

## **CONSULTATION INTO LIMITING NON-EU MIGRATION TO THE UK: RESPONSE FROM THE YORKSHIRE AND HUMBER REGIONAL MIGRATION PARTNERSHIP**

### **Introduction**

1. We welcome the opportunity to contribute to the MAC consultation on limiting net migration to the UK. Migration affects every locality in Yorkshire and the Humber, and organisations from these areas are keen to input their views and expertise particularly regarding the historical impact of immigration upon local communities, and the potential effects of limiting one particular group of immigrants; that is, skilled and highly skilled migrants coming from outside the UK with their dependants.
2. This consultation response is submitted by the Yorkshire and Humber Regional Migration Partnership (the Partnership). In addition to our strategic role, the Partnership is also a substantial provider of accommodation for asylum seekers across ten local authority areas in our region. Background on the Partnership can be found at: [www.migrationyorkshire.org.uk/aboutus](http://www.migrationyorkshire.org.uk/aboutus).
3. This response has been shaped by discussions at a Partnership consultation event held in August 2010 at which a MAC representative presented the main proposals, which was attended by 37 representatives of over 23 organisations from a range of sectors and client groups across Yorkshire and the Humber. We have consulted with our Strategic Migration Group (SMG), as well as drawing on internal expertise within the Partnership. We have not sought direct input from UKBA representatives on the Partnership since they belong to one of the consulting organisations, although they are aware of the relevant discussions that have taken place
4. Due to the range of organisations we work with, we are submitting some of the responses and questions raised by our partners during discussions on this consultation. Of course not every individual in each organisation may agree with our submission in its entirety. It is, however, a fair representation of views expressed to us by our partner agencies.

### **Response to the Consultation**

Question 1: What factors should the MAC take into account, in order to inform its recommendations for Tiers 1 and 2 in 2011/12, when assessing the impacts of migration on: the economy; provision and use of public services; and wider society?

There are three important factors that the MAC should take into account overall: regional data shortages; giving weight to non-quantifiable impacts; and taking a holistic view of migration in order to realistically consider its impact upon communities.

One crucial aspect of the consultation is the lack of specific data on Tier 1 and 2 migrants in Yorkshire and the Humber (the national data is not broken down by region), without which it can be very difficult to differentiate the impacts of this group from other migrants. Using alternative data sources, we can make some broad statements about non-EU

migrants arriving (but not those who leave) across localities in the region:<sup>1</sup>

- There is a stable, long-term trend of non-EU migrants to Yorkshire and the Humber that is steadily rising (around 14000 national insurance numbers were issued to non-accession foreign nationals in 2004; by 2009 this had risen to around 18000).
- Historical migration patterns account for most non-EU migration, with constant high numbers of those with colonial links (India, Pakistan, Nigeria, and Zimbabwe) as well as a longstanding Chinese community.
- Employers are registered to sponsor skilled migrants (Tier 2) in particular (relatively few sponsor Tier 5 migrants), and while registered employers are mainly found in larger cities, they also are in smaller towns across every local authority area
- An inevitable concentration of new arrivals in the larger cities (Sheffield, Leeds, Bradford) but found across all local authority areas.
- The long-term future demographic change associated with these groups is important: 15% of new births in the region are to mothers who were born outside the EU. Data shows particular clusters of new Asian mothers in Bradford and Kirklees, while new African mothers are clustered in Leeds and Sheffield.

We need government to invest in better local data provision to include: return/exit data, visa/entry destination within the UK, making the employer sponsor list available in an analysable format, updating standard ethnicity monitoring categories, plan for the impact of ending WRS registration requirements on accession nationals, and anticipate less data collection on communities and cohesion indicators as monitoring requirements change.

Second, we ask MAC to give weight to non-quantifiable but known impacts of migration. It is clear that measuring impacts is difficult to do well (as the impacts of migration are diffuse, often there are no obvious ways to measure, and data is usually collected for a different purpose and so may not capture immigration status or nationality). While measurement is difficult, we urge the MAC not to solely rely on those (economic) indicators which are easier to collect but which only tell a partial story.

Third, we urge MAC to take a whole view of communities and migration; non-EU migration is only one part of the migration story, and it is very difficult to isolate the impacts of this particular migrant group. Host communities in our experience do not always differentiate between particular types of migrant, either by nationality, ethnicity, immigration status etc. Instead, they react to the effect of all migrants as a whole. Therefore limiting one group (such as non-EU migrants) which is potentially replaceable by another (such as EU migrants) will have little effect on how they are perceived by the local community. It is this element of perception that often has huge social impacts rather than migration itself, and therefore limiting net immigration may not have a comparable effect upon public perception.

## Question 2: How should the MAC measure or assess these impacts?

### *Economic impacts*

To measure economic impact we encourage the MAC to estimate the financial contribution that non-EU migrants make to the economy and the gaps that would arise without them, drawing on for example:

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<sup>1</sup> Sources: ONS, DWP and UKBA data collated in our Migrant Databank. Contact the Partnership for more details.

- The range of Yorkshire-wide reports have been published that evaluate the economic impact of migrants to the region.<sup>2</sup>
- National Insurance Numbers: in 2009 there were 18 000 new national insurance numbers issued to non-EU nationals in Yorkshire and the Humber; an indication of new (but not net) tax and national insurance contributions.
- Employers registered with UKBA to recruit Tier 2 and Tier 5 migrants from outside the EU: analysis would indicate which localities and sectors currently recruit from outside the EU. In Yorkshire and the Humber, we know that there are currently around 600 employers registered. They mainly are registered to sponsor Tier 2 migrants, and while the largest numbers are found in the urban areas, there are a number of small towns with registered employers – indicating the ubiquitous need for migrant labour. There are pockets of particular sectors recruiting non-EU migrants with, for example, many restaurants in cities, and sport-related employers often in rural areas (e.g. horse racing in North Yorkshire).

Another important economic impact of migration is upon urban regeneration. Migrants have contributed significantly to regeneration in Hull, for example, through their own enterprise and resources. This has ranged from new businesses in once run-down areas, to parts of the city that had been in decline for decades where homes are now being brought back into full time occupancy (especially in the private sector). Accommodation for asylum seekers has also improved the quality of some existing social housing.

### *Public service impacts*

Non-EU migrants have generally had less of a dramatic impact upon services and communities than EU migrants have in the past five years, due to their historical migration patterns to existing minority communities. Existing ethnic communities tend to provide support as new arrivals need to understand how things work in the UK, making service use more efficient. Local qualitative research in Sheffield<sup>3</sup> confirms this understanding, as the family joiners and migrant workers participating in the research all lived with family or friends upon arrival before moving into their own accommodation. These informal networks are important for accessing private rented housing (none of the participants had received social housing). The research also suggests that such migrants wish to live in a particular place due to these existing relationships – while EU ‘pioneer’ migrants tend to locate based on housing prices and work availability.

It is generally perceived that the greatest negative impact upon services is a result of EU migrants since expansion of the EU in 2004 which has been due in part to the volume of new arrivals that were unexpected. This is borne out by the introduction of the Migration Impacts Fund in 2008 and the volume of new research on accession migration; before this point in time the impact of migrants upon public services were not as high a priority issue locally. However, the reality of service strain is less well known – the demographic profile of EU migrants suggests that in the short term, they will use few services as they tend to be young, single and male<sup>4</sup>. EU migrants access some different services to non-EU

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<sup>2</sup> Craig G (2007) They come over here... and boost our economy: the impact of migrant workers on the Yorkshire and Humber region. *The Yorkshire and Humber Regional Review* Vol17(1); Experian (2006) *Attracting talent: Humber case study*. Humber Economic Partnership. Yorkshire Forward: Leeds.

<sup>3</sup> Robinson D and Siddiqah A (2007) *The housing pathways of Pakistani new immigrants in Sheffield*. JRF/Sheffield Hallam University: Sheffield.

<sup>4</sup> See for example, Adamson S and Craig G (2008) Migrant workers in the Humber sub-region. *The Yorkshire and Humber Regional Review* Vol.18(2) pp5-7

migrants: for example, local research in the Goole area<sup>5</sup> shows heavy use of library and leisure services by EU migrants, while other more urban libraries like Rotherham provide language and citizenship-style classes attended by a range of migrant groups.

The table below outlines a range of potential impacts of migration upon public services, drawn from practice knowledge around the region among services providing support to migrants and local communities, and confirmed by local data or research as available. Impacts are often more dependant upon immigration status rather than nationality or region of origin.

### Potential areas of migration impact upon public services

Service type	Impact issue	Migrant group
All services	Translation and interpreting requirements	EU A8 migrants and low skilled have language needs (migrants from former colonial countries tend to have English-based educational systems). Local police data on language line demand suggests less translation required by non-EU nationals. <sup>6</sup>
Schools and social care	Children and parents with poor English skills, different expectations or engagement and some child protection issues e.g. attendance, clothing, school meals	No clear pattern as to which migrant groups are particularly affected although migrants from former colonial countries tend to have English-based educational systems. Deprived migrant groups tend to raise specific safeguarding issues. Capacity of schools to absorb new pupils varies. <sup>7</sup>
Health	Inappropriate use of services (e.g. A&E) or lack of use. Maternity services required.	No clear pattern as to which migrant groups are particularly affected. Restrictions upon those with insecure immigration status can delay treatment which uses more resources in the long term. <sup>8</sup> Maternity services more in demand by non-EU groups. <sup>9</sup>
Police	Offending leads to increased use of resources. Migrant victims of crime have additional language needs	Some offending (e.g. related to alcohol or driving) reported relating to EU A8 migrants although West and North Yorkshire police report low migrant crime rates. <sup>10</sup>
Fire	Increased fire risks particularly associated with overcrowding or low quality accommodation	EU A8 migrants in particular have been associated with overcrowding, while asylum accommodation must meet particular standards.

<sup>5</sup> East Riding of Yorkshire Council (2006) *Mapping the demographics of migrant workers in the Goole area*.

<sup>6</sup> See Lewis H et al (2009) *Refugees, asylum seekers and migrants in Yorkshire and Humber, 1999-2008: A review of literature for Yorkshire Futures*. Yorkshire Futures: Leeds. P71 gives data on language line usage by Humberside and West Yorkshire Police.

<sup>7</sup> Capacity recorded as a problem in Leeds but easier in the East Riding for example, although language issues reported in rural areas. See Lewis H et al (2009) *Refugees, asylum seekers and migrants in Yorkshire and Humber, 1999-2008: A review of literature for Yorkshire Futures*. Yorkshire Futures: Leeds.

<sup>8</sup> Partnership consultation response to the Review of Access to the NHS by Foreign Nationals. Available at: [www.migrationyorkshire.org.uk/closedconsultations](http://www.migrationyorkshire.org.uk/closedconsultations)

<sup>9</sup> Source: ONS data on new births to non-UK born mothers. Contact the Partnership for further details.

<sup>10</sup> See Lewis H et al (2009) *Refugees, asylum seekers and migrants in Yorkshire and Humber, 1999-2008: A review of literature for Yorkshire Futures*. Yorkshire Futures: Leeds. p72.

Service type	Impact issue	Migrant group
Local authorities	Ensuring mainstream services are appropriate for all communities, and compliance with culturally acceptable behaviour e.g. refuse collection, school attendance	No clear pattern as to which migrant groups are particularly affected; often related to language or (often commented on for A8 migrants) cultural difference
Housing and social care	Rough sleeping and associated problems (petty crime and substance abuse)	Newer migrants and those with insecure immigration status tend to have less recourse to public funds and so more likely to become homeless. Some eligible migrants unaware of their entitlements. <sup>11</sup>
Education	ESOL provision tends to require a high starting level of knowledge	EU A8 migrants in particular (as migrants from former colonial countries tend to have English-based educational systems)
Libraries	Increased use of library facilities; positive engagement with newcomers encouraging integration and cohesion <sup>12</sup>	Many libraries have engaged with A8 migrants accessing free internet services for example, while others provide language and reading classes for those with English as an additional language covering a broad range of ethnic backgrounds.

### Social impacts

Social impacts of migration tend to be a mix of benefits and concerns, but are the most difficult to quantify or provide evidence for. For example, a school governor in Leeds described to us the overall impact of non-EU migrants upon his community: *'the influx of non-EU migrants into our community – specifically with all their skills, dynamism, youth (often), get-up-and-go-ness etc – has really changed the community for the better e.g. kids from those families with much higher expectations and vision for their education bringing that into their schools'*.

Reported impacts often reflect more positively upon the migrant groups, and more negatively upon the host community, as described in the table below.

### Potential areas of migration impact upon communities

Area of impact	Effects	Examples
Aspiration and attainment	Raised education and employment standards	Migrant children credited with raising educational performance/aspirations of their peers. <sup>13</sup> Migrant workers often preferred by employers for their work ethic.

<sup>11</sup> Robinson D and Siddiqah A (2007) *The housing pathways of Pakistani new immigrants in Sheffield*. JRF/Sheffield Hallam University: Sheffield.

<sup>12</sup> Rotherham library for example, serves the largely 'White British' community accounting for around 86% of registered library users. However, the library also proudly provides an important community role in fostering cohesion and integration activity, for example by hosting 'safe spaces' events under the Prevent programme. It has actively encouraged registration of migrants and non-English speakers, stocks minority language materials and allows newcomers to participate through a range of language and reading classes which have attendance across EU, non-EU and asylum/refugee groups.

<sup>13</sup> North Yorkshire Strategic Partnership (2008) *A strategic review: impact of inward migration from the EU accession states in North Yorkshire*. North Yorkshire Strategic Partnership: Northallerton.

Area of impact	Effects	Examples
Community relations	Some clustering of communities; some new social interaction; some racial tension	<ul style="list-style-type: none"> <li>Urban areas tend to be more diverse and have less concern about immigration</li> <li>Some areas report migration has encouraged diversity, tolerance and multicultural communities</li> <li>Victims of crime across all migrant groups (see box below)</li> </ul>
Public opinion	Ongoing difficulties reported by agencies wanting to communicate appropriately with local communities about migration. Myths and perceptions develop.	Tends to apply to all migrant communities but notable concern post A8 accession as the volume of migration was unexpected. Local research in Leeds confirms the myths regarding migrant access to welfare provision, despite the complexity of rules. <sup>14</sup>
Third sector	Reinvigoration of community and voluntary sectors	Some reports of neighbourhoods being upskilled and motivated by new arrivals and increased social diversity. Migrants encourage development of social associations and some undertake volunteer work. <sup>15</sup>
Equalities	Increased inequality in communities	Migrants with insecure immigration status lack opportunities, access to services and are more likely to suffer marginalisation and exploitation.

The response of local communities to migration can be illustrated by looking at data on reported Hate Crime (see Case Study box). While the data records ethnicity rather than nationality/citizenship, it does suggest that migrants are often the victims of hate crime, hate crime is overwhelmingly committed by White British people, and that hate crime is directed across all migrant groups and immigration categories. Local qualitative research on racist hostility in Leeds<sup>16</sup> (Law et al 2007) suggests that perceptions of unfair/preferential treatment is one of the drivers of racist behaviour.

#### Case Study: hate crime reporting in Barnsley

A racial harassment project in South Yorkshire – the Barnsley Racial Harassment Multi-Agency Panel - has been collating incidence of hate crime over ten years collected at 16 local reporting centres across a range of agencies in the local area. It shows continued racial harassment despite a fall in migration levels (among asylum seekers and EU migrants) in the last year or two.

Of the 73 incidents reported during the last 5 months (between 1 April - 25 August 2010):

- 23 victims were Black, 23 were Asian, 16 were White European and 7 were White British.
- Over half of victims had experienced hate crime previously.
- Over half of victims were migrants: 20 victims were refugees, 17 were 'migrant workers' and 3 were asylum seekers.
- At least 90% of perpetrators (66) were 'White British' (the remainder being 'unknown').

<sup>14</sup>Cook J, Dwyer P and Waite L (2008) *New migrant communities in Leeds*. Leeds City Council.

<sup>15</sup> 2009-10 data on volunteering by Wakefield District Volunteer Development Service shows volunteering across a range of ethnic groups with non-EU heritage.

<sup>16</sup> Law I, Hemmerman, L, Sirriyeh A and Simms J (2007) *Racist hostility and racist victimisation: Research findings*. University of Leeds: Leeds.

Question 3: How should the MAC trade off, prioritise, and balance the economic, public service and social impacts of migration?

We have suggested a range of impacts of migration which both increase pressure on public service resources but also have positive effects. The MAC should be aware that while reducing immigration may reduce resource absolute use, it will also reduce associated positive impacts of migration which are difficult to replace.

Question 4: To what extent and how quickly can alternatives to employing Tier 1 and Tier 2 migrants, including training and up-skilling of UK resident workers, reduce reliance on such migration? What can Government and other bodies do to facilitate this?

While training and upskilling is desirable, it is a long-term initiative that will require careful planning and resourcing. It is likely that the resources to train the resident workforce to replace current migrant skills will take many years.

Question 5: What trends do you expect to see over the lifetime of the Parliament in non-PBS migration, including of British and European Economic Area (EEA) citizens? Will limits on non-EEA migration affect this? Please provide reasons.

Current patterns of migration to the Yorkshire and Humber show non-EU migration is relatively predictable and stable. In contrast, EU migration has been extremely variable in response to recent political and economic change. While asylum applications have reduced significantly in the last two years, this is also dependant on a complex set of variables (including domestic and EU policy, national border control, overseas conflict, communication and travel, and trafficking routes).

Limits to non-EU migration is likely to result in displacement into other immigration routes. For example, past surges in asylum applications from Zimbabwean nationals (already in the country for other reasons) have occurred as asylum policy has changed. Other effects of limiting particular migration routes include increased crime due to increased attempts at illegal entry and trafficking, or illegal working.

Questions 6-10

We have not received evidence specifically relating to questions 6-10 of this consultation (relating to preferences about reducing new migration or extensions/switching status of migrants already in the UK; reduction of dependants admitted; specific impacts of reducing Tier 1 and Tier 2 migrants; and where cuts to immigration would be best directed).

Yorkshire and Humber Regional Migration Partnership  
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