



# Inclusive Cities COVID-19 Research and Policy Briefings

## Access to information

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## Introduction

Inclusive Cities is a knowledge exchange programme working with 12 UK cities on their approach to integration and inclusion at the local level, led by the Global Exchange in Migration and Diversity at the University of Oxford.

As part of its response to COVID-19 and following consultation with the participating cities, the programme has developed a series of research and policy briefings illuminating some of the main challenges for local areas as part of their response to the COVID-19 epidemic and the link to inclusion and integration.

The work builds on [the Inclusive Cities Framework](#), which sets out a roadmap for local authorities in their planning on integration and inclusion.

This briefing looks at the implications of access to information on the inclusion and integration of newcomers and longer-standing communities, particularly in the context of COVID-19.

This policy and research briefing sets out:

- A recap of the existing research base on access to information and its links to migrants, inclusion and COVID-19
- Examples of local-level efforts to improve issues around access to information during the COVID-19 crisis
- Policy implications which may help to shape future activities in this area

Please note that this briefing on issues relating to access to information is not intended to provide detailed guidance for either local authorities or individuals.

## COVID-19 and Access to Information: research and policy base

### *What do we mean by access to information?*

In this briefing, the term 'access to information' covers the following (interconnected and often overlapping) areas in relation to the integration and inclusion of newcomers and longer-standing communities:

- **Translation and ESOL provision** – translation of information into languages other than English, including translators at points of access of services, and English as a Second Language (ESOL) courses.
- **Digital exclusion, inclusion and the 'digital divide'** – access to a digital device and Wi-Fi/internet, as well as digital skills.
- **Access to advice and advocacy** – typically, access to legal services concerning the UK's immigration system and laws and rights concerning housing, employment, benefits and health care.
- **Public communications** – clarity, accuracy, penetration and perceived trustworthiness of government messaging and guidance.

While these areas do not encompass all issues around access to information and inclusion, they typically fall within the remit of local authorities and are particularly salient because of COVID-19.

This is not an area of strong statutory frameworks. The situation differs across the UK due to devolution and the nature of access to information as an issue that cuts across a range of government departments with differing capacities and remits. It is not always clear which department or level of government is responsible for what. Funding for activities in this area are patchy. Where legal provisions and responsibilities are defined, they rarely include migrant communities specifically.

### ***How does access to information affect inclusion and integration?***

Inequalities in access to information pose outsized risks to some migrant groups and longer-standing communities, which in many instances bears on their integration outcomes and on social cohesion more broadly.

The Inclusive Cities framework sets out a number of core thematic areas in which local authorities should act to develop their work on integration and inclusion. Access to information is a cross cutting policy issue that affects a number of these areas but particularly links to:

- *Mainstreaming and building inclusive public services throughout the city*
  - a. Developing and implementing a targeted action plan to mainstream inclusion throughout the city – both the local authority and its partners
  - b. **Developing services, which are inclusive by default, working to provide equitable access to services for all newcomers** wherever this is within the capacity of the local authority
  - c. **Where data identifies gaps in outcomes for newcomers, providing targeted support aimed at addressing these gaps**
  - d. Providing day one **civic orientation to help all newcomers familiarise themselves with the city**

The Framework sets out what good would look like in this area:

**“The city has a plan in place to make its services inclusive by default, making them open and accessible to newcomers** where this is in the power of local services.”

- *Leading in the development of a shared local story of inclusion*  
Taking a leading role in building a shared local story of inclusion through the proactive **development of strategic communications which promote a culture of inclusion across the city** and which bind inclusion into the shared communal story of the unique strengths of the city.

The Framework sets out what good would look like in this area:

**“The city provides the local leadership to work across the city to embed inclusion and welcoming into its identity. This message runs as a golden thread throughout its communications and its service delivery** where the city proactively develops the idea of the

city as an inclusive place, one which supports longer standing communities and welcomes newcomers.”

Research demonstrates that most integration happens at the local level and so it is crucial that local government provides the impetus and leadership to affect change. While policy issues at the national level affect upon the capacity of local government to be effective, there are a number of strategies, many of which are being undertaken by local authorities, to improve access to information with an eye to boost inclusion and address unequal outcomes among different communities. COVID-19 has raised the stakes of mainstreaming access to information and communicating clearly with newcomer and longer-standing communities whilst simultaneously increasing the pressures on local authorities to do so.

### ***Potential increased risks to migrants and inclusion due to access to information issues and COVID-19***

#### **Translation and ESOL provision**

A majority (89%) of the foreign-born adults in the UK in 2011 reported speaking English well or very well, with most (51%) speaking English as their main language and 11% reporting limited English language skills (Fernández-Reino, 2019a). However, English language skills are thought to vary considerably by migrants’ country of origin and time spent in the UK. Newcomers are typically less likely to have a strong command of the language compared to those who have been in the UK for longer. While a quarter of migrants from MENA and Central Asian countries reported experiencing difficulties speaking English as an additional language in 2018, only 4% of migrants from EU-14 countries said the same. Overall, research suggests that good command of the English language leads to better social- and economic outcomes (ONS, 2015; Fernández-Reino, 2019b). For example, in 2018, 10% of the foreign-born population reported experiencing problems in work or education as a result of their limited English language skills, compared to 0.03% of the total population. English language skills enable migrants to navigate public services, secure employment and participate in society more generally. At home, use of the language with their children is thought to improve public attitudes towards migrants and integration (Sobolewska et al., 2017).

People with poor English language skills and unable to access health information in their own language are at risk of not understanding or receiving public health messaging and healthcare advice related to COVID19, which increases their risk of contracting COVID-19 (Migration Exchange, 2020).

Although translation practices carried out across the UK must adhere to the 2010 Equalities Act, they vary considerably depending on the UK nation or local authority. In 2013, MHCLG recommended that local authorities “stop translating documents into foreign languages: only publish documents in English. Translation undermines community cohesion by encouraging segregation” (MHCLG, 2013). Although burdened by shrinking budgets, local authorities are increasingly attuned to the role translated resources play in making their city ‘welcoming’, for example in civic orientation materials, as well as the downstream costs of failed integration. While there are government statements underpinning the importance (HM Government, 2020a and 2020b) and even obligation (Scottish Government, 2004) of ensuring equitable access to information for all residents, translation is still most often a local endeavour (Iredale, 2014). Translation presents serious challenges – which may have deterred the government from fully engaging – especially during a public health crisis: e.g., the fast pace of change in the guidance, the difficulty of quality assurance and the need to work in multiple languages and markets. Indeed, during the COVID-19 crisis, the UK government’s public health guidance has often been available in English only and, as it has evolved, grown by the government’s own admission more ‘nuanced’ and changeable, meaning that messages are increasingly difficult to understand (HM Government, 2020a and 2020b). This has led local areas to tackle these challenges independently in order to fill the gaps (see part 2 of this briefing for examples).

Due to difficulties accessing public health information in their own language, some local authorities have explained to researchers at the Global Exchange that some migrant groups have deferred to public health advice from their countries of origin, which is different to that of the UK and so risks the spread of misinformation. Lack of compliance with public health advice poses threats to their health as well as public health more broadly. Additionally, the public perception that migrants are disproportionately causing or spreading COVID-19 can worsen community relations and even trigger xenophobic attacks (Telling, 2020).

ESOL provision plays a major role in boosting the English language skills of learners, enabling them to carry out everyday tasks, take up specific activities and participate in society more broadly (Simpson and Whiteside, 2012). The suspension of ESOL courses as a result of the COVID-19 crisis – which comes after recent devolution of ESOL provision to the English regions and a decade of funding cuts – may have impacts beyond the deprivation of language acquisition and related effects: community based ESOL courses are also thought to promote personal and professional networks by facilitating community contact (SQW, 2016; MHCLG, 2018). Furthermore, some migrant families are thought to rely more on networks of acquaintances during family emergencies and, to a lesser degree, day-to-day living than the UK-born population (Bojarczuk and Mühlau, 2018). These networks are often built up around ESOL hubs and community centres. For these types of social benefits, which have long-term integration implications, online ESOL classes will be hard pressed to serve as an even substitute. Echoing the research (e.g., Simpson and Whiteside, 2012; Court, 2017), stakeholders in the UK, such as the Bell Foundation, have made the case for ESOL provision which is responsive to the different motivations of ESOL learners – be they educational, social or for employment. COVID-19 has highlighted the importance of orientating ESOL provision around integration concerns, which are broader than learning English language skills.

ESOL courses are also integral to the integration processes of the children of ESOL learners, who experience improved educational outcomes as ESOL provision enables and encourages parents to engage more in their children's education (SQM, 2018; NFER, 2020).

Although they are sometimes considered in isolation from one another, it may be worth bearing in mind that translation and ESOL provision are self-reinforcing initiatives. Translated materials can help to foster a sense of welcoming and signpost ESOL provision and other opportunities; ESOL provision can be used to spread public messaging in languages other than English. Both should be geared towards the intentions and motivations of their specific audiences to ensure impact and experts from these two traditionally separate policy domains would do well to cooperate.

England has yet to develop a nation-wide ESOL strategy, whereas Scotland and Wales have and Northern Ireland's is in the development phase.



## Digital inclusion and exclusion

There are reasons other than socialisation that explain why online service provision – i.e., ESOL courses and translated materials – may be of limited value for intended beneficiaries and their inclusion. Ethnic minorities and those who speak English as a second language are more likely than the general population to experience digital exclusion (ONS, 2019). This appears to be especially true for older, poorer migrants (Gill and Bialski, 2011; Goodall et al. 2010), as well as those who have been in the UK for a short period or have poor English language skills (Fernández-Reino, 2019b). New migrants are more likely than the UK born to ‘tick a number of boxes’ that increase their chances of digital exclusion, creating a multiplier effect – e.g., lower income, precarious employment and low or unrecognised educational qualifications – which often affect all members of the household. The digital barriers that emerge are typically a lack of access to digital devices, the internet, digital skills and digital confidence. Acknowledging and adjusting to these dynamics when considering online ESOL provision and translation should be the norm, although in the context of COVID-19, it is particularly challenging.

Remote education is likely to pose greater problems for the children of migrants than the children of UK-born residents, due to the higher probability of migrant households experiencing digital exclusion (NFER, 2020). This is due in part to the shift to parent-led learning during COVID-19 – as discussed above, parents whose first language is not English are expected to face greater difficulties engaging in their children’s learning as well as their own, leading to poorer outcomes. It is thought that COVID-19 will exacerbate this.

For longer-term integration, disadvantages in early education are a serious matter. As with ESOL, schools are important facilitators of community contact between families of newcomers and longer-standing residents. The ‘social mixing’ of children from households with migration and non-migration backgrounds has been shown to decrease tensions between adults and improve attitudes towards migration and integration (Gang et al. 2002). Interactions between families of different backgrounds has been shown to increase opportunities and reduce inequalities and vulnerabilities among its members by, for example, insulating them from violence (Gorman-Smith et al. 2004), fostering success in business (Marger, 2001), promoting social participation and voluntarism at the local level in early and later life (Roberts and Devine 2004). As these interactions move online, it is important to make sure migrants and their children are not left



behind due to the digital divide and that online offerings are designed to facilitate meaningful interactions between members of different backgrounds and communities so far as is possible.

The closure of libraries and other 'free-Wi-Fi' spots due to COVID-19 is yet another issue that has affected access to information, in particular for low-income and destitute migrants. Asylum-seekers, refugees and the undocumented have been identified as especially at-risk groups (Finlay et al., 2020).

At the same time, online access to information, guidance and service provision can be hugely beneficial for many residents, such as the elderly, those with disabilities, who work jobs with irregular hours or who live in less connected areas (Cebr, 2018). To leverage this potential, however, policy makers, service providers and other actors should bear in mind that many of the population groups who stand to benefit most from digital access are also more likely than the overall population to be digitally excluded. COVID-19 has magnified the likelihood and impact of this exclusion.

### **Access to advice and advocacy**

Migrants in the UK are not only more likely to be digitally excluded than their UK-born counterparts; disproportionately, migrants and minority ethnic groups face barriers in a range of public arenas, such as in the housing and labour markets (Gulliver, 2017; Quillian et al., 2019). Some of these practices are codified and perpetuate what many refer to as structural or institutional racism (McKee et al., 2020). A prime example of this is Right to Rent, introduced in England and Wales in 2016, which is considered "one of the most prominent contemporary mechanisms of housing exclusion in the UK context" (Ibid.: 2). Although the High Court found it to be "racially discriminatory" and in breach of the Human Rights Act, upon appeal it was declared "justified as a proportionate means of achieving its legitimate objective" (EWHC, 2019; EWCA, 2020: 48). This is despite its making it "harder for black people, ethnic minorities and migrants to rent a home than it is for white British people" (JCWI, 2020a).

Legal frameworks have been put in place to prevent discrimination. In practice, however, migrants are often unable to exercise their rights under these frameworks due to a lack of knowledge (e.g.,

poor English language, lack of familiarity with and complexity of UK customs and law) or resources (those who are discriminated against are also more likely to have lower incomes, which may preclude hiring legal representation). Taken together, it is hardly surprising that informal housing and employment during the early years of living in the UK are more common among migrants with poor language skills (Aggarwal et al., 2016; Katungi et al., 2006). Informality often goes hand-in-hand with exploitation, providing fewer opportunities for integration and inclusion in broader society (Kesici, 2020; McDonald, 2018). At the same time, informal practices have also been found to help newcomers situate themselves and even promote occupational and social mobility (Lowe and Iskander, 2016). While the dynamics here are complex, it is likely that COVID-19 has shifted the balance of power in favour of 'unscrupulous' landlords and employers, while increasing the dangers for those who live or work in unregulated environments. The Labour behind the Label report (2020) documents Leicester garment workers' reports of "furlough fraud, low wages, modern slavery, illegal opening of factories during lockdown and illegal denial of wages and benefits" (13). Access to advice and support in these areas plays an important role in keeping such practices in check (Shelter, 2011).

Research conducted by Hutton and Harris (2020) found that local authorities were often under-resourced or unable to effectively respond to queries from residents for legal advice, especially for complex cases. Access to legal advice has become increasingly difficult for migrants since 2012 and has become further complicated – and ever more essential – under COVID-19 (Hutton and Harris, 2020). The [Civil Legal Aid \(Remuneration\) \(Amendment\) \(Coronavirus\) Regulations 2020](#), which came into effect on 7 June, proposes a new fee structure for asylum and immigration legal aid work, which will further limit access to legal advice and representation – again, especially for the most complex immigration cases (McKinney, 2020a). Hutton and Harris call for local councils to consider referral partnerships with specialist legal experts and organisations, which would enable councils to 'fast-track' residents in need of support to a relevant specialist. The researchers envisage benefits to all parties involved. The clients (i.e., migrants) would:

- Access immigration advice through a trusted organisation more easily;
- Be more likely to open up to a specialist advisor as they are recommended and supported by a trusted frontline organisation (i.e., local council);
- Gain positive outcomes due to receiving timely specialist advice (Ibid.: 81-83).

COVID-19 has exacerbated the need for timely and accessible advice in several areas. Private renters with poor English language skills are often unaware of or unable to exercise their rights as tenants on their own (Isaken, 2017; Lukes and Lister, 2020). Foreign-born UK residents, who are more likely to have poor English language skills, are also more likely housing than the UK-born population to be private renters (by 3 times in 2018), spend a higher share of their income on rent and live in overcrowded accommodation (Vargas-Silva and Fernández-Reino, 2019). They frequently live in low-standard properties (Perry, 2012). In the context of COVID-19, this is especially problematic as poorly maintained and crowded accommodation “can increase the risk of worse respiratory health and thus worse clinical outcomes if COVID-19 is contracted” (Migration Exchange, 2020). It also hampers longer-term integration into communities through worse health, economic and social outcomes (Perry, 2008). Longer-standing communities have outcomes, which are more in line with UK-born residents and, all else equal, are less likely to be affected than newcomers (Vargas-Silva and Fernández-Reino, 2019).

Newcomers from EU-2, EU-8 and EU Other (Croatia, Malta and Cyprus) countries appear to be at particularly high risk of failing to secure settled status. This is due to their relatively high levels of speaking ESOL and speaking ‘ESOL with difficulty’ at home in comparison to migrants from EU-14 countries (Fernández-Reino, 2019a), in combination with their high likelihood of informal employment and work (Sumption and Kone, 2018). The deadline to apply to the scheme has not been changed in light of COVID-19, although outreach to communities of high risk of not applying has been scaled back or postponed altogether (Desira, 2020).

Research shows that “individual characteristics such as low qualifications, being socially isolated, and being a migrant (particularly recent arrivals and those with low English language skills) have also been found to be associated with lower take-up of income-related benefits” (Dubois and Ludwinek, 2014 in Sumption and Kone, 2018). The Job Retention scheme benefitted 9.3 million workers – nearly one-third of the British workforce – as of 28 June, according to Treasury figures (HMRC, 2020). While most working migrants (even those with NRPf status) were eligible to be furloughed under the scheme, unclear guidance and the absence of migrant-relevant legislation around it (e.g., how a reduction in salary might affect the minimum salary requirements when

looking to apply for or extend work and family visas) are thought to limit migrants' participation in it.

Advice from immigration lawyers for concerned migrants has been for them to consult with a UK immigration solicitor, typically for a fee (e.g., Cross Border Legal Solicitors, 2020). This may not be feasible in light of increased precariousness of employment under COVID-19. Certainly, many legal aid and advice groups working on employment and housing as well as immigration issues are operating with limited capacity, over the phone or online. Conversations with stakeholders in Scotland revealed that some migrants receiving cashless support (in hotel accommodation) have not had any telephone access during COVID-19 and therefore have been unable to contact lawyers or aid groups for advice or support. The transition to remote advice services has the potential to address long-standing issues around access to and distribution of services in the UK, including, "advice deserts, where there are no legal aid providers at all, but also advice droughts, where there appears to be a supply but clients cannot access advice or representation" (Wilding, 2019: 1). However, it also underscores the responsibility of national and local governments to identify and assist those who, for whatever reason, are unable to take advantage of these remote services – especially at a time of crisis.

The above-mentioned characteristics, including poverty, isolation, precarious legal status and specific structural, cultural and individual experiences, place some newcomers and longer-standing residents at a higher risk of a) becoming victims of domestic abuse and b) not seeking help (Graca, 2017). Many of these interrelated factors are likely to have been intensified under the household lockdown measures and socio-economic impacts of COVID-19. While the UK government has developed online guidance and support for victims of domestic abuse under COVID-19, including links to translated materials, a lingering distrust (e.g., fear of deportation) is thought to act as a barrier to access (Lynch and Guild, 2020). Digital exclusion is another factor. Trustworthy, accessible support services geared towards migrant victims of abuse are needed alongside legal provisions to ensure access.

Research conducted by the New Local Government Network has shown how mutual aid groups have played a crucial role in ensuring isolated groups have been able to access information, including through facilitation of socially-distanced community contact, throughout the COVID-19

pandemic (Tiratelli and Kaye, 2020). In many cases, “in the early days of lockdown, neither councils nor the conventional voluntary sector was agile enough to get the right help to the right people straight away. Only the community could respond with the flexibility and immediacy required, and this informal effort has proved to be vital” (Ibid.: 28-29). This research highlights the ability of mutual aid groups to quickly and effectively shift their approach to service provision, *especially when supported but not micro-managed by local councils*.

### **Communications and messaging**

Clear, consistent, trustworthy and inclusive messaging around public policies, services and citizens’ rights is important to nurture a welcoming city narrative as well as provide services that take account of migrants and facilitate short- and longer-term integration processes (Broadhead, 2018; Inclusive Cities, 2019). This becomes particularly relevant when communicating to those who speak English as an additional language or face digital exclusion, and therefore may have difficulty accessing or interpreting official guidance, including around exercising their rights. Information about how to access government and local authority support (e.g., provision of food, housing, health care, benefits and employment opportunities) are not always translated into languages other than English or disseminated to those who are digitally excluded (Stone, 2020).

It is not enough to circulate translated printed materials. IPPR’s *Communities up Close*, a report on neighbourhood change and migration in Yorkshire and Humber, found that organisations would do well to consider residents’ relationship to the medium before designing their communications plan; for example, information printed on leaflets was considered suspect and quickly discarded (Mort and Morris, 2020). The report also found clear and consistent messaging, use of photos, universal (graphic) design and the framing of messages as a ‘conversation starter’ rather than an already staked-out position increased the perceived trustworthiness of the message. Familiarity with and trust in the messenger is indeed linked to the perceived authenticity of the message, which helps to ensure the message resonates with its intended audience – friends, family and fellow community members are typically the ‘best’ messengers (Katwala et al. 2014; Ballinger et al. 2019; Allen et al. 2018). These insights from research may be particularly relevant as rates of fraud and similar scams – oftentimes framed in relation to COVID-19 advice and relief – have risen as the crisis has unfolded (The Charity Commission, 2020; Experian, 2020).

The UK government's messaging on key policies affecting migrants has faced criticism in its own right prior to and during the COVID-19 crisis. The Immigration Rules themselves (McKinney, 2020b) and information provided directly by Home Office staff to UK residents within the context of the Windrush scandal (Williams, 2020: 57, 100) have been characterised as 'confusing', 'conflicting' and 'hostile'. Although the UK government has set out a framework of communications standards (HM Government, 2019), it is clear that much falls to local authorities and other actors to set out their own practices and build – in many cases rebuild – credibility and trust (LGA, 2017). Research outlining the impacts of COVID-19 on BAME communities in England stresses the need to ensure guidance is targeted and 'culturally competent' (PHE, 2020).

Meanwhile, research into the effects of social mixing and bridging suggests that lockdown and social distancing measures have the potential to damage trust between communities and worsen public attitudes towards minority ethnic communities, again underscoring the need for, and challenges around, inclusive messaging during COVID-19 (Tolsma et al., 2009; McKenna et al., 2018). A forthcoming briefing in this series will focus on social mixing and community contact.

Gaps in the outreach connected to the EU Settlement Scheme (EUSS) are a case in point. There were fears prior to COVID-19 of uneven uptake of the EUSS among the eligible population because certain groups "do not know about it, do not realise it applies to them, or do not realise that it is mandatory" (Home Affairs Committee, 2020: 75). Those who are most likely to miss or misinterpret poorly communicated guidance, and miss out on the scheme, include (but are not limited to):

- The children of EU citizens in the UK;
- Elderly EU citizens who have lived in the UK for a long time;
- EU citizens born in the UK but not registered as British citizens;
- Elderly EU citizens who are long-term residents in the UK;
- Those with limited literacy or fluency in English;
- Isolated individuals or groups with fewer social links
- Those who choose not to apply because they fear rejection (e.g., those with minor or spent criminal convictions, those who have been homeless at some point in their time in the UK and those involved in cash-in-hand work) (paraphrased and abridged from Ibid.)

Targeted outreach to these groups during the COVID-19 crisis has been broadly suspended, raising the likelihood of these at-risk groups being left behind. Furthermore, many EU citizens struggling with living costs in the face of COVID-19 may not be eligible for housing assistance or benefits such as Universal Credit, because those who have not yet secured 'settled status' will need to prove an alternative 'right to reside' as part of the Habitual Residence Test for accessing such benefits and support (Sumption and Kone, 2018). Precarious and undocumented migration status is a strong barrier to integration, limiting access to employment, education, social services and health care (National Academies of Sciences, Engineering, and Medicine, 2015).

Similar gaps in communicating changes in policy and service delivery to migrants are noted in relation to access to food, employment opportunities, benefits and health care (Stone, 2020). In the case of health care, research has found that unclear messaging to both the public and NHS workers has resulted in migrants avoiding health care and NHS staff being unsure of who they should charge for treatment (JCWI, 2020b). This stems from a legacy of distrust emanating from the hostile environment and data sharing agreements between the NHS and the Home Office (Hildebrand, 2020; Williams et al., 2020). Another result of this deterrence is the pronounced lack of information about how migrants are experiencing health care and are being impacted by COVID-19 – especially at the local level – which makes it difficult for officials to ensure that services take into account the particular vulnerabilities and needs of migrants (Williams et al., 2020; Rubix Life Sciences, 2020; Delvino, 2019).

## **COVID-19 and Access to Information: local-level responses**

Access to information for migrants, whilst largely overlooked by central government, has major implications for integration and inclusion processes in the short- and long-term. It is therefore of little surprise that this issue has been taken up primarily by local government, volunteer organisations and NGOs – those who experience first-hand the effects of immigration and integration. Access to information cuts across several policy and programming areas, which means that responsibility does not necessarily fall to any one department or branch of local government and interventions generally cut across the different areas discussed in this briefing (i.e., translation and ESOL, digital exclusion, etc.). Taken together with the decentralisation of these efforts and the added pressures of COVID-19, a variety of approaches to meet the



challenges around access to information have emerged across the UK. This section outlines some of these practices, with a focus on activities taking place in Inclusive Cities' 12 participating cities.

### **Translation and ESOL provision**

Migrants with poor English language skills are more likely to be excluded from important public health messaging which put them and the broader community at risk. Many local councils and stakeholders have therefore developed guidance or enabled access to existing guidance in languages other than English:

- [Brighton and Hove City Council](#) and [Peterborough City Council](#) have published information about where and how residents can access COVID-19 support in a variety of languages and formats (e.g., print, video, telephone interpretation, SignLive).
- [The Greater London Authority](#) (GLA) has set up a hub linking out to a range of translated resources and translation/interpretation services, and provided £45,000 of funding to sustain Doctors of the World's rapid translations of information and improve the accessibility of their resources including motion-graphics. The GLA has written a letter with Doctors of the World inviting signatories from across local government and civil society calling on the government to provide accessible, up-to-date COVID-19 guidance in languages that "reflect England's multilingual communities". The letter secured significant press coverage, including the front page of the BBC.
- [Leeds City Council](#) has published video guidance on YouTube on a variety of public health issues in relation to COVID-19 in Arabic, Bengali, Czech, Farsi, Hindi, Kurdish Sorani, Mandarin, Polish, Romanian, Slovak Punjabi, Swahili, Tigrinya and Urdu.
- [The Migrant Information Hub](#) brings together information – often translated – on a range of COVID-19 related services for migrants in Yorkshire and Humber (Migrant Information Hub, 2020). One example is, "Modern slavery and COVID-19: What to look out for and how to get help – translated in to 11 languages", which was produced and shared by Kirklees Council.
- [Women's aid](#) has translated resources for victims and survivors of domestic abuse, sexual violence and other forms of gender based violence and their friends, family, neighbours and community.

- [Translators without Borders](#) has published a glossary of COVID-19 terms into 33 languages. The thought is that it will assist practitioners in providing services and advice during the COVID-19 crisis (see below section on advice).

ESOL provision is considered a key component of the social and economic integration of migrants (SWQ, 2019). However, since 2010, funding for ESOL has been reduced and participation has fallen. Meanwhile, COVID-19 has introduced additional challenges to ESOL provision, primarily due to health risks and related restrictions of lockdown, social distancing, as well as the difficulties of engaging remotely with ESOL learners. Indeed, members of this group are more likely to be digitally excluded (see below for more detail) and have characteristics that place them in a higher risk category than the general UK population (ONS, 2019; NHS Digital, 2019). Nonetheless, local government and the volunteer sector across the UK have begun to move ESOL courses online and provide resources for continuing with ESOL despite COVID-19.

- [Reach+](#) is a pan-Wales programme, which includes the assessment and referral for ESOL learners and holistic support for refugees with a target of supporting 520 refugees with integration activities by December 2020. Since the COVID-19 crisis, Reach+ has: moved more of its services online; provided beneficiaries with internet access and digital devices for learning; and reported over 80% engagement with refugee beneficiaries accessing support with ESOL, employability, health and well-being and COVID-19 related issues. As of the end of August 2020, Cardiff was supporting 140 refugees with a range of learning materials and resources, such as online lessons; career coaches and ESOL assessors are in regular contact with these beneficiaries, checking in on progress and supporting learning. Reach+ operates through a network of partner organisations who provide additional, complimentary support and is facilitated through local steering groups.
- [London](#) has created a page of resources for learning English online, including how to use video conferencing software.
- [The British Council's ESOL Nexus](#) provides multi-media English language lessons on reading, writing, listening, pronunciation and numeracy, as well as on life in the UK and English for work.
- [The Bell Foundation](#) has "created a short, easy to understand guide for parents of students who use English as an Additional Language. The leaflet is available in the 17 most

commonly used first languages in UK schools and is designed to help parents to get involved in school life and to help their child to learn”.

- Glasgow City Council has:
  - Partnered with the Glasgow Times to produce a series of articles focussed on home learning activities that can be done without internet access, including three articles targeting EAL families in particular (e.g., [‘How to teach your child...’](#)). The core message of these articles is that EAL parents should feel comfortable doing learning activities in any language. This provides important nuance to the above-mentioned research findings that adult ESOL learners have higher levels of engagement in their children’s education. Programmes to encourage parents’ participation in their children’s’ home learning in any language may capture much of this ‘ESOL course effect’. Considering the difficulty of ESOL provision during COVID-19, this may prove to be a helpful stopgap at the very least.
  - Developed [an index of resources](#) to help EAL children, children new to English and their parents to develop English language skills at home, including ideas for offline activities.
  - Provided asylum-seeker families, some of whom were newly arrived and had not yet enrolled their children in school, with resources and stationary. These initiatives were carried out in partnership with Mears and with the help of community-raised funds. The council and Mears also worked together to produce [a short guide to wellbeing during lockdown](#) translated into a number of languages.
  - Identified and started meeting with isolated families in safe, socially distanced spaces, such as school playgrounds, to do play activities with the children and pass on information and food parcels.

### **Digital exclusion and inclusion**

While digital access holds the potential to raise up many underserved residents across the UK, it simultaneously risks exacerbating existing inequalities (Cebr, 2018). Digital access is not evenly distributed demographically or geographically across the UK. Councils have been working to bridge this divide prior to and in response to COVID-19, which affects non-English speakers, those with minority backgrounds, and newer non-EEA migrants (among others) more than the overall UK population (ONS, 2019). The digital divide is least prevalent in London (7% non-internet

users), while Northern Ireland (14.2%) and the North East of England (12.1%) have the highest shares of non-internet users. Taken together, this puts public health messaging, employment and adult and childhood education at risk, especially in areas with high levels of deprivation during COVID-19 (Social Metrics Commission, 2020; Stone et al., 2020). Across the UK, council departments leading on such efforts (e.g., education, social care, equality and diversity, community) and other local stakeholders have stepped forward to bridge this gap, despite noted challenges (Ferguson, 2020).

- Bristol City Council has launched a programme, which provides a digital device and Wi-Fi-enabled SIM card to all learners who request one. Enrolling in the programme is easy – simply answer the question, “Do you need a digital device and/or Wi-Fi?”
- [The Power to Connect programme](#), led by the Wandsworth council and the Battersea Power Station, has brought local partners together to “raise awareness of the issues around digital exclusion and to support local families across Wandsworth and patients from St George’s NHS Hospital in Tooting, who are struggling to stay connected during the COVID-19 outbreak”. The programme brings together volunteers and donations to collect and distribute digital devices and provide emergency data top-ups for local families (especially those with school aged children) and NHS patients.
- A number of local authorities have integrated digital inclusion into their city-wide digital strategies, including [Glasgow](#), [Leeds](#), [Salford](#) and [Stockport](#). Glasgow’s efforts stress the link between clear communication, digital inclusion and access to essential government services: “We will deliver a targeted Digital Inclusion programme that ensures that everybody who needs access to Universal Credit has the necessary digital skills to apply” (Glasgow Digital, 2018).
- The Mayor of London has released £9m from the Adult Education Budget to launch [the Skills for Londoners COVID-19 Response Fund](#). The intention of the fund is to furnish adult education providers across London with the resources needed to meet the remote and non-classroom based learning needs of London’s adult learners and communities during the COVID-19 crisis, such as enhancing online provision. The aim is to reach out to adult learners at risk of digital exclusion to:
  - ‘Develop [their] skills to access new employment opportunities
  - Gain confidence in digital skills as we move to more online working and learning
  - Support the wider social and economic outcomes of participation in learning’.

- The Good Things Foundation has founded an [Online Centres Network](#), which offers free walk-in support in a range of educational and social areas, including building digital and English language skills, booking GP appointments, finding accommodation or applying for benefits online. During COVID-19, [remote online learning resources have been extended](#) – again, free of charge.

### **Access to advice and advocacy**

Many of the UK's residents who are oftentimes excluded from the social safety net (e.g., those with a migration background/NRPF) are also at a higher than average risk of experiencing negative health, economic and social impacts of the COVID-19 crisis (see above for more detail). Although government policies to mitigate some of the effects of COVID-19, such as the job retention scheme, the ban on evictions and notice periods, and free COVID-19 testing and treatment, were in theory open to these residents, their uptake was generally lower than their native-born counterparts (Hutton and Harris, 2020). Meanwhile, unprecedented changes to international travel and UKVI processing capacity, coupled with changeable messaging (and a lack of legal provisions) from the Home Office, made life difficult for those navigating the immigration system. Councils, local organisations and mutual aid groups have been vital in facilitating access to these schemes and advocacy around UK residents' rights during the COVID-19 crisis, including:

- [Our Liverpool](#), a multi-stakeholder initiative led by the Liverpool City Council, assists vulnerable migrants, people seeking asylum and refugees to get the support to which they are entitled, live independent and healthy lives and contribute their skills to Liverpool society. The project is multi-faceted, but includes [step-by-step guidance](#) for migrants on how to connect with a solicitor.
- [Cambridgeshire and Peterborough's](#) Safeguarding Adults Board and Safeguarding Children Board has produced guidance and e-learning for practitioners on how to identify and deal with potential threats to the well-being of vulnerable groups in the community.
- [JustRight Scotland](#) provides free legal information, advice and representation in the areas of immigration and asylum law (including EUSS applications), migrant destitution, anti-trafficking and exploitation.
- [Project 17](#) provides advice, advocacy and support for individuals with the aim of ending destitution among migrant children in England and Wales – e.g., information on how to

access section 17 support and free school meals, as well as how to petition local authorities. It also offers a telephone advice line and training for advisers.

- [Translators without Borders](#) has published a glossary of COVID-19 terms into 33 languages. The thought is that this glossary will allow practitioners providing services and advice during the COVID-19 crisis to adapt their practices to the latest advice (see above section on translation).
- [Rights of Women](#) operates a telephone advice line providing free and confidential legal advice to women in the areas of family law, criminal law, immigration and asylum law, and sexual harassment at work.
- [Scottish Women's Rights Centre](#) operates a telephone advice line, an online advice service and remote legal surgeries for women who have survived gender-based violence in the areas of family law, immigration and asylum law and sexual harassment at work in Scotland.
- [Law Centre NI](#) delivers free legal advice, casework and representation in employment law, immigration and asylum law and social security law.

## **Communications**

Communications and messaging are at the heart of concerns around access to information and, during the COVID-19 crisis, have rightly become an even greater priority for councils and other local actors. Maintaining a consistent, comprehensible message for a variety of audiences is key to public health and inclusion in the short-term. It also has longer-term implications for inclusion. How local areas react to and recover from COVID-19 will shape how residents view the city and relate to it and its spaces moving forward. Where possible, messaging should consider these longer-term impacts by speaking to the core values of the city and the role of the council in place shaping (which will be discussed in detail in a forthcoming briefing concerning 'new narratives'). Although data on vulnerable groups are often unavailable – especially at the local authority or community level – policy makers concerned that they may not be reaching at risk households should consider engaging with local actors who have insights and lived experience. The use of 'proxy data' (e.g., A&E visits, types of housing, age profiles, etc.) to map geographical areas and communities of high risk is another approach. Examples of practice in the area of communications include:

- [Birmingham City Council](#)'s development of a city-wide communication and engagement plan, which underlines the value councils can add to response and recovery by ensuring essential information is consistent, easy to locate and understandable. It focuses on developing insights into the issues based by vulnerable groups due to COVID-19 and, through partnership with PHE and other local organisations, audience-specific communication methods.
- At the beginning of lockdown, [Belfast City Council](#) identified several communities as requiring specialised intervention and targeted communication and engagement strategies, including the Roma community in Belfast. Considering known difficulties that some of its community members have with communicating proficiently in English, the council contracted a Romanian interpreter trusted within the community to develop a bilingual Roma-specific COVID-19 helpline and outreach campaign. It appears that these initiatives have connected members of the community to foodbanks, housing, health and advice services, preventing destitution and exploitation.
- [Warwickshire County Council](#) is working with a local rap artist to deliver public health messages – an example of using targeted messaging and trusted messengers.
- The [#WeAreBristol](#) campaign, led by Bristol City Council in partnership with the people of Bristol and more than a dozen other local groups and clubs, launched a new film, 'City of Hope', which builds on and leverages longer-standing place-shaping efforts. The film "acts as a reminder of the rich and varied communities and cultures that make Bristol so special, as we all stand together in the face of crisis".
- [Oldham Council's Thriving Communities Index](#) maps 'hyper-local' needs and profiles against 30 socio-economic indicators measured at the neighbourhood-level to target its community response. During the COVID-19 crisis, the council drew on these data to inform response. Together with a helpline and multi-language communications campaign, the council and its partners were able to identify, monitor and provide support to what were previously low engagement zones and areas of unmet need during the crisis.

## COVID-19 and Access to Information: policy implications

This section collates the potential policy implications of the analysis outlined above for local government, some of which have already been articulated and advocated for by researchers, councils and organisations.



## **1. Link the provision of translation, ESOL and advice**

Although research describes integration as a process involving multiple and interlinked dimensions, service provision in the areas of translation, ESOL courses and advice have typically operated independent of each other – led by different departments and staff within councils or stakeholders and mutual aid groups at arm’s length from government. The examples listed above exemplify how, under COVID-19, these boundaries are collapsing. Services are increasingly brought together in the same place, oftentimes online. With the devolution of the adult education budget in England and the many changes brought about by COVID-19 across the UK, now may be the time to consider supporting language-oriented integration work through more linked up ways of working. This may occur by encouraging:

- Cooperation between council departments and staff working respectively on translation and ESOL.
- Partnerships and referral services between council mutual aid or advice groups (more on this below).
- Leveraging the skills of actors, including those in the private sector, who have expertise in building digital environments and teaching digital skills to magnify existing efforts to provide translated information, ESOL courses and different types of advice and advocacy.
- Consider how hybrid online / offline community centres could function, with a possible view to the [Online Centres Network](#) model.

## **2. Take communications and messaging principles into account**

Many local authorities have published information on COVID-19 for migrants and other communities on their websites. Their efforts developing, signposting and keeping these materials up to date should be applauded. In some cases, more could be done to ensure the information they communicate:

- Is accessible to those who face digital exclusion or have lower levels of literacy or English language skills – for example, through radio, TV and print ads or targeted telephone or socially distanced in-person outreach.
- Addresses migrants’ concerns around immigration checks at points of service and NHS charging.
- Tackles issues beyond public health – particularly in deprived areas – such as: information on access to subsistence services (i.e., food banks), legal advice on tenants and

employees' rights (i.e., eligibility for and how to access government programmes), EU Settlement Scheme outreach, and neighbourhood or city-level recovery plans (e.g., what is being planned for community centres in the medium-term and what is the stop gap?).

- Maintains a consistent and coherent message (conceptually and visually) across all city outputs and aims to build trust and reinforce the idea of the city as a shared story of inclusion.
- Acknowledges the difficulties in the understanding the official guidance and considers resourcing and partnerships to overcome them (e.g., Doctors of the World and Translators without Borders).
- Is targeted to reach specific audiences who may otherwise be left out – community consultation may be helpful in designing these interventions and delivering them as 'trusted messengers'.
- iMiX sets out the following seven principles to help organisations, "to communicate in the age of COVID-19" which may help local authorities and other stakeholders in their messaging (Harrison, 2020): 1. Keep it simple; 2. Use the right channels; 3. Be generous (i.e., if someone is offering a service you are not, signpost your supporters and clients to them); 4. Focus on positive, pragmatic, workable solutions; 5. Combat negative narratives; 6. Share stories of community support; 7. Talk to friends, colleagues and neighbours.

In the longer term, cities may wish to develop – in partnership with residents and local organisations – communication campaigns which reflect how this crisis and the collective response to it has reshaped communities as well as the broader local identity. Forthcoming briefings in this series, which look at new narratives and longer-term recovery, will explore this topic in detail.

### **3. Take account of uneven impacts of changes to access to information and reflect on multiplying factors**

The Migration Exchange's (2020) analysis sets some of the potential for disproportionate impacts of COVID-19 on newcomers and longer-standing communities due to changes to

access to information. Other characteristics such as low language, skill and income levels are related and further increase these risks.

As part of their action planning (both in terms of COVID-19 and in longer term), local authorities have the capacity to analyse these impacts and develop their services and outreach to ensure:

- That where possible they are inclusive by default – including by ensuring they do not rely solely on digital access and that they feature translation at point of access into non-English languages commonly spoken in the area.
- That where this is not possible, targeted services and outreach seek to mitigate these disproportionate outcomes and, at the very least, local authority practice does not exacerbate them.
- Acknowledging the lack of local and neighbourhood level household data on migrants and inclusion makes it difficult to design inclusive services and outreach, that they consider developing proxy indicators (e.g., in a similar way to [Oldham Council's Thriving Communities Index](#)), cooperating with volunteer networks and actively including those with lived experience (e.g., ESOL learners and providers, newcomers and longer-standing residents with a migration background) into planning in order to calibrate interventions.

#### **4. Make the most of the local-level advice in your area**

Local-area advice and mutual aid sectors are some of the strongest assets councils have when looking to overcome barriers to access to information for newcomers and longer-standing residents. Research suggests that building partnerships with advocacy and advice organisations is to the advantage of all parties involved; expertise and capacity can be maximised for faster and higher quality service delivery (Hutton and Harris, 2020). While acknowledging differences in baseline provision across the UK, such partnerships may help with response and recovery. City councils could lead on ensuring that translation is available by default across these important services.

Research conducted by the New Local Government Network into the role of mutual aid groups in the UK during the COVID-19 crisis has identified actions local councils should consider taking steps to boost the impact of these groups, including: “understand their [own] unique

facilitating role which seeks to only provide what the groups may not have the expertise for (such as safeguarding or referrals in to statutory services). In this way, they [the councils] can free the groups to do what they do best – informal, flexible and adaptive peer support” (Tiratelli and Kaye, 2020: 33).

Nationally led initiatives, while “too remote and disconnected from this hyper-local neighbourhood activity,” according to Tiratelli and Kaye, may also have the potential to play a key role in the coordination, growth and institutionalisation of local initiatives. One of the major strengths of local mutual aid groups and the role of councils and other local stakeholders is in their ability to tailor interventions to the specific city, community or neighbourhood context. To avoid the pitfalls outlined by Tiratello and Kaye, central government would do well to forward initiatives which are designed to be adapted to local contexts (rather than replicated in them) in partnership with these local actors.

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