Employment and Skills Research into
Asylum Seekers and Refugees in
Yorkshire and The Humber:

A Review of Existing Data and
Recommendations

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Executive Summary

This review of research into the employment and skills of asylum seekers and refugees in Yorkshire and The Humber has been written in order to address the perceived lack of knowledge of this subject area within key regional organisations, policy and decision-making bodies.

Four reports were identified which include data about refugee employment and skills. However, the majority of findings are out-of-date and due to sampling issues the findings are not representative of refugees in the region.

The findings of the reports are often inconclusive, contradictory or not comparable. The most notable gaps in evidence relate to the employment and skills of refugees in their country of origin, which is crucial to understanding their experiences in the UK. There is clearer data about refugee employment and skills in the UK, most significantly identifying the importance of English language to refugees and showing that a high proportion of refugees are not in paid employment.

Recommendations:
A comprehensive skills audit of refugees is undertaken in Yorkshire and The Humber, funded by key regional organisations. The skills audit should be representative of refugees in the region, closely connected to other research, focusing on the employment and skills of refugees including barriers to progression. It will feed directly into relevant strategies and policies, make recommendations and inform future projects.
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Introduction

Scope of the Review
The review has been written to understand the perceived lack of knowledge of this subject area within the region, to review the research evidence, inform key stakeholders, provide recommendations for further work and to provide a solid evidence base for the development of a revised regional integration strategy. It is a review of research into the employment and skills of asylum seekers and refugees in Yorkshire and The Humber (Y&H), containing some analysis and recommendations for further research.

There are projects in Y&H which work specifically to improve the employment and skills levels of refugees and useful evaluations\(^1\). However, the scope of this review is limited to research projects in order to understand the wider picture of refugee employment and skills across the region, and therefore does not include evaluating the effectiveness of particular projects or successful interventions.

Strategic Context and Recent Developments
Nationally, there has been a move towards a more strategic approach to refugee integration and employment in recent years. In 2005, the Home Office produced a refugee integration strategy, ‘Integration Matters’ and have recently proposed a ‘New Model for Refugee Integration Services’\(^2\). Simultaneously to ‘Integration Matters’, the DWP produced a refugee employment strategy: ‘Working to Rebuild Lives’, which was followed with a ‘Refugee Operational Framework’\(^3\).

At the regional level, a refugee integration strategy was published in 2003\(^4\), and there is a multi-agency strategic approach. The Yorkshire & Humber Regional Migration Partnership (YHRMP)\(^5\) is a partnership of organisations from the statutory, voluntary, community and private sectors with an enabling role to ensure that agencies across the region provide appropriate and accessible advice, services and support for asylum seekers, unsuccessful asylum seekers, new refugees and migrant workers, by providing an advisory, development and consultation function in the region. The Regional Strategic Group (RSG) is the main policy body for the YHRMP and its roles include the strategic overview of policies and decision-making, enabling dialogue between key agencies at all levels and informing regional bodies and strategies\(^6\).

One of the sub-groups of the RSG is the Refugee and Migrant Workers Employment and Skills Sub-Group (RAMWESS), which aims to develop a co-ordinated approach to employment and skills for asylum seekers, refugees and migrant workers within the region. RAMWESS have been attempting to gather information on this issue and are considering the viability of a skills audit. Members of the group reported gaps in knowledge regarding the employment and skills of asylum seekers and refugees. RAMWESS believe this information is important for improving the employment of refugees and engaging employers and key organisations in the region.

\(^1\) E.g. Morris, L. (2006)
\(^2\) Home Office (2005); Home Office (2006)
\(^3\) DWP (2005); JCP (2005)
\(^4\) YHCASR (2003)
\(^5\) YHRMP was previously known as the Yorkshire and Humberside Consortium for Asylum Seekers and Refugees
\(^6\) For further information, see www.refugeeaccess.info
In July 2007, YHRMP appointed the Y&H Refugee Integration Manager in order to co-ordinate a coherent strategic approach to refugee integration. This includes working closely with strategic partners across the region, raising awareness of the issues surrounding refugee integration and writing the revised/updated regional asylum seeker and refugee integration strategy (forthcoming 2008/9).

Asylum Seekers and Refugees in Y&H
The terms asylum seeker and refugee are defined in this review as:

- an asylum seeker is someone who has applied for asylum and is awaiting a decision on this outcome (including those who are at different appeal stages)
- a refugee is someone who has been granted leave to remain in the UK as a refugee (including Refugee Status, ILR, ELR, Humanitarian Protection, Discretionary Leave)

Asylum seekers do not have rights to work or to benefits and have limited rights to Further Education (FE) and Higher Education (HE). Refugees have the rights to work and to benefits, although rights to FE and HE depend on the exact ‘status’ which they are granted. Refugees for the purpose of this report are defined as those receiving their status since dispersal began in 2000. This does not necessarily relate to an individual refugee ‘experience’, but is the time-frame which relates to strategic planning for refugees in Y&H in the forthcoming integration strategy. There are currently about 7,500 asylum seekers (individuals), which has reduced from about 10,000 in recent years, supported in Y&H predominantly in ten local authority areas. The number of refugees has traditionally been very difficult to know, and the variation in estimates is large. However, a forthcoming YHRMP paper estimates the number of refugees in Y&H to be 15,000 – 20,000. It also estimates the total number of people living in the region who at some stage in their life have been asylum seekers or refugees is about 50,000, which is roughly 1% of the population of Y&H.

Refugees suffer multiple disadvantage and previous research has identified their unemployment and under-employment and barriers to work: “Unemployment among refugees is estimated to be about six times the national average, despite the fact that refugees have, on average, higher levels of qualifications”.

Structure of the Review
This review provides a summary of evidence relating to asylum seeker and refugee employment and skills in Yorkshire and The Humber. The data is taken directly from research undertaken within the region with specific reference to the employment, skills, education, qualifications and training of asylum seekers and refugees. Detail of these reports and their methodologies is outlined in the next section. Four further sections contain the findings from the reports, exploring the themes of both the skills/education/qualifications/training and employment of asylum seekers and refugees in their country of origin and in the UK. These are followed by a conclusion and recommendations.

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7 However, they may apply for permission to work if they have not received an initial decision on their asylum claim after 12 months.
8 For detail of refugee statuses and categories, see Brown (2007)
9 Statistics prepared for the author by the Yorkshire & Humberside Public Sector Group. There are additionally about 2,000 asylum seekers supported under ‘Section 4’, many of which have received a negative decision on their asylum claim.
10 For further discussion, see Brown (forthcoming)
11 Home Office (2005), p.21; see also, for example, Bloch (2002), Kirk (2004).
Research in Yorkshire and The Humber

**Literature Review**

A literature review was undertaken of all research relating to the employment and skills of asylum seekers and refugees including local, regional and national research which may have relevance to Yorkshire and The Humber. The process involved searching through a range of available data including policy reports, academic studies, bibliography and internet searches. Key researchers and organisations in Yorkshire and The Humber were contacted to further identify and locate research and inform the review.

There were four significant reports found to include research into employment and skills of asylum seekers and refugees in Y&H. The reports all differ substantially from one another in their objectives, data and methodology. The selection was checked with key contacts within asylum/refugee organisations and researchers in Y&H to decrease the possibility of omissions. The following abbreviations of the four reports will be used for simplicity when referencing throughout the document (for full titles, see bibliography):

- BMG – BMG Research
- B2W – Back to Work Company
- M&F – MacKenzie & Forde
- MRUK – Market Research UK Limited

A feasibility study for an employment service for refugees in Y&H has not been included in the main sections of this report as it does not contain significant relevant primary research (ELMS, 2005). It is also worth noting that a skills audit of asylum seekers was begun in Sheffield in 2003 but not completed, and therefore no findings were published. Other work, including evaluations of specific projects, have not been included (see ‘Scope of the Review’, p. 3).

**Employment & Skills Focus of Reports**

The reports all have a different focus and objectives. Only one (B2W) is explicitly focused on employment and skills of refugees and asylum seekers, whilst the others vary significantly in the extent to which they have researched this topic. Researching employment and skills were central objectives for BMG in addition to determining numbers of refugees in Y&H, their geographical location, age and gender mix. M&F was concerned with social and economic experiences, and thus employment and skills were not the central focus although are covered in some detail. MRUK has the least focus upon employment and skills as its aim was to understand the housing market.

**Geographical Coverage**

There is good geographical coverage within the region from the 4 reports. BMG covered the whole of the region (43% South Yorkshire, 40% West Yorkshire, 16% Humberside and 1% North Yorkshire). B2W covered the West Yorkshire sub-region (Leeds 53.4%, Kirklees 29.5%, Wakefield 11.3%, Bradford 3.9%, Calderdale 1.2%, [Sheffield 1.6%]). M&F was focused specifically on Barnsley and MRUK reported on Hull and the East Riding of Yorkshire. Whilst there is a reasonably good geographical coverage, the spread is not even and there are key areas which have

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12 Respondents from Sheffield included as they travelled to West Yorkshire to access services
less information proportionate to the size of their asylum seeker and refugee population including Sheffield, Rotherham, Doncaster, Calderdale and Bradford.

Sample
The methodology and sampling varied across the four reports. The sample is important for issues relating to reliability of data, whether it is representative and if findings can be applied to a wider discussion:

- **BMG** – 424 refugees surveyed, 8 focus groups and 41 qualitative interviews. They used snowballing techniques, and stated that it was not possible to work to strict targets in terms of the profile of the sample. They claim to be 95% confident that responses are representative to within +/-4.7% to similar geo-demographic profile. They were unable to weigh data to correct geo-demographic proportions due to lack of data.
- **B2W** – 503 quantitative interviews of asylum seekers and refugees carried out by 10 researchers. Sampling not mentioned.
- **M&F** – 54 responses from asylum seekers, refugees and overstayers to quantitative survey and questionnaires distributed through various means. They claimed that the respondents accounted for over 5% of new arrivals in Barnsley, and that the profile of respondents is representative of new arrivals in the UK.
- **MRUK** – 90 Quantitative interviews. Sample not entirely representative of asylum seekers and refugees in Hull and the East Riding. Methodology suggests it was with those accessing community centres rather than random sample.

Across the four reports the sample is not representative of refugees and asylum seekers in Y&H.

Gender
There is a large bias towards males in the research:

- **BMG** – 94% of the survey were male, the majority of focus group members and 76% of the qualitative interviews
- **B2W** – 71% male
- **MRUK** – 99% male

When these reports were written there was a higher percentage of men than women in the region, although these reports over-represent men and do not reflect the actual ratio of male/female. Recent statistics show that there are now more female asylum seekers than males in Y&H, and this trend is also similar for new refugees. There is less evidence about female asylum seekers and refugees than males, and they have traditionally accessed fewer services within the region. There is very little research evidence or data about asylum seeker or refugee women in Y&H relating to employment and skills.

Nationality and Language
There is a significant bias towards Iraqi/Kurdish respondents:

- **BMG** – Nationality was not specified. However, the top 3 mentions of languages spoken by respondents was: Kurdish (78%), Arabic (12%), English (12%).

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13 M&F report also included migrant workers. However, the data used in this review relates only to asylum seekers, refugees and overstayers both extracted from the main report and also from an additional report: Forde & Mckenzie (2007).
14 September 2006 statistics provided by Home Office to organisations in Y&H
• B2W – Respondents were from over 50 different countries. Those with the highest percentage were: Iraq (29.9), Iran (14.8%), Afghanistan (11.8%) and Zimbabwe (9.8%). The most common first languages spoken were Kurdish (26%), Farsi (16.6%), Arabic (9.4%) and Shona (7.4) and Dari (6%).

• M&F – Of the asylum seekers, refugees and overstayers, the most common regions of origin were Africa (30%). Asia (28%) and Former Soviet States (24%).

• MRUK – Respondents from 8 countries. The top 3 were: Iraq (92%), Kurdistan (2%), Iran (2%).

The majority of respondents in these four reports are Kurdish or Iraqi. Although there were proportionately larger numbers of Kurdish/Iraqi asylum seekers and refugees a few years ago, this is still vastly disproportionate to the total refugee population, as indications show that Iraqis (including the majority of Kurds) account for only 8% of positive decisions [those becoming refugees] in Y&H and are not the largest nationality of refugees. Indications from national research show that Iraqis tend to have on average lower qualifications than refugees as a whole and therefore a disproportionate number of Iraqi respondents could reduce how representative a study is of the wider refugee population.

Year of Research

Although M&F has been completed very recently, the two largest pieces of research both in terms of geographical area and numbers of people were both carried out a number of years ago (BMG - 2004 and B2W - 2003). There have been substantial changes to the asylum and refugee populations in Y&H in recent years which are not reflected in these reports (e.g. entitlements, services, strategic co-ordination, gender and nationality).

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15 Shona and Dari are estimated percentages from a graph.
16 Statistics prepared for the author by the Yorkshire & Humberside Public Sector Group.
Skills, Education, Qualifications and Training in Country of Origin

There is some data available from the reports about the skills, education, qualifications, and training in their country of origin (CoO). However, whilst there are some similarities, it is often inconclusive and/or contradictory.

University Degree
Two of the reports show a relatively high proportion of asylum seekers and refugees who have completed university or gained a degree. However, the BMG report shows a low proportion with a university qualification:

- 4% university qualification (BMG)
- 29% completed university, and 4% attended but not completed university (B2W)
- 42% highest qualification degree or postgraduate qualification (M&F)

Secondary School
There are significant differences again in findings of respondent’s highest qualification at secondary school:

- Less than 8% had a school or college qualification (BMG)
- 46% Secondary school highest qualification (B2W)
- 50% High School highest qualification (M&F)

Work-Based, Professional, Vocational and Training Qualifications
Only B2W and M&F have data focused on work-based, professional, vocational and training qualifications before entering the UK:

- Top two vocational/training qualifications are: IT (28%), Other (26%). All others below 5%, including engineering, accounting, teacher, administration, electrical, mechanic. (B2W)
- 65% have a work-based or professional qualification (M&F)

This findings are not comparable between the two studies and give little insight into work-based, professional, vocational and training qualifications in their country of origin.

No Qualifications
BMG and B2W both have information about those entering the UK without qualifications, although defined slightly differently and showed different results:

- 87% of questionnaire respondents had no qualification or apprenticeship before entering the UK; minority of qualitative interviews held no qualifications (BMG)
- 27% had no vocational skills or qualifications, 15% had completed no form of education (B2W)
Employment in Country of Origin

There is not much data available from any of the four reports about asylum seeker/refugee employment in their country of origin.

In Paid Employment
Two reports contain findings about paid employment in their CoO. They show very different findings, although the emphasis of the questions differ and therefore are not comparable:
- 37% of questionnaire respondents were in paid employment prior to coming to the UK. However, the majority of those interviewed were in employment prior to coming to the UK (BMG)
- 87% had worked in their CoO (B2W)

Occupational Classification
Three reports have findings about employment occupation prior to coming to the UK using the standard Occupational Classifications with some variation in findings:

<table>
<thead>
<tr>
<th>Occupation</th>
<th>BMG</th>
<th>B2W</th>
<th>AS $^{19}$</th>
<th>R</th>
<th>M&amp;F $^{18}$</th>
</tr>
</thead>
<tbody>
<tr>
<td>Manager &amp; Senior Official</td>
<td>29</td>
<td>43</td>
<td>59</td>
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<td>19</td>
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<td>Professional Occupations</td>
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<td>14</td>
<td>29</td>
<td>4</td>
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<td>14</td>
<td>15</td>
<td>4</td>
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<td>Administrative &amp; Secretarial</td>
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<td>5</td>
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<td>5</td>
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<tr>
<td>Personal Service</td>
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<td>3</td>
<td>10</td>
<td>8</td>
<td>8</td>
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<tr>
<td>Sales &amp; Customer Service</td>
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<td>Process, Plant &amp; Machine Ops</td>
<td>22</td>
<td>10</td>
<td>5</td>
<td>12</td>
<td>12</td>
</tr>
<tr>
<td>Elementary Occupations</td>
<td>8</td>
<td>7</td>
<td>5</td>
<td>8</td>
<td>8</td>
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</tbody>
</table>

$^{18}$ some reported more than one occupational activity, therefore totals add up to greater than 100%
$^{19}$ AS = Asylum Seeker, R = Refugee
Skills, Education, Qualifications and Training in the UK

The data on skills, education, qualifications and training in the UK is limited. The information is mainly related to English language and ESOL.

Qualifications in the UK
Only BMG contained data regarding qualifications in the UK:
- 94% no qualifications gained since in the UK (BMG)

English Language Education, Training and Learning
Both BMG and B2W highlight the central position of English Language and ESOL in education, training and learning:
- The majority of training or learning activities undertaken in the last year in the UK will lead to ESOL qualifications. Improving English is the main reason (82%) for undertaking training or learning activities in the UK. Roughly a third have undertaken ESOL in last 12 months (BMG)
- ESOL was the most common training undertaken in the UK (B2W)

English Language Ability
There are mixed findings in the two reports, which are not necessarily comparable, about individual’s own perceptions of English ability in relation to employment:
- 90% not confident that reading and writing good enough for job they would do (BMG)
- 40% felt that their spoken and/or written English was sufficient for a working situation (or fluent). 61% of those who have worked describe English as sufficient for a working situation, 11% of those who have worked describe English as ‘nil’ or ‘poor’ (B2W)

Attitude to Future Learning, Qualifications and Training
Two reports contained findings which relate to attitudes to future learning, qualifications or training. Both show a low percentage of people who are ‘positive’ about this, although there is a wide variation between the two reports in those who are ‘negative’ or not hoping to obtain further qualifications. A significant finding in both appears to be the large percentage who don’t know or are neutral:
- 13% positive or very positive attitude to future learning, 2% negative, 45% neutral, 41% don’t know (BMG)
- 8% hope to obtain further qualifications/ training, 62% do not hope to obtain further qualifications/ training, 29% don’t know (MRUK)
Employment in the UK

The four reports contain more data about the employment of refugees and asylum seekers in the UK than about the other subject headings, although some of the more detailed employment findings are covered only by a single report. The findings show some similar trends although also include substantial differences.

In Paid Employment
Both BMG and B2W find there to be a similar very low employment rate for refugees in Y&H. However, MRUK has a substantially different result showing a relatively high level of paid employment:
- 39% currently in paid employment, 61% not currently in paid employment (BMG)
- 36% currently in paid employment, 59% not currently in paid employment (of those with permission to work) (B2W)
- 83% currently in paid employment (MRUK)

Full time/ Part time
The two reports show very different proportions of respondents in full time and part-time employment. However, as a percentage of those who are employed, the findings are closer:
- 33% in full time paid employment (85% of those employed), 2% in part time paid employment (5% of those employed) (BMG)
- 76% in full-time paid employment (92% of those employed), 7% in part time paid employment (8% of those in employed) (MRUK)

Self-Employed
Only BMG has data on self-employment in the UK:
- 2% doing paid work on a self-employed basis (10% of those employed) (BMG)

Illness, Disability and Ailments Affecting Work
Two reports contain information about illness, disability or ailments that affect or restrict work. The B2W figure is much higher but they are not directly comparable as they are phrased differently:
- 3% Long-term illness or disability that affected the kind of work they could do (BMG)
- 11% ailments that may restrict ability to work (B2W)

Occupational Classification
Only M&F had data on occupational classifications. There were 19 respondents (4 asylum seekers, 9 refugees and 6 ‘overstayers’) with different findings:

<table>
<thead>
<tr>
<th>Category</th>
<th>AS</th>
<th>R</th>
<th>Overstayers</th>
</tr>
</thead>
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<td>Manager &amp; Senior Official</td>
<td>25</td>
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<td>Professional Occupations</td>
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<td>Associate Professional/ Technical</td>
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<td>Administrative &amp; Secretarial</td>
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<td>Skilled Trade</td>
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<tr>
<td>Personal Service</td>
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<td>11</td>
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<td>0</td>
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<td>25</td>
<td>22</td>
<td>0</td>
</tr>
<tr>
<td>Elementary Occupations</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
</tbody>
</table>
Occupations and Employment Sector
Three reports have findings on occupations or employment sector and there are some similarities:

- 61% manufacturing, 12% hotels and restaurants, 9% wholesale & retail trade, repair of motor vehicles & motorcycles, 8% transport storage & communication (BMG)
- Main occupations that had been or were employed in the UK are factories and the catering industry. The next occupations mentioned were volunteer, other and retail. However, all are a small proportion of total sample (between 1% and 6%) (B2W)
- Most respondents work in the food processing sector (MRUK)

Time in UK and Employment
Only B2W contained information about the length of time in the UK and employment:

- Length of time in the UK did influence likelihood of employment. There is no evidence to suggest that time in UK influenced the level of employment achieved (B2W)

Education level and UK employment
Only B2W contained information comparing level of education with employment in the UK:

- 87% of those who had worked in the UK have completed secondary education. 56% of those with a university degree never worked in UK (B2W)

Willingness to Work
Two reports contained information which cover issues of willingness to work, although the findings represent very different questions:

- 85% of survey would like work as soon as possible. Some of the interview respondents not prepared to compromise previous higher-level work for menial work (BMG)
- over a quarter willing to do any job in the UK (B2W)

Job Aspirations

- 16% unsure what job they wanted or were able to do. 20% would like to be able to work in the same job in the UK as they were employed at home. 18% would like to work in a similar field to that which they worked in their home country. 12% wish to obtain job that would mean upskilling and undertaking further qualifications. 16% job aspirations to obtain a job in a lower occupational classification than they had previously worked (B2W)

Barriers to Work
Only BMG contained information on the barriers to work:

- Perceived barriers of respondents wishing to return to/start work: 71% English language, 19% Lack of jobs, 14% Lack of Experience (BMG)

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20 The findings about the likelihood of employment, appear to include asylum seekers and therefore does not provide information on the likelihood of employment for those with permission to work.
Conclusion

There have been reports with different aims and methodologies, containing findings about the employment and skills of asylum seekers and refugees in Y&H. The two reports with the largest number of asylum seekers and refugees surveyed/interviewed were mainly focused on employment and skills, whereas the other two had other primary focuses. The four studies included over 1,000 responses from asylum seekers and refugees (although there may be double-counting as some may have participated in more than one report) and have a relatively good geographical spread in the region.

However, there are significant issues with the sampling and respondents, impacting on the extent to which the findings can be representative. There is a significant bias towards males in the respondents and there is little evidence about asylum seeker and refugee women, who are now the larger group entering the region. The nationality of respondents is also not representative of total asylum seekers and refugees in Y&H, and many of the findings are out-of-date, not necessarily reflecting the current picture of refugees in the region.

The findings of the reports contain some potentially useful information but are often inconclusive or not comparable. The findings relating to skills, education, qualifications, and training in their country of origin is directly contradictory and there is very little data about the employment of refugees prior to arriving in the UK. There is more data about skills, education, qualifications, and training in the UK and this focuses on and highlights the importance of English language in relation to education and also to employment. There is significantly more information about the employment of refugees in the UK, although again it is to some extent inconclusive. Two reports both show a very high proportion of refugees who are not in paid employment, whilst another shows a lower but still significant proportion. The findings also show a willingness to work among asylum seekers. There are some similarities in occupation and employment sector findings between the reports including: manufacturing, factories, food processing sector, hotels and restaurants, wholesale & retail trade, and the catering industry. However, these are not directly comparable as occupation and sector have been defined differently.

There is not sufficient knowledge about the skills and employment of refugees in Yorkshire and The Humber. Where findings exist, they are out-of-date and not representative of the refugee population. There are large evidence gaps particularly about the employment and skills of refugees in their country of origin before coming to the UK and how this compares to their employment and experience here. Other gaps include findings relating to women and a refugee's level of employment. Unemployment appears to be high but there are large evidence gaps acting as potential barriers to strategically improving the contribution of refugees to the region’s economy and integrating them into society.
Recommendations

- **A large comprehensive skills audit is undertaken** of refugees in Yorkshire and The Humber.

- The skills audit **focuses on the employment and skills** of refugees in their country of origin and in the UK.

- The skills audit includes **research on barriers to employment as perceived by refugees and by employers**.

- The findings are **linked to skills gaps in Yorkshire and The Humber**.

- It **should be representative** of refugees in Y&H, in terms of geography, nationality, age and gender.

- The skills audit is **funded by key regional organisations** charged with driving forward the relevant agenda i.e. economy, employment, skills, research.

- The research is ** overseen by a steering group** made up of key regional partners, particularly employers and refugee organisations.

- The research is **closely connected to other research** into refugees in the region (e.g. housing, education, health, integration, women).

- The skills audit **feeds directly into relevant strategies**, both refugee-related and mainstream, at regional, sub-regional and local levels.

- The skills audit **makes recommendations** for actions based upon the data for key regional and local organisations in Yorkshire & The Humber.
Bibliography


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