at English local authorities only.
18. Where councils recognise that the established resident community within their area has been in some way affected by recent migration, either legitimate or illegal, they are invited to put forward a bid to the Fund. The proposal should set out the issue, with evidence, and the action that the council wishes to take. Where appropriate we encourage councils to work in partnership with other councils, other public sector organisations or the voluntary and community sector.
19. Whilst legitimate migrants may be the focus of some projects, for example English language support, all projects must demonstrate how they will benefit the established resident community in the first instance.
20. The Fund is not available to directly benefit illegal migrants but we would consider proposals where there is evidence indicating unavoidable and legitimate service pressures arising from illegal migration. The locally led enforcement element of the Fund may also be relevant in these cases.
21. We recognise that problematic impacts associated with migration tend to reduce over time. So proposals will usually be limited to 1-2 years. We are willing to consider proposals relating to recent migrant communities who have arrived within the past 5-10 years as a general rule.
22. The Fund will not seek to duplicate mainstream provision.
23. For instance, if a school's pupil numbers increase, for example due to a new migrant community, the school receives the associated funding for those pupils the following year. The government will introduce a national funding formula from financial year 2018-19, which will calculate school funding based on pupil characteristics. This will continue to provide schools with funding based on their

previous year's pupil numbers, with special arrangements where there is significant growth.

24. The Department for Education also allocates capital funding to local authorities to provide additional capacity, based on local authorities' own data on existing school capacity and pupil forecasts. These forecasts take account of patterns of national and international migration.
25. As with education, funding for local health services is allocated using a formula that, among other factors, reflects the size of the population in each area. In addition, the NHS takes steps to ensure overseas migrants and visitors make a fair contribution to the cost of their care, for instance through visa fees. The Department of Health has recently consulted on extending charging to Primary and Emergency care, and will be publishing a response shortly.

## D. What type of proposals will be considered?

26. Local authorities know their communities best. They know how the population is changing and what that means for local services and local communities. They will recognise that legitimate migration brings many benefits to an area, but also understand that in the short term it may put pressure on local services and communities. So it is for local areas to put forward the actions that they believe will mitigate any evidenced negative local impacts of recent migration.
27. Whilst the service-pressure part of the Fund is principally about local government costs, local authorities may wish to put forward proposals developed in partnership with other local authorities and/or other local public services.
28. Examples of the sort of ideas the Fund could support are set out below. This is intended to be illustrative rather than an exhaustive list.

## Activities to build community cohesion and encourage integration

29. There are many ways to build community cohesion and encourage integration – with provision to learn English being one. Learning English is the cornerstone to aiding integration, enabling legitimate migrants to make a full and positive contribution to their new community. Better English amongst migrant communities can benefit the resident community in many ways: reducing interpretation costs; enabling school classes to be taught more effectively; and by getting people into work and contributing taxes. It means services deal more efficiently with people, freeing up time and capacity for all. So the Fund will not support translation costs

but will be open to proposals to support learning English amongst recent migrant communities.

30. The Fund might also support local projects that respond to local tensions between the established resident community and newer communities. This could be where local facilities are stretched and contested. An illustration might be where a new community increasingly uses available sports facilities, and this leads to tension with others who might feel pushed out. In this sort of case, the Fund might support youth-outreach work or even an extension to facilities where we can see recent migration has increased demand.
31. Tensions and service pressures can also sometimes result from a lack of understanding of the social norms and expectations of behaviour in Britain. Mainstream services can face costs where civic customs are not followed. Sometimes these problems are borne of an honest, short-term failure to grasp what are in fact new social conventions for the migrant. In other cases we might be talking about the need to enforce more fundamental expectations, for example the safety of women and children. Projects looking at communicating Britain's widely-accepted social and civic norms are examples of initiatives that could be supported through this Fund.

## Tackling the increase in rough sleeping by non-UK nationals

32. Incidences of rough sleeping amongst non-UK nationals are particularly acute in London, where the majority of rough sleepers are foreign nationals<sup>1</sup>. We are aware of similar pressures in other hotspots across the country, including Manchester, Derbyshire and Peterborough.
33. Many of these individuals are looking for, or are in, casual employment, or are participating in begging and petty crime. In both cases, the anti-social behaviour associated with their activity – including encampments – can impact on communities and places significant pressures on local authorities. The longer that these individuals spend sleeping rough, the more likely they are to develop complex needs (such as substance misuse) and find it difficult to find suitable accommodation or return home.
34. In London activity to address this has focussed on targeted enforcement operations where people are resistant to find accommodation or return home, with councils working with their local ICE teams and police to enforce removal. For the most vulnerable with complex needs, there is a reconnection service in place to facilitate a voluntary return to their home country and reconnect them with support services there.
35. The Fund will be open to proposals from local authorities to undertake similar activities to tackle rough sleeping by non-UK nationals, such as reconnection services or co-ordinating the response among multiple authorities in a region.

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<sup>1</sup> [DCLG, Rough Sleeping Statistics Autumn 2015 England, February 2016](#)



36. Where local authorities wish to use the Fund to take action against a rough sleeper who they know has no right to be in Britain, they will need to liaise with their local enforcement team prior to making a bid. Where appropriate, ICE teams will carry out enforcement activity in conjunction with local authorities' activities to tackle rough sleeping; combining the two elements of the fund to ensure the best overall approach is taken.
37. Further details of the ICE local leads can be found in Annex C. The rights of foreign nationals (including those from the European Economic Area), who are rough sleeping, are contained within Annex D.

## Tackling rogue landlords

38. Rogue landlords do not only exploit illegal migrants but also those here legally. The poor quality, overcrowded and dangerous accommodation let by rogue landlords can result in a ripple effect of wider problems in the local community such as; noise problems; sanitation issues for whole roads; greater fire risk; council tax and benefit fraud and anti-social behaviour such as street drinking.
39. Councils have existing powers to enforce standards and prevent overcrowding. Since 2011, the Government has made £12 million available to a range of local councils to tackle rogue landlords who exploit often vulnerable tenants and make their lives a misery, or who house illegal migrants. The funding provided has enabled councils to root out more 'beds in sheds'. This has resulted in over 70,000 properties inspected and over 5,000 landlords now facing further enforcement action, including prosecutions.
40. From 2017 councils will also have new powers through the Housing and Planning Act 2016 to tackle unscrupulous landlords who continue to exploit vulnerable people, including migrants. This includes access to a database of rogue landlords and property agents, banning orders for the most prolific and serious offenders, civil penalties of up to £30,000, extended Rent Repayment Orders and a more stringent 'fit and proper' person test for landlords applying for a licence. In addition the government is determined to crack down on landlords who deliberately overcrowd their properties with vulnerable people and illegal migrants by extending mandatory licensing for Houses in Multiple Occupation. Bids around these themes would also be considered.
41. The recent introduction of the [Right to Rent](#) legislation requires landlords to check that tenants have a legitimate right to be in the country or they may face a civil penalty. Where local authorities can show evidence of rogue landlords housing illegal migrants, Immigration Enforcement can step in and remove illegal migrants from properties, impose civil penalties, and will shortly have new powers to prosecute those landlords who persistently and knowingly let to illegal migrants.
42. The Fund will be available to councils to continue to tackle these problems, for example by building a stronger intelligence picture of where rogue landlords are operating. In cases where the action against rogue landlords would benefit from

support from Immigration Enforcement, local authorities will need to liaise with their local ICE team prior to making a bid. Further details of the Immigration Enforcement local leads can be found in Annex C.

## Other approaches

43. Proposals may be small and very locally focussed or on a larger scale across a sub-regional area or somewhere in between. For example, a council working with other councils and/or other partners may wish to get help in reshaping services to reduce the additional demand – for example by sharing services between councils, and with other public bodies to create extra capacity.
44. In other areas significant short term pressures may mean that some services will incur unplanned costs and might have implications for the service provided to the established community.
45. We would also encourage local authorities to consider how the local services part of the Fund may be used in conjunction with the enforcement element in order to use the available funds to best effect. This may be in relation to action against rogue landlords or non-UK rough sleepers as outlined above, or could be in an entirely different area such as building capacity to encourage voluntary departures.
46. We are open to discussing any clearly evidenced proposals that aim to mitigate the impacts of recent migration on the established population.

## Evidence and local intelligence

47. Detailed local data about recent migration, including how new communities interact with local services, may not always be available, reducing the ability to plan and respond effectively. Various enforcement agencies, including Immigration Enforcement and Trading Standards will also have their own data on rogue or exploitative behaviour. We will consider proposals that seek to develop a better local evidence base that helps to improve understanding of the impact of migration and/or identify targets for enforcement action and improve joint working.

## E. How to progress proposals for the local services element of the Fund

48. Local authorities are invited to put forward proposals for a share of the local services element of the Fund, which is worth £25million in each of the four years from 2016/17 to 2019/20. Proposals will be expected to be for new activity that mitigates evidenced, negative impacts of recent immigration on established resident communities. We expect well evidenced proposals that are in proportion to the overall size of this Fund.

49. Proposals will need to be led by a local authority, but may be in partnership with other local authorities, other public bodies, and/or the voluntary and community sector.
50. Proposals will also need to indicate how they will address the identified local service impacts and how they will achieve value for money. We expect success will be measured, in a way that is proportionate to the funding sought.
51. To allow the Fund to remain responsive to issues as they arise through the year, there is no set bid deadline. Proposals can be put forward at any time but will generally be considered alongside other bids on a regular basis unless the case is made for greater urgency. During the first 12 months, we will be looking to support a broad range of different types of projects to help develop understanding of the different pressures faced.
52. We encourage areas thinking of developing proposals to contact us at [migrationfund@communities.gsi.gov.uk](mailto:migrationfund@communities.gsi.gov.uk) to discuss their plans as early as possible.
53. A Proposal form and a checklist of criteria are available at Annexes A and B. Once we receive the proposal we will provide advice on any additional information that will be required before the proposal is considered for funding.

## F. Evaluating the impact of projects

54. We want to develop our understanding further as to how migration affects local services and communities, and cultivate a better understanding of local responses which work. The issues identified by local areas, the solutions proposed and the impact of projects and actions will inform this understanding. So we will expect some degree of evaluation of projects supported by the Fund.
55. We envisage a proportionate approach to evaluations. All proposals, including smaller projects will be asked to define the problem locally, using the best data available and set out what success would look like in each particular case. We recognise however that evaluations can present costs and take officer time. We are therefore prepared to cover prudent data-gathering/evaluation cost estimations as part of any bid to ensure any successful bid is effectively evaluated. Bigger, more costly proposals would require more developed evaluation plans. Officials in DCLG will be happy to discuss evaluation proposals in advance.
56. We anticipate a wide range of proposals, so do not intend to be overly prescriptive as to the nature of evaluations. For some projects, such as rogue landlord activity, success measures are relatively clear. In other instances, for example where areas are looking to replenish services affected by migration elsewhere, proposals will need to demonstrate how the project brings extra capacity or value to the established resident community and potentially how it prevents future service problems occurring.

57. Exceptionally, we may be able to agree projects which are largely or wholly directed at establishing the scale of migratory impact on services/communities especially where such work is intended to deliver subsequent follow-up action (with or without regard to Fund) and/or if they are likely to offer lessons for local or central Government.

### **Very localised proposals**

58. We recognise that sometimes migration impacts can be very localised. For that reason we will not restrict proposals to areas with relatively higher migration volumes. We will however keep in mind those areas particularly affected by different types of migration – and take that into consideration when assessing bids.

## **G. Review**

59. We recognise that this Fund is new territory. To ensure the Fund is working as effectively as possible we will review towards the end of the 12 months of operating and make changes as necessary in year 2.