

The Impact of International Migration on the East Midlands



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Foreword

The impact of international migration is a controversial and politically contested issue. Nevertheless it cannot be ignored and must be discussed. There remains a lack of analysis and understanding about the scale and impact of international migration within Parliament, the media and the wider public which must be addressed. The recent British Attitudes Survey illustrates how misperceptions about migration can become established in the absence of a well informed debate.

Whilst decisions about the scale and nature of international migration can only be made at a national and international level, the impacts are often felt first on local communities and council services.

This report seeks to 'shine a light' on the scale of population change that has occurred across the East Midlands over the last 10-15 years and to make a rounded assessment of the impacts on our local economies and communities, making use of official ONS data and analysis commissioned from Nottingham Trent University.

It goes on to highlight some of the specific challenges facing councils in the East Midlands and gives examples of emerging best practice to inform the better delivery of public services. Finally, it makes a number of recommendations about how central and local government can work better together to address issues of common concern.

An analysis of the available evidence suggests that the impact of international migration on the East Midlands has generally been positive, particularly from an economic perspective. However, the scale of population change over the past 10-15 years and resulting impacts on public services and communities varies considerably and can present particular challenges for some local communities. It will generally fall to councils to manage these challenges, such as the pressure on school places or supporting people with 'No Recourse to Public Funds'. Such challenges are not insurmountable but they must be managed better if local services are to be more effectively planned for and delivered, and if community cohesion is to be maintained.

The East Midlands has a long and positive history of absorbing migrant communities from a variety of different ethnic and religious backgrounds. EMC will continue to play an active role supporting councils and communities to adapt to change through the East Midlands Strategic Migration Partnership. We expect that this report will be used positively to inform policy and practice at both national and local levels.

East Midlands Councils



Cllr Jon Collins
Chairman



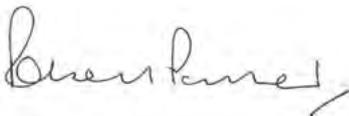
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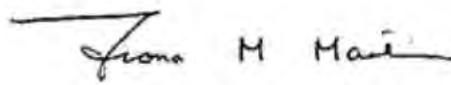
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Conservative Group Leader



Cllr Robert Parker
Labour Group Leader



Cllr Fiona Martin MBE
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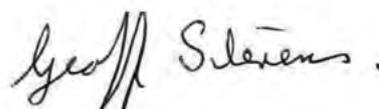


Executive Mayor Tony Egginton
Independent Group Leader
East Midlands Councils

East Midlands Strategic Migration Partnership



Cllr Paul Kenny
Chairman



Cllr Geoff Stevens MBE
Vice Chairman

Executive Summary & Recommendations

There remains a lack of awareness and informed discussion about the scale and impact of international migration within Parliament, the media and the public at large. This report represents an attempt by councils to ‘shine a light’ on such issues in an East Midlands context - but more needs to be done at a national level to frame the debate in a positive manner.

The available evidence suggests the impact of international migration on the East Midlands has generally been positive, particularly from an economic perspective. However the scale of population change and resulting impacts on public services and communities varies considerably and has resulted in particular challenges for some communities. These challenges are not insurmountable, but must be managed better by central and local government if local services are to be more effectively planned for and delivered, and if community cohesion is to be maintained.

The total population of the East Midlands grew at a faster rate than the average for England, at 8.2% compared to 7.7% between 2002 and 2012, due to a combination of natural change, UK inter-regional and international migration.

According to the 2011 Census, 9.9% of the East Midlands resident population was foreign-born, below the UK average of 13.8%. This equates to 448,200 individuals in a population of 4.5 million. This is an increase from the 2001 Census, where 6.1% of the resident population were estimated to have been born outside the UK.

There is strong evidence that international migrants make a positive net contribution to the UK budget. Migrants are 45% less likely to receive state benefits or tax credits compared to non-migrants and are estimated to make a contribution to regional output of around 10% (GVA). There is no firm evidence to suggest that international migrants have had an impact on wage levels or have displaced UK-born workers into unemployment.

Within this regional picture there are significant local variations in population structure and the pace of migration related population change. For example:

- Leicester City had by far the highest proportion of residents born outside the UK, at 33.6%. Non-UK born populations are also relatively concentrated in Nottingham (19.5%) and Derby (13.8%). Leicester also has the highest proportion of residents born in non-EU countries, at 28.2% of the total population.
- Boston has the highest proportion of residents born in EU Accession countries of any Local Authority in England and Wales, at 10.6%; and the biggest percentage increase where the non-UK born population grew by 8,063 residents (from 1,727 in 2001 to 9,790 in 2011), representing a growth of 467%.

This level of variation can give rise to a number of challenges for councils. In proposing practical solutions, the research and consultation has highlighted four key issues of particular concern to councils and communities in the East Midlands:

1 Local Data Quality

In order to better understand the dynamic nature of migrant populations at the local level there is a clear need for better quality and access to official local data. While the quality of national data has improved; the lack of a single, consistent and comparable official data source at the local level that is both timely and combines detail on migrant populations with information on economic activity prevents effective strategic planning and delivery of important public services. Since a sizeable element of council funding from central government is directly linked to population, any undercount of the migrant population leads to a significant shortfall in funding. Even when additional funding is forthcoming it lags behind the more immediate pressure on local services.

2 Cost Shift to Local Government

There is pressing need for Government to better understand the collective effect of legislative and policy changes that have led to additional unfunded burdens on councils at a time of rapid decline in council budgets. Cost shifts from central to local government include support for former 'looked after unaccompanied asylum seeking children' and those who have 'No Recourse to Public Funds' (NRPF). Whilst NRPF is Government policy, councils have to obey the law – and the law is clear in requiring local councils to support destitute families with children or those with complex long term needs, whatever their status.

3 Asylum Seeker Dispersal Policy

At the end of March 2014, there were just short of 2,000 supported asylum seekers in the East Midlands. In a region of 4.5 million this is a tiny number of people – but a 76% increase on the number for the previous year. However, the dispersal of asylum seekers is concentrated in particular wards rather than being more widely distributed across the local authority areas. It is this that causes strain upon public services and can place pressure on community cohesion. The Home Office (and their private sector accommodation contractor) must work better with councils to improve the asylum dispersal policy and give more of a local say over where and how such people are housed.

4 English for Speakers of Other Languages (ESOL)

The 2011 Census highlights that in the East Midlands there is lower English language proficiency in comparison to elsewhere. Councils are keen that new migrants should learn to speak English rather than making official information routinely available in other languages. However, the provision of language support has fallen. Across the region, ESOL waiting lists are getting longer; this is a real barrier to integration and finding work. This is a social and economic problem. A lack of language skills is a social problem in terms of community safety, health and wider integration and cohesion. Economically, it is a massive barrier to getting a job, a home and making a positive contribution to the local community. This is an issue not just for Government but also the EU - the free movement of labour is a cornerstone of the European Single Market.

Recommendations

- Government should secure a 'step change' improvement in the quality of local official data relating to the scale, location and characteristics of new migrant communities.
- The Home Office should commission Regional Strategic Migration Partnerships to undertake a focused review of migration impacts with support from local research institutions.
- Councils with significant migrant populations should take steps to understand the impact that new legislation may have on local service provision and work proactively with communities to address the concerns of local people.
- Government should ensure legislative and policy changes that have an impact on migration and migrants do not result, either individually or collectively, in additional unfunded new burdens on councils.
- All unitary and county councils in the East Midlands should use and maintain the NRPF Connect database to ensure that resources are targeted effectively, prevent fraud and meet the needs of vulnerable people in the community.
- Government should respond positively to the recommendations of the Public Accounts Select Committee on the management of the COMPASS Contracts.
- The Home Office and its contractors should work more closely with Regional Strategic Migration Partnerships and individual councils to achieve a more flexible and effective asylum seeker dispersal policy. This should include a greater local say over where and how accommodation is provided, take into account wider population change and the ability of local communities to accommodate increased numbers of supported asylum seekers.



- Joint action by councils and local partners to support people who wish to return to their country of origin has been shown to be effective. Government should make a longer term commitment to the funding of schemes such as that successfully operated by Framework Housing Association in Nottingham.
- The EU and UK Government must ensure that adequate provision is made for ESOL services as a core element of a coherent approach to the integration of migrant communities. Councils, colleges and Local Enterprise Partnerships should actively explore new ways of delivering ESOL services, including community based solutions, to make the most effective use of available resources.
- Ethnicity and country of origin data for all health interventions should be routinely recorded and used to produce comprehensive 'Migrant Health Profiles' for key migrant populations.
- A systematic multi-agency approach based around the police, central and local government is required to maintain community safety and cohesion in areas with high migrant populations. This must be underpinned by a step change improvement in the quality of local data relating to international migrants as both the perpetrators and victims of crime.
- The Government and NHS England should work with councils to improve the data and intelligence relating to the future demand for school places and councils should ensure flexible delivery to meet identified need in a timely and cost effective manner.



Section 1: A Statistical Overview of International Migration

1.1 Background

1.1.1 Migrant populations are inherently difficult to define and quantify, for both practical and conceptual reasons. International migrants remain a relatively small minority in most countries. The Organisation for Economic Co-operation and Development (OECD) estimates that individuals living somewhere other than their country of birth accounted for 3.2% of the global population in 2013.¹ Minority groups are difficult to survey, firstly because it is difficult to generate robust samples of smaller population groups,² and secondly because migrants – especially recent arrivals – can be highly mobile.

1.1.2 There are also definitional challenges, including whether individuals are defined as ‘migrants’ based on their country of birth, citizenship, immigration status or more subjective views of nationality – all of which have conceptual weaknesses, which are discussed where relevant throughout this section. However, significant investment has been made in improving migration statistics in the UK in recent years, with a number of innovations in both data collection and estimation enabling access to far more reliable and detailed statistics than previously.

1.1.3 There continues to be much more detailed and reliable estimates on migration at a national level compared to more limited data at a regional and local level, especially on migration flows and more recent developments (such as the possible impacts of the lifting of transitional controls on migrants from Bulgaria and Romania on January 1st 2014).

1.1.4 Section 1.3 starts with an overview of the trends in migration to and from the UK, based on the best and most recent available data. The Census provides the most detail

on migrant populations at a sub-national level, and is the focus of Section 1.4 looking at the East Midlands and its constituent council areas. Finally, the most problematic questions – on the economic, fiscal and labour market impacts of migration – have been the focus of a series of major national and regional studies. The outcome of this work is summarised in Section 1.5.

1.1.5 Section 1.2 summarises the key issues across all three sections. Further detail and supporting analysis is provided in the Statistical Annex at the back of this report.

1.2 Summary

1.2.1 In the main survey evidence (the Labour Force Survey and the Census), ‘migrants’ can be defined by country of birth or stated nationality. Both are proxy measures. According to the Labour Force Survey for the 2012 calendar year, 12.3% of the resident population of the UK were non-UK born but 7.8% defined themselves as non-UK national. This likely level of overestimate on the basis of country of birth is due to factors such as children born to UK nationals living and working overseas (such as on military bases) and individuals who have lived in the UK for most of their lives and have since become British citizens. Despite this issue, country of birth remains the most widely available and detailed proxy estimate for ‘migrant’ populations.

1.2.2 Adults born in the EU are significantly more likely to be in employment than either UK-born adults or those born in non-EU countries. In the 3 months to March 2014 in the UK overall, 78% of working age individuals born in EU countries were in employment, compared to 73.1% for those born in the UK and 64.8% for those born in non-EU countries. The highest rates of employment were for

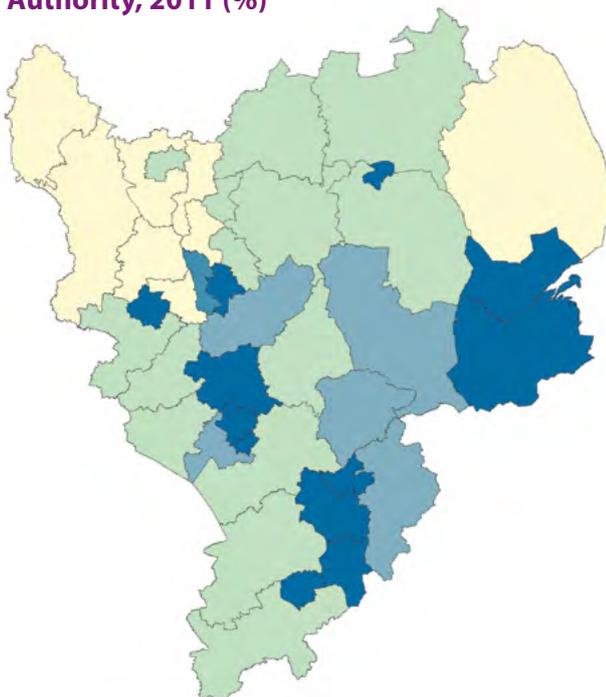
¹ OECD, October 2013. ‘World Migration in Figures: A joint contribution by UN-DESA and OECD to the United Nations High-Level Dialogue on Migration and Development, 3-4 October 2013.’ Paris: OECD. URL: <http://www.oecd.org/els/mig/World-Migration-in-Figures.pdf>

² Most demographic and labour market statistics are based on sample surveys, where a relatively small ‘sample’ of the total population of interest is interviewed – and information about this wider population of interest is inferred from responses from the sample. Even in very large surveys, like the Labour Force Survey, which is based on 250,000 interviews annually, there will be a relatively small number of observations from members of any given minority group. This problem is further confounded by practical difficulties in accessing and interviewing new migrants, who may only be resident at a given address for a short-time, or resident in shared accommodation, which leads to significant risk of under-estimating this population and/or relatively small numbers of observations on which to gross up final estimates (meaning that estimates of important characteristics of migrants, such as sector or occupation of employment, can be highly unreliable).

individuals born in A8 countries, at 81.3%, Australia and New Zealand, at 82.5%, and South Africa, at 82.5%.

1.2.3 According to the 2011 Census, 9.9% of the East Midlands resident population were born outside the UK – below the UK average of 13.8%. This is equivalent to 448,200 individuals in a population of 4.5 million. This is an increase from the 2001 Census, where 6.1% of the resident population were estimated to have been born outside the UK. Map 1 confirms that the largest proportions of non-UK born residents are concentrated within and around the five largest cities and towns in the region (including Lincoln and Northampton) – with the exception of two districts in Lincolnshire, Boston and South Holland. The lowest proportions of non-UK born residents were in Derbyshire, at 3.3% of the total population (25,600 individuals).

Map 1: Non-UK born population by East Midlands Local Authority District and Unitary Authority, 2011 (%)



% non-UK born (2011 resident population)

Dark Blue	8 to 33 (12)
Medium Blue	7 to 8 (1)
Light Blue	6 to 7 (5)
Light Green	4 to 6 (14)
Yellow	2 to 4 (8)

NOTTINGHAM BUSINESS SCHOOL
Nottingham Trent University

Source: ONS Crown Copyright, 2013. '2011 Census: Key Statistics for local authorities in England and Wales', Table KS204EW: Country of birth, local authorities in England and Wales (contains Ordnance Survey data © Crown Copyright and database right, 2014).



1.2.4 People from non-EU countries accounted for the largest proportion, at 6.3% of the total East Midlands population (285,600 individuals). Individuals born in EU Accession countries accounted for 2% of the population, equivalent to 91,700 individuals:

- Leicester City had by far the highest proportion of residents born outside the UK, at 33.6%. Non-UK born populations are also relatively concentrated in Nottingham (19.5%) and Derby (13.8%). Leicester also has the highest proportion of residents born in non-EU countries, at 28.2% of the total population.
- Individuals born in EU Accession states were highly concentrated in the districts of Boston and South Holland – together accounting for 13% of the East Midlands population born in EU Accession countries, but only 3% of the total regional population. Boston has the highest proportion of residents born in EU Accession countries of any Local Authority in England and Wales, at 10.6%.

1.2.5 In 2011, India was the country of birth for the greatest number of residents in the East Midlands, followed by Poland.

1.2.6 The total population of the East Midlands grew at a faster rate than the average for England, at 8.2% compared to 7.7% between 2002 and 2012. This was a faster rate than any other northern or midlands region. In England overall, natural change outstripped migration as a driver of population growth in the last two years. In the East Midlands, migration continues to account for a slightly higher proportion (50.7%) – but this includes internal migration. Internal migration accounted for 20% of population growth in the East Midlands between 2011 and 2012 and international migration accounted for 30.6%.

1.3 UK Demographic Change

- 1.3.1** The recently revised Long-Term International Migration (LTIM)³ series are presented by the ONS as the 'best' official estimates of migrant flows to and from the UK, and are used as inputs to Mid-year Estimates (MYE) of the resident population of the UK, alongside the balance between births and deaths (i.e. natural change).
- 1.3.2** Net long-term international migration (LTIM) to the UK as a whole reached its highest point, at 260,000, in the 12 months to mid-2005, the period immediately following the enlargement of the EU in 2004 to include the 8 Central and Eastern European Countries (the A8) and Cyprus and Malta. The latest estimate (mid 2013) of net-migration to the UK is below this level, at 182,000 – this is principally due to lower levels of immigration, with out-migration (emigration) of British citizens, which was 64,000 in the 12 months to June 2013, down from its highest level of 122,000 in the 12 months to June 2007.
- 1.3.3** Non-EU migrants continue to account for the largest share of net-migration to the UK, but this has fallen in recent years. Net EU migration has recently increased, and in the last 12 months this has been driven by an increase in immigration from pre-2004 (EU15) member states – such as Spain and Italy. This is confirmed by the latest National Insurance number (NINo) registrations, which show a significant increase in registrations from Spanish and Italian citizens compared to 2012. Migration from non-EU countries has decreased significantly, from 233,000 in mid-2004 to 140,000 in mid-2013.
- 1.3.4** Net migration from EU countries increased significantly following the EU enlargement in 2004, from 43,000 in mid-2004 to 106,000 in mid-2005, but then fell significantly between 2008 and 2012 as the UK entered recession (to its lowest post-enlargement net level of 62,000 in 2009).
- 1.3.5** In terms of reasons for travel, formal study accounts for the largest share of all net migration, whilst work-related reasons accounts for the largest share of net migration from EU citizens. The net numbers migrating for formal study have fallen since 2010 (for both all migrants and for EU-migrants), whilst net work-related migration for EU citizens has increased very significantly in the latest comparable period (the 12 months to June 2013).
- 1.3.6** NINo registrations to EU nationals in 2013 increased significantly compared to 2012, whilst the number of non-EU registrations remained stable.
- 1.3.7** Poland accounts for the largest share (18%) of NINo registrations to overseas nationals, and the number of Polish nationals registering for a NINo also increased significantly between 2012 and 2013. Spain accounted for the next largest share (8%), with numbers also increasing significantly on 2012. Registrations from Italian and Portuguese nationals also increased very significantly.
- 1.3.8** The Labour Force Survey, a household survey of UK residents aged over 16, enables the number of 'migrants' to be defined in two ways – by country of birth or by stated nationality. Numbers of non-UK born residents tend to be significantly higher than non-UK nationals, although the numbers have increased over time on both measures.
- 1.3.9** Individuals born outside the UK accounted for 12.3% of the total UK resident population in the LFS for the 2012 calendar year, and 15.5% of the working age population. Individuals who described themselves as non-UK nationals accounted for 7.8% of the total population and 9.5% of the working age population. There were estimated to be 7.7 million individuals born outside the UK and 4.8 million non-UK nationals in the 2012 calendar year. The share of the working age population is higher in both cases due to migrant populations tending to have a younger age profile compared to non-migrants.
- 1.3.10** The number of migrants in employment, on both definitions, has grown significantly over the last fifteen years. According to the LFS for the first quarter of 2014, adults who were not born in the UK accounted for 15% of total employment and adults who were non-UK nationals accounted for 9.1%.
- 1.3.11** There are a greater number of adults in employment born in non-EU countries compared to EU countries, although the numbers born in EU countries has grown at a faster rate.
- 1.3.12** The number of adults in employment born in A8 countries now exceeds those in employment born in EU14 countries, at 802,000 compared to 775,000.

1.3.13 The number born in Romania and Bulgaria in employment in the UK in the first quarter of 2014 is relatively small, at 140,000. Although this has increased by a fairly high rate on the year (26%); the increase in absolute numbers is small (an additional 28,000 individuals compared to the first quarter of 2013).

1.3.14 The total employment rate for all individuals born outside the UK is lower than average, at 69.3% compared to 72.5% in the first quarter of 2014. However, the employment rate for adults born in EU countries is significantly higher, at 78%. The employment rate for those born in the A8 was 81.3% and it was 76.2% for those born in Bulgaria and Romania.

1.3.15 The employment rate for adults born in non-EU countries was lower than average, at 64.8% - but this varies significantly, with a rate of 84.9% for individuals born in Australia and New Zealand compared to 52.1% for those born in Pakistan and Bangladesh. High proportions of adults in formal study is likely to affect the employment rates of non-EU migrants, given this is the 'reason for travel' given by the largest proportion of this group in the International Passenger Survey.

1.4 Demographic Change within the East Midlands

1.4.1 According to the 2011 Census, 9.9% of the East Midlands resident population were born outside the UK – below the UK average of 13.8%. This is equivalent to 448,200 individuals in a population of 4.5 million. This is an increase from the 2001 Census, where 6.1% of the resident population were estimated to have been born outside the UK.

1.4.2 People from non-EU countries accounted for the largest proportion, at 6.3% of the total population (285,600 individuals).

1.4.3 Although the East Midlands has a smaller proportion of non-UK born residents than average, 2% of the population were born in an EU Accession country (in line with the UK average) – equivalent to 91,700 individuals.

1.4.4 Leicester City had by far the highest proportion of residents born outside the UK, at 33.6%. Non-UK born populations are also relatively concentrated in Nottingham

(19.5%) and Derby (13.8%). Leicester also has the highest proportion of residents born in non-EU countries, at 28.2% of the total population.

1.4.5 Although Lincolnshire had a below average proportion of residents born outside the UK, individuals born in EU Accession states were highly concentrated in the districts of Boston and South Holland – together accounting for 13% of the East Midlands population born in EU Accession countries, but only 3% of the total regional population. Boston has the highest proportion of residents born in EU Accession countries of any Local Authority in England and Wales, at 10.6%.

1.4.6 Between 2001 and 2011, the absolute number of migrants increased by the greatest amount in Leicester, but the greatest percentage change was experienced in Boston.

1.4.7 India was the specific country of birth for the greatest number of East Midlands residents born outside the UK, followed by Poland.

1.4.8 The total population of the East Midlands grew at a faster rate than the average for England, at 8.2% compared to 7.7% between 2002 and 2012. This was a faster rate than any other northern or midlands region.

1.4.9 In England overall, migration as a component of total population change peaked in 2005, and has recently been outstripped by natural change. In the East Midlands, migration accounted for a slightly higher proportion of population growth between 2011 and 2012 than natural change, but this includes internal migration (from other English regions). Internal migration accounted for 20% of population growth in the region and international migration accounted for 30.6%. The size of internal migration inflows and outflows to and from the East Midlands are significantly bigger than international migration flows – although the gap between inflows and outflows (net internal migration) is smaller than net international migration.

1.5 Economic and Labour Market Impacts

- 1.5.1** The debate on migration has often been dominated by discussion of economic and societal costs with insufficient consideration of the benefits. However, the available evidence suggests the impact of international migration on the UK (and the East Midlands) has generally had a positive economic effect. For example, recent research⁴ produced jointly by BIS and Home Office analysts concluded that, during periods of economic growth, the labour market appeared able to adjust to high levels of net migration with little evidence of negative impacts. However, following the onset of recession in 2008 there is some evidence of the displacement of both UK-born workers and non-EU migrants into unemployment. These effects appear to have been short-term, as recent data for 2012-13 suggests that employment levels for all groups are increasing.
- 1.5.2** There is strong evidence that international migration overall makes a positive net contribution to the UK budget. Recent EU migrants (post-2001) made a particularly strong net fiscal contribution, paying 34% more into the exchequer than taken out in benefits and services between 2001 and 2011 – compared to a small negative fiscal contribution for both UK-natives and non-EU migrants. This is largely due to the younger age profile of recent migrants. Migrants tend to be younger upon entry to the country, were 45% less likely to receive state benefits or tax credits compared to non-migrants - and a significant number leave before becoming older and negatively impacting upon the dependency ratio.
- 1.5.3** The positive economic impact of net migration was highlighted by the Office of Budget Responsibility which reported the UK's net public sector debt would rise from 74% of GDP today to Greek-like debt levels of 187% of GDP by the middle years of this century (2061/62)⁵ without any net migration.
- 1.5.4** In the East Midlands, recent migrants were increasingly likely to be employed in low-skill sectors and occupations. However, there was no evidence to suggest that migrants caused wage growth to be dampened – with occupations where higher proportions of migrants were employed experiencing higher than average wage growth.
- 1.5.5** There was also little evidence to suggest that increasing numbers of migrants in employment in the East Midlands caused the displacement of native workers, pre- or post-2008. Exits by UK-born workers from occupations and sectors where large proportions of migrants were employed did not increase following the increase in net migration in 2004.
- 1.5.6** Following the onset of recession in 2008, where job losses were observed in sectors employing high proportions of migrants, these job losses were proportionately similar for migrants and non-migrants. At a local level, there was no significant relationship between changes in the number of migrants in employment and any increase in unemployment.
- 1.5.7** Migrants were estimated to make a very significant contribution to output (in total Gross Value Added) in the East Midlands, at 9.6% in 2005, 10.6% in 2008 and 10% in 2009.

1.6 Improving Local Data Quality

- 1.6.1** The quality of data on international migration has significantly improved in recent years and a number of important and compelling conclusions can be drawn as a result. However, a common theme throughout this report is that there is no single and reliable source of data at a local level that combines detail on migrant populations with timeliness and an indication of levels and trends in labour market participation.
- 1.6.2** The Home Office's own report on 'Social and Public Service Impacts of International Migration at the Local Level' (July 2013) failed to illustrate local and regional demographic change and did not provide any clear conclusions as to what these impacts might be. Unsurprisingly, the report does not seem to have had any discernable influence on public policy debate or the provision of local services.

⁴ Devlin, C., Bolt, O., Patel, D., Harding, D., and Hussain, I., HM Home Office and Department for Business, Innovation and Skills, March 2014. 'Impacts of Migration on UK Native Employment: An Analytical Review of the Evidence.' BIS and HO Occasional Paper 109. URL: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/287287/occ109.pdf

⁵ Pg. 87, Fiscal Sustainability Report, Office for Budget Responsibility, July 2012.

1.6.3 As a result councils still do not have a clear picture of the characteristics of migrant communities in their localities. This is a real barrier to the effective strategic planning and delivery of important public services. Moreover, since a sizeable element of local government funding from central government is directly linked to the size of the local population, any undercount of the migrant population leads to a significant shortfall in funding, exacerbating an already difficult financial position for councils. Even when additional funding is forthcoming, it lags behind the more immediate pressure on local services.

1.6.4 There are some quick and cost effective ways in which local data quality could be improved. For example, GPs and hospitals could routinely record ethnicity and country of origin for all health interventions. NHS England could make this available to councils in summary form. This would not only enable a better understanding of migrant health but would also support better local service planning and provision.

1.6.5 Regional Strategic Migration Partnerships potentially have a key role to play in collating and analysing local data on migrant populations working in partnership with local research institutions.

Recommendation 1

Government should secure a 'step change' improvement in the quality of local official data relating to the scale, location and characteristics of new migrant communities.

Recommendation 2

The Home Office should commission Regional Strategic Migration Partnerships to undertake a focused review of migration impacts with support from local research institutions.



Section 2: Challenges for Councils in the East Midlands

2.1 Political and Legislative Drivers

2.1.1 Section 1 demonstrates that the scale and pace of international migration related population change is often highly localised. From a local authority perspective this can give rise to a number of practical challenges. Firstly, a rapid rise in population (from whatever source) can mean that demand on council services grows at a faster rate than is recognised by the Government's funding formula – meaning that council services can be almost permanently under-resourced. Secondly, some new communities give rise to specialised short term needs that councils can sometimes find difficult to meet quickly. Thirdly, the impact of new communities on local labour and housing

markets (real or imagined), can have implications for community cohesion that councils, along with other relevant public bodies, have a responsibility to manage.

Public Attitudes to Migration

2.1.2 The often firmly held attitudes and concerns of the public on issues related to international migration require an effective and confident response from politicians and public service providers. The concerns of the public are genuinely felt, however, there appears to be a mismatch between 'fact' and public perception in some sections of the population which must be addressed. Recent research by The National Centre for Social Attitudes Survey has revealed the size of the challenge.

CASE STUDY 1 The National Centre for Social Research: British Social Attitudes Survey (2013)

Attitudes to International Migration

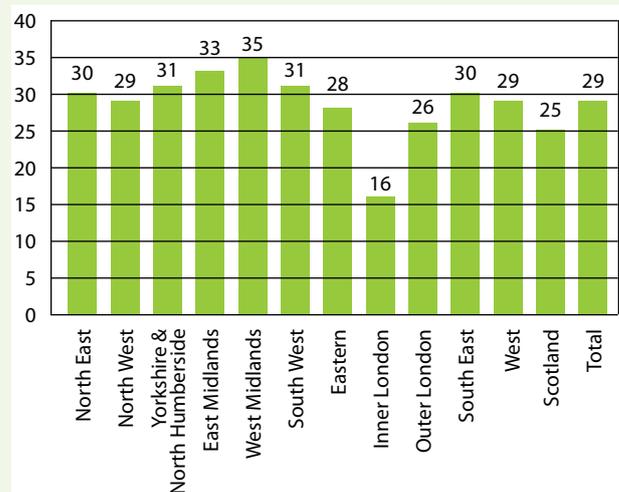
The British Social Attitudes Survey includes public attitudes on the economic and cultural impact of immigration. It found that 31% believe that immigration has been good for the British economy, while 35% believe it has enriched British culture. Around 50% feel that immigration has not had negative economic or cultural effects. However, in contrast 47% believe international migration does have a negative economic impact, and 45% think it has undermined British cultural life.

Views about migration are likely to be influenced by a wide range of factors, including educational attainment, social position, values, and experiences. For example, while 60% of graduates think immigration has had beneficial economic consequences for Britain, just 17 per cent of those with no qualifications share this view.

Overall views of the impact of different migrant groups vary. Assessments of student migrants are the most positive: 35 per cent believe the benefits they bring to

Britain outweigh the costs, 34 per cent feel the costs outweigh the benefits and 23 per cent feel the costs and benefits are about the same.

Self-reported racial prejudice



Source: The National Centre for Social Research (NATCEN), 2014. 'BSA 31: The British Social Attitudes Survey, 2013'; London: NATCEN, URL: <http://www.bsa-31.natcen.ac.uk/>

There is a more negative view about the costs and benefits of labour migration, with only a fifth of people believing that labour migration is of net benefit to Britain, while a clear majority feel Britain loses more than it gains from such migration.

The Migrant Vote

- 2.1.3** In addition to public perceptions and concerns, there is an interesting political dynamic to international migration from what many are now seeing as an emerging force in UK politics – the migrant vote.
- 2.1.4** All EU citizens have the right to vote in local and European elections in the UK – but not elections for the UK Parliament. The recent May 2014 elections saw an emerging campaign in some areas (for example in Lincoln - with 3 Eastern European candidates running for council elections), to engage, register and bring out the 'migrant' vote.
- 2.1.5** While the number of EU migrants registered to vote in the UK has more than tripled in the decade to 2012, reaching 1.3 million according to research from the European Institute at Sussex University, the Electoral Commission estimates that only 56% of EU migrants were registered compared with 84% of UK nationals. However, the potential of the migrant vote is becoming recognised by the three largest parties at Westminster, with MPs and local councillors increasingly looking closely at the number of local government electors, Parliamentary electors and EU citizens registered to vote.



Racial Prejudice

The self-reported racial prejudice data for 2013 has been broken down by region in the graph on page 14. The East Midlands was the second highest region for people self-reporting as racially prejudiced at 33%, behind only the West Midlands (35%). In contrast, only 16% of the inner-London population described themselves as racially prejudiced.

Changing Legislative Context

- 2.1.6** The legislative framework within which councils and other public bodies operate has been subject to a number of significant changes over recent years as national politicians seek to respond to changing economic circumstances and political pressures. Such changes can also result in rapid increases in demand for local services, for example support for destitute migrants, as councils seek to help often vulnerable people adjust to new circumstances.
- 2.1.7** 2014 will see two key pieces of legislation associated with the impact of international migration; the Immigration Act 2014 and the Modern Slavery Bill. In addition Government is making changes that will restrict access to welfare benefits for EU nationals.
- 2.1.8** The key elements of the Immigration Act 2014 include:
- Reform of the removals and appeals system.
 - Requirements of temporary migrants to contribute to health care.
 - Requirements on private landlords to check the immigration status of tenants.
 - Requirements on banks and DVLA to carry out checks before opening accounts/and issuing driving licences.
 - New powers to regulate the immigration advice sector.
 - Simplification of immigration fees.
- 2.1.9** Key elements of the Modern Slavery Bill include:
- Consolidating existing human trafficking and slavery offences to make the options available to law enforcement, when investigating and pursuing trafficking related charges, administratively simpler and operationally clearer.

- Increasing the maximum sentence for human trafficking to life imprisonment, to ensure that modern-day slave drivers face the full force of the law.
- Introducing an Anti-Slavery Commissioner to galvanise efforts in the UK to challenge modern slavery by working with Government and law-enforcement agencies to realise more investigations, prosecutions and convictions of human traffickers.
- Introducing slavery and trafficking prevention orders and slavery and trafficking risk orders to restrict movements or impose other prohibitions on convicted or suspected traffickers to reduce the risk they pose.
- Creating a new requirement for 'first responders' including public authorities to report all suspected cases of human trafficking to the national referral mechanism (NRM). This will improve the understanding of the nature and scale of this crime and help improve the response.

2.1.10 The East Midlands is in a strong position to respond to the new legislation. In January 2014 one of the first regional Anti-Human Trafficking Partnerships was established including membership from local government, police, statutory agencies and the voluntary sector. The partnership aims to co-ordinate the efforts of local authority and charitable bodies in the East Midlands to:

- Raise public awareness of human trafficking and slavery.
- Support the work of the police in their efforts to detect human trafficking and bring suspects to justice.
- Provide help for rescued victims of human trafficking/slavery.

Engagement in the partnership is continuing to grow with an increasing number of agencies recognising the value of partnership working in this complex and challenging area. The priority areas for the partnership are: intelligence gathering and collation, awareness raising and support for victims.

2.1.11 Changes to welfare benefits for European Economic Area (EEA) nationals include:

- From 1st January 2014, all newly-arrived EEA jobseekers have to wait for 3 months before they can get income-based Job Seeker Allowance (JSA); after 3 months, migrants will also have to take a stronger, more robust Habitual Residence Test if they want to claim income-based JSA.

- EEA jobseekers can only access JSA, Child Benefit and Child Tax Credit for 6 months. After 6 months, only those who have a job offer or compelling evidence that they have a genuine chance of finding work will be able to continue claiming, and then only for a short period.
- From 1st April 2014, new EEA jobseekers are no longer able to claim Housing Benefit.
- From 1st March 2014, migrants from the EEA who claim to be in work or self-employed in order to gain access to a range of benefits including JSA, Housing Benefit, Child Benefit and Child Tax Credit will face a more robust test, which includes satisfying a minimum earnings threshold.
- From 1st July 2014, jobseekers arriving in the UK need to live in the country for three months in order to claim Child Benefit and Child Tax Credit.
- From 8th April 2014, new claimants eligible for Jobseeker's Allowance no longer have routine access to interpretation services, and from 28 April 2014 their spoken English will be tested in England. If claimants' language is found to be a barrier to looking for work they will be expected to improve it.

2.1.12 The new legislation and associated changes to welfare benefits have the potential to increase the demands on these services, particularly in the transition period and Local Authorities have already begun to identify some early impacts of these changes. Increased numbers of EEA migrants, particularly families, have been in contact with children's and adult services for advice. Whilst quantitative data is not as yet available, anecdotal evidence suggests increases in destitution, homelessness presentations and rough sleeping in urban areas with greater concentrations of migrant communities.

Local Leadership

2.1.13 The collective impact of these political and legislative drivers is most keenly felt at a local level. It is vital, therefore, that councils which are subject to migration pressures take steps to understand the impact of legislative changes on service provision and engage proactively with local communities on key issues of local concern. The town of Boston in Lincolnshire has seen a very rapid rise in migrants from Eastern Europe in recent years, which has caused some community tensions. The Borough Council has worked hard on a cross party basis to understand the impact on services and engage with local people to maintain community cohesion.

CASE STUDY 2: The Social Impact of Population Change in Boston

The Social Impact of Population Change in Boston Task and Finish Group was set up by the Council's Corporate and Community Scrutiny Committee on 24th November 2011. The Group wanted to let everyone in Boston who felt the 'social impact of population change' share their views, air their concerns and have a sensible and open debate about what they thought, how they felt and what the 'real' impact of large scale EU in-migration into a small market town really was on individuals, neighbourhoods and communities. The process was all about listening to people, taking evidence from partners and then defining what the Council could do, what and who they could influence and what they could ask and expect from others on behalf of residents.

A vast amount of evidence was taken from a very wide range of partners and stakeholders in order to produce a report that was adopted by Full Council in November 2012. The report contained 28 recommendations for action at local, regional, national and European levels; the report received wide and significant acknowledgement and because it was born from Boston's scrutiny process, received the Centre for Public Scrutiny 'Scrutineers's Choice Award' and won the judge's 'Overall Impact Award' at the Centre's awards ceremony on 11th June 2013.

One of the key challenges for the Council was and remains to be working with the community to help them appreciate that many of the issues that gave and continue to give cause for concern are not matters for which Boston Borough Council has direct control and that as a small Borough Council they are making their very best endeavours to punch well above their weight by taking the community's concerns directly to those who do have influence, can make decisions and can drive change.

The report, which is accessible at:
<http://www.boston.gov.uk/CHttpHandler.ashx?id=8079&p=0> was only the start of the process.

Since its publication, Boston Borough Council and its partners have worked hard to deliver against the recommendations; including regular review and reporting back through Scrutiny three times to May 2014, and making subsequent recommendations that were adopted by the Council. Boston Borough Council have an ongoing

Scrutiny work programme to further scrutinise progress against actions and shape how it continues to focus on issues that matter to the community because of the social impact that population change has and continues to have.

The report progressed to the highest levels of Government and was talked about on the national stage. It featured as the basis for many conversations on television and radio and made many column inches in national and local newspapers - Prime Minister David Cameron made reference to the report in a TV interview. Its production encouraged the Home Office to send a team of investigators to Boston and the Task and Finish Group chairman, Cllr Paul Kenny (Labour) and group member and portfolio holder for community development, Cllr Mike Gilbert (Conservative) were invited guests to the House of Commons to address the All-Party Parliamentary Group on Migration.

The entire process was driven and run by non-executive members of Boston Borough Council and included representatives from Conservative, Labour, Independent and English Democrat groups. Protocol was suspended at Scrutiny Meetings to encourage full participation by members of the public and community groups.

The report, and the activities which led to its production, have probably done more than anything else in the past few years to encourage educated debate about immigration. Locally the work the Council continues to do on the social impacts of population change have its admirers and its critics, but all have the same thing in common - it has been the cause of sensible and reasoned debate around the challenges Boston faces.

As for outcomes, national immigration policy has not changed and the Gang Master Licensing Authority do not have more resources. However, in terms of what the local community asked for, and what has been done:

- Benches have been removed at locations where people congregated to drink alcohol - there's no drinking there anymore and local people no longer feel intimidated.
- The local police team widely use restorative justice as a highly successful preventative model of enforcement with all groups of offenders.



- The Council explored the licensing for all privately rented homes in the Borough because the community highlighted the major detrimental impact of population change on the operation of the private rented sector.
- Boston was one of only two district councils to secure Government funding in December 2013 to run a Rogue Landlord project.
- Improved joint working with the Home Office, Police and a local charity to support repatriation of migrants not exercising their EU Treaty Rights.
- Secured the full support of the community and the PCC to introduce a total alcohol 'drinking ban' in the town centre as soon as Public Protection Orders come into force under the Anti-social Behaviour, Crime and Policing Act, 2014.
- Following significant concerns from the community regarding foreign registered vehicles and lobbying

within Government by the local MP, Mark Simmonds, the Minister responsible for vehicle licensing, Stephen Hammond, has requested a joint project between VOSA, DVLA and other Government departments to explore how foreign vehicles can be more effectively 'regulated' whilst in the UK.

In addition, Boston Borough Council now has direct links with the Polish Consulate General in the UK and the Latvian Ambassador for the UK who have visited Boston numerous times. The report was a catalyst for change and has made many accept that it is fine to talk openly and honestly about migration and the challenges it brings as well as the opportunities it offers.

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Recommendation 3

Councils with migrant populations should take steps to understand the impact that new legislation may have on local service provision and work proactively with communities to address the concerns of local people.

2.2 Cost Shifts to Local Government

- 2.2.1** Whilst councils need to show local leadership, there is a pressing need for Government to better understand the effect of policy and legislative changes that lead to additional unfunded burdens on councils.
- 2.2.2** Cost shifts from central to local government include support for former 'looked after unaccompanied asylum seeking children' and those who have No Recourse to Public Funds (NRPF); a condition imposed by the Home Office where people have no entitlement to welfare benefits or public housing.⁶
- 2.2.3** While migrant entitlement to welfare benefits is a matter of Government policy, councils have to obey the law. The National Assistance Act 1948 and the Children's Act 1989 make it clear that councils have a duty to support destitute families with children, those in need or at risk, or those with complex long term needs. If it is determined through a statutory assessment that a person's level of need meets the threshold for social services assistance, a council will be required to meet those needs, which may include accommodation and subsistence - regardless of NRPF status. This support from councils is therefore unfunded by central Government and already represents a growing burden on some councils at a time of significant reductions in council budgets.
- 2.2.4** Whilst councils are required to support destitute people with NRPF status, the sector has little influence on either mitigating the circumstances of their destitution or their numbers. This is the responsibility of the Home Office for third country nationals. As a result the opportunities for local government to reduce cost, short of major policy changes, are limited to the margins.
- 2.2.5** The majority of costs borne by councils in supporting people with NRPF status are incurred through providing accommodation for families with children; but the highest individual costs are incurred by a very few NRPF single adults with complex and long term needs such as those with mental health issues or sleeping rough. Councils believe that a significant portion of the costs for supporting NRPF Third Country nationals are caused by the slowness of the Home Office in resolving cases - thereby emphasising the importance of timely, accurate and high-quality decision making.

- 2.2.6** There has been concern from some partners in the voluntary and community sector regarding the apparent arbitrary nature of some decisions made by councils that appear to interpret the law in different ways. To promote clarity, some councils, including Nottingham City Council, have published a protocol for its support of NRPF cases. In addition, East Midlands Councils (with support from the Home Office) has provided training for 28 frontline staff on human rights assessments for children and adults and a further programme of advanced training has taken place.
- 2.2.7** There remains a lack of consistent and comparable data on local and regional impacts of NRPF status. To provide a better understanding, the East Midlands Strategic Migration Partnership commissioned research in 2012/13 that identified 877 NRPF people supported by councils in the East Midlands (22% of the national total) at a cost of over £1.6 million, including 388 families with children in Derby City.
- 2.2.8** Since this research was concluded, councils in the East Midlands have been actively working with the Home Office to reduce the number of supported people who have NRPF status. Joint work with councils, the East Midlands NRPF Network and the Home Office Immigration and Sanctions Unit has highlighted the need for more effective management of NRPF cases. The roll out of the 'NRPF Connect' database and a programme of training and development for front line staff has supported this approach - but Government must do more to address the fundamental causes of the problem.



CASE STUDY 3: NRPf Connect (Leicester City Council)

Leicester City Council was one of the first subscribers to the NRPf Connect database and has been using the system since April 2013.

NRPf Connect has been developed by the NRPf Network and the Home Office to share more effectively and securely case information between the Home Office and local authorities. It increases the speed at which cases are resolved leading to greater efficiency savings, an overall reduction in cost to local authorities and a reduction in the distress for individuals and families associated with delays in the immigration process.

NRPf Connect is a secure web-based data-sharing system for local authorities and the Home Office, working with migrants who have NRPf. It is an online database managed by the NRPf Network and administered by the NRPf Connect Project Team (based at Islington Council).

Local authorities input and have full access to their own data; all cases on the Connect database are accessible by the Home Office Intervention and Sanctions Unit's dedicated NRPf Connect Team. A restricted view of a service user's record entered by another local authority can also be accessed in order to identify whether a case is known to that local authority.

NRPf Connect has the potential to lead to a number of benefits for both local authorities and the Home Office:

- Improved joint working between local authorities and the Home Office.
- Faster case resolution.
- Cost reduction/fall in cases supported.
- Better identification of safeguarding concerns. e.g. when individuals and families remain in the UK illegally and move from area to area seeking local authority assistance.
- Improved efficiency of day-to-day work on NRPf cases.
- Shared good practice with other local authorities and the Home Office.
- NRPf Connect software costs £2,000 per annum per local authority.

Leicester City Council integrated its Persons From Abroad Team in April 2014 bringing together support for adults, children and families. The team was supporting 91 service users as at 31st March at a total annual cost of £246,970. They have identified actual savings on one case alone of £1,950 rising to £2,500 for a full year which when aggregated across all cases has the potential to lead to substantial savings across the service and more than pays for the cost of the software.

The team has had an overall positive experience using the system and find the reports it can generate particularly helpful. Some concerns exist about the Home Office's ability to update the database in real time which can lead to delays and confusion.

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Recommendation 4

Government should ensure legislative and policy changes that have an impact on migration and migrants do not result, either individually or collectively, in additional unfunded new burdens on councils.

Recommendation 5

All unitary and county councils in the East Midlands should use and maintain the NRPf Connect database to ensure that resources are targeted effectively, prevent fraud and meet the needs of vulnerable people in the community.

2.3 Dispersal of Asylum Seekers

2.3.1 At any one time across the country the Home Office provides accommodation through local contractors for around 23,000 destitute asylum seekers awaiting the outcome of their application to remain in the UK (based on analysis by the Public Accounts Select Committee⁷). The national cost of providing this accommodation in 2011-12 was £150 million. The Home Office has recently introduced a new delivery model for the provision of accommodation of supported asylum seekers which has been heavily criticised by the Public Accounts Select Committee, as the case study below explains.

2.3.2 As of the end of 2014 there were 1,977 supported asylum seekers in the East Midlands – around 8.6% of the national total. In recent years, the dispersal areas for the accommodation of destitute asylum seekers in the region have been focused on Derby, Leicester and Nottingham.

2.3.3 Home Office data confirms⁸ that nationally the total number of asylum seekers has increased by 17.7% between March 2013 and March 2014. Over the same period the number of supported asylum seekers in the East Midlands has risen from 1,120 to 1,977 - an increase of 76%. Whilst numbers of supported asylum seekers do not directly equate to new asylum applications (and the numbers in the East Midlands remain tiny compared to a regional population of 4.5 million), it seems clear there has been a disproportionate increase in supported asylum seekers in the East Midlands relative to the national situation.

2.3.4 Cluster limits for the numbers of dispersed asylum seekers were agreed with councils by the Home Office in 2007. The total limit agreed across the East Midlands is 2,260. Whilst current numbers are below this, recent information presented by G4S (Home Office contractor) to the East Midlands Strategic Migration Partnership Board indicates that by the end of 2014 the limit will have been reached.

2.3.5 This is not just an issue about numbers – a key concern relates to dispersal policy. Experience shows that asylum seeker dispersal tends to be concentrated in particular wards or postcode areas rather than being more widely dispersed across a local authority area. It is this that causes strain upon public services in specific local areas and may place pressure on community cohesion.



2.3.6 The Home Office has stated that it wishes to see councils move to a dispersal limit of one supported asylum seeker per 200 head of local population. Whilst the 1:200 ratio has always been the Home Office's national position, applying it would mean more than doubling existing numbers of asylum seekers in the East Midlands, and for Derby this represents a 170% increase in current numbers. The 1:200 ratio does not take into account the impact of other forms of migration or the availability of services in a particular area.

2.3.7 Whilst it is acknowledged that the Secretary of State has the legal power to disperse asylum seekers to any location, there are concerns about the ability of local communities to accommodate such a large increase in potentially vulnerable people. Discussions are continuing with the Home Office, G4S and local authorities to identify a way forward which will enable vulnerable people to be housed effectively and at the same time alleviate pressure in particular localities.

2.3.8 The Home Office and its contractors must work more closely with councils to improve the asylum dispersal policy and give more of a local say over 'where' and 'how' they are housed. A dispersal policy that is based on local intelligence and experience rather than simply applying the ration of 1:200 is strongly supported by councils in the East Midlands.

⁷ <http://www.parliament.uk/business/committees/committees-a-z/commons-select/public-accounts-committee/news/asylum-accommodation-substantive/>

⁸ <https://www.gov.uk/government/publications/immigration-statistics-january-to-march-2014/immigration-statistics-january-to-march-2014>

CASE STUDY 4: Impact of the COMPASS Contracts

In March 2012 the Home Office decided to introduce a new delivery model involving fewer and bigger housing providers than under previous contracts. There are now six regional contracts (known collectively as COMPASS), delivered by three prime contractors (G4S, Serco and Clearel, each of which has two contracts). Only Clearel had previous experience running asylum accommodation. The Home Office, through the introduction of these new contractual arrangements, aims to save around £140 million over seven years.

The Public Accounts Select Committee concluded that the transition to six new regional contracts to provide accommodation for destitute asylum seekers, and their operation during the first year, did not go well. Only one of the three contractors had past experience of managing asylum accommodation and overall performance has been patchy; there were delays at the outset and the Department and contractors have all incurred additional costs. The standard of the accommodation provided was often unacceptably poor and the providers failed to improve quality in a timely manner. These problems were not helped by the Home Office's poor management of the transition from the old contracts and its failure to impose penalties on contractors in the transition period, with

progress impeded by the Home Office and its contractors' failure to work together effectively in partnership, and to share necessary information.

The Select Committee's conclusions and recommendations largely reflect the experience of councils and local partners in the East Midlands, particularly in the early stages of the new contract. Through the Regional Strategic Migration Partnership, councils have worked hard to develop a positive relationship with local contractor, G4S. Whilst some progress has been made there is still scope for improvement, particularly in relation to sharing information about the Home Office and G4S's strategy for widening dispersal of asylum seekers with councils.

Report published on the 24th April 2014 and available at <http://www.parliament.uk/business/committees/committees-a-z/commons-select/public-accounts-committee/news/asylum-accommodation-substantive/>

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Recommendation 6

Government should respond positively to the recommendations of the Public Accounts Select Committee on the management of the COMPASS Contracts.

Recommendation 7

The Home Office and its contractors should work more closely with Regional Strategic Migration Partnerships and individual councils to achieve a more flexible and effective asylum seeker dispersal policy. This should include a greater local say over where and how accommodation is provided and take into account wider population change and the ability of local communities to accommodate increased numbers of supported asylum seekers.

2.4 Voluntary Returns of International Migrants

- 2.4.1** Comprehensive data on numbers of deportations, removals and voluntary departures of migrants from the East Midlands is not readily available. This is a key weakness, and would be valuable in assisting councils and partner agencies understand the fabric of their local communities.
- 2.4.2** Deportations are the responsibility of the Home Office. Refugee Action operates the Choices programmes on behalf of the Home Office to assist people wishing to voluntarily return to their country of origin. There are three programmes (which all exclude UK and EU applicants).
- Voluntary assisted return and reintegration programme (VARRP).
 - Assisted voluntary return for irregular migrants (AVRIM).
 - Assisted voluntary return for families and children (AVRFC).
- 2.4.3** For the period April 2013 to March 2014 there were 133 applications for voluntary return, (170 including dependents through the Choices programme) in the East Midlands. In the same period 104 people were helped to return to their countries of origin (84 main applicants). The two figures do not directly correlate as there is a delay

between application to return and actual departure. The Home Office do not approve all applications for voluntary return under the Choices programme. This information also excludes voluntary departures of detained clients, which are dealt with directly by the Home Office.

- 2.4.4** The top ten countries of origin for applicants are Iran and Iraq (Kurds), India, China, Pakistan, Afghanistan, Zimbabwe, Ghana, Iran, Nigeria and Sri Lanka. The top ten countries for returns are broadly similar: Iran and Iraq (Kurds), China, India, Zimbabwe, Pakistan, Ghana, Sri Lanka, Nigeria, Afghanistan and Bangladesh.
- 2.4.5** In addition to the Choices programme the Home Office supports administrative returns for EEA nationals who are not exercising their treaty rights. Partnership working between councils and Home Office Immigration and Enforcement Teams has been established in the East Midlands. The benefits of these arrangements are illustrated in the case study below.
- 2.4.6** There are significant cost benefits across Government (Home Office, Ministry of Justice and DCLG) in adopting these types of programmes. It is noted that the funding for the Framework Housing Association project has come to an end at a time when demands on the service are anticipated to increase. Despite this, councils remain keen to adopt a multi-agency approach to the voluntary return of migrants.

CASE STUDY 5: Framework Housing Association

The issue of rough sleeping amongst economic migrant populations started to emerge in 2004 when the Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Slovakia and Slovenia joined the EU as Accession Countries (A8). These were later joined by Bulgaria and Romania (A2). People from the Accession Countries are subject to restrictions limiting access to benefits: housing and health care usually dependent on employment history.

Economic migrants who originally came into the country to work struggled as a result of the financial downturn and many lost their jobs. A proportion of this population

started to appear at homeless services, come into contact with the police and present at hospital emergency departments. Because the majority were not eligible for benefits (No Recourse to Public Funds) mainstream services struggled to accommodate or support them. In most cases the only realistic solution was a return back to the country of origin, either voluntarily or by Administrative Removal by Immigration (formerly UKBA). The situation was exacerbated by the fact that 90% of those coming into contact with the Rough Sleeper Street Outreach Team were assessed as being alcohol dependent.

In 2012 Framework was successful with a bid to the Homelessness Transition Fund (HTF) for a dedicated service to work with economic migrants. This funding, administered by Homeless Link on behalf of DCLG, funds a Supported Reconnection service which helps economic migrants return to their country of origin by arranging transport. It also prepares people to return by offering them alcohol detoxification. The service also offers ongoing support and is in contact with over 50 support and health agencies in Poland (where the majority of migrants originate from). By supporting migrants to voluntarily return to their country of origin time consuming and costly Administrative Removal is avoided. However the service does assist immigration in cases where the offer of Supportive Reconnection is refused. The service employs Polish speaking workers to facilitate and expedite reconnection.

So far the Supported Reconnection Service has facilitated 204 Supported Reconnections and worked with the Home Office and Police on a further 12 Administrative Removals:

- Poland 92
- Latvia 53
- Lithuania 19
- Romania 18
- Others 34

Whilst it is difficult to accurately calculate the cost saving resulting from reconnection it is known that this intervention does impact in particular on health and criminal justice budgets. For example data from the Police National Computer (PNC) regarding the 'top 6' rough sleepers in Nottingham City shows that prior to reconnection since April 2010 they had been:

- Named as a suspect or an accused person 53 times.
- Arrested 72 times.
- Had 5 warrants for arrest issued.

This information does not show the amount of time in terms of hours that they have been in custody. Neither does it show how many times they have been reported, charged or dealt with by another out of court disposal (FPN, Restorative Justice, Verbal Warning, caution etc). Information from Crimestoppers Charity shows that the average cost of an arrest is £130 and that the average cost of an overnight stay in prison cells is £459.

Similarly this population has a significant impact on health services as their point of entry into the system is through expensive emergency departments and once they are admitted onto a hospital ward are difficult to discharge as they have no address to be discharged to. Information from Nottingham City PCT shows that the cost of an emergency department presentation is £600, the cost of an ambulance call out is £240 (East Midlands Ambulance Service) and the cost of an overnight stay in hospital without factoring in treatment is £700.

The 'spend to save' argument for effective intervention into the lives of economic migrants is compelling. However, funding for the project has now come to an end. This is particularly unfortunate given that access to Housing Benefit for EEA Nationals has been restricted from April 2014 through changes in eligibility criteria announced by the DWP. One implication is that those entitled to Job Seekers Allowance will not automatically be entitled to Housing Benefit. A likely impact on Nottingham is an increase in homelessness and rough sleeping.

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Recommendation 8

Joint action by councils and local partners to support people who wish to return to their country of origin has been shown to be effective. Government should make a longer term commitment to the funding of schemes such as that successfully operated by Framework Housing Association in Nottingham.

2.5 English for Speakers of Other Languages (ESOL)

- 2.5.1** The census highlights that in the East Midlands there is a lower English Language proficiency in comparison to England and Wales as a whole. This is a both a social and an economic problem. A lack of language skills will increase the chances of migrants suffering crime and exploitation, health and wellbeing concerns, as well as posing wider integration and cohesion challenges. Economically, it is a significant barrier to getting a job, a home and making a positive contribution to their local community.
- 2.5.2** Councils support the principle that new migrants should learn to speak English rather than making official information routinely available in other languages. This principle becomes even more important in the face of the increasing pressure on public services to reduce translation and interpretation costs coupled with concerns regarding the quality and availability of translators. Councils are also mindful that they have a duty to safeguard and support vulnerable people in their local community regardless of ethnicity and to ensure that people are fully involved in decisions that affect them. This does pose difficulties for people for whom English is not their first language.

- 2.5.3** However, the provision of ESOL language courses has fallen across the region, and ESOL waiting lists are getting longer. Provision and take up of ESOL courses has often been subject to additional pressures as a result of policy changes. For example, the recent Skills Funding Agency funding prioritises lower level earners that are making a claim for Job Seekers Allowance. Whilst this is welcomed, at the same time benefit changes which restrict access to benefits and increase sanctions for EU migrants may exclude others from fee remission and access to ESOL.
- 2.5.4** The TimeBank 'Talking Together' project focusing on Birmingham and Leicester has been successful in receiving funding from a DCLG competition for an ESOL project to teach everyday English based around practical themes and activities which are attractive to learners, for example, talking to school staff or using the internet. Whilst welcome, short term funding is not a long term solution.
- 2.5.5** This is not solely an issue for the UK Government. ESOL should also be important to Local Enterprise Partnerships as way of supporting local jobs, skills and economic growth and to the European Union to underpin the free movement of labour - a cornerstone of the European Single Market. Councils want to see a more coherent and better resourced approach to ESOL provision at all levels of governance. The experience of Begin in Nottingham, in the case study below shows the extent of what can be achieved.

CASE STUDY 6: *Begin in Nottingham*

begin (Basic Educational Guidance in Nottinghamshire) supports almost 4,000 people a year to find the right ESOL (English for Speakers of Other Languages), Functional Skills English or maths courses and an estimated 600 organisations with referral services, marketing and dissemination of information. The central ESOL Placement service represents 91% of **begin's** work, and Functional Skills advice and referral, 9%.

The Structure, Funding and Steer provide a strong foundation for sustainability.

Starting in 1982, **begin** established its formal 'not-for-profit partnership' status in 2005, harnessing the expertise of colleges, local authorities, and community organisations to provide an independent steer under the Partnership Agreement. Staffing has varied from 1.5 to a county-

wide team of 9 in 2005–08, and currently a team of 5 who work across the City and the three boroughs of Broxtowe, Gedling and Rushcliffe. The local FE colleges, major ESOL and Functional Skills providers in Nottingham have contributed funding for many years and New College Nottingham (ncn) provides accommodation, HR and Finance support for an agreed annual sum.

The benefits of the central ESOL partnership model have contributed to **begin's** success:

- The single advice point for clients and referring agencies avoids duplication and waste.
- The central service saves cost.
- A state-of-the-art client management system.
- Targeting learners to available places by level, times, location, etc, maximises limited ESOL.

- Central marketing, including translations, avoids incoherence/disjointedness of competitive publicity.
- Fair 'Waiting List' system.
- Increased quality and value results from multi-agency work.
- Frontline and strategic response reduces risk and increases impact.
- The partnership levers significant additional resource to 'fill gaps'.
- Joint work on shared agendas can address broad priorities such as worklessness or community cohesion and allows sharing of resource.
- Effective scrutiny by Ofsted, NIACE, Matrix, Beacon.
- Comprehensive data.

HEADLINE ESOL CLIENT DATA 2012/13

- **3,646** people engaged/advised 12/13
- **57%** Female: **43%** Male
- **64%** unemployed/non-waged
- **25%** pay **50%** costs (no income-based benefits)
- **3,203** referrals/appointments
- **67%** starts (of provider information received)
- ESOL waiting list rising to **1,101** in June 13
- **45-51%** of people waiting are at beginner levels

HEADLINE BEGIN ACTIVITY 2012/13

- **36,650** interventions for clients
- **125** types of referring agency
- Referral to **49 sites/courses**
- Signposting to **12 other types of service**
- 2-weekly e-bulletin to **1,300** stakeholders
- **7** marketing activities per month

Key challenges and choices. *begin* works best with the 'buy-in' of many stakeholders - to the extent of colleges trusting the service to manage a 'waiting list' of ALL their ESOL enquiries fed through from call centres and multiple reception points. Providers enrolling directly outside of

the system – mainly smaller providers - will weaken the system and delay placement, particularly through non-attendance of appointments by people who already have a place. The services' wide-reaching networks that bring enquiries through the central system alleviate this issue. Lack of funding is another constant challenge common to the third-sector, despite investment from numerous sources over the years – European, Local Authority and One Nottingham monies.

Language is fundamental to all spheres of life – from getting and keeping a job – to talking with neighbours or school teachers. ESOL contributes to the agendas of most Government departments, including Business, Innovation and Skills, DWP, the Home Office, Communities and Local Government, and Departments for Education or Health. Similarly, *begin's* sustainability is linked to the Government's continued investment in the long-term benefits of ESOL and its capacity for joined-up policy. Conflicting local or national strategies may directly affect ESOL up-take, *begin* services or its funding. For example, new Skills Funding Agency (SFA) funding is prioritising ESOL for low level learners making a fresh claim for JSA. This will reduce long waiting times for beginner level, non-accredited courses that have attracted the least SFA monies over many years. However, at the same time, new 'Migrant Access to Benefits' regulations, herald growing benefit restrictions and sanctions for EU migrants which may exclude many others from fee remission and access to ESOL – one of the most effective tools to combat unemployment or social exclusion amongst migrant people.

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begin

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Recommendation 9

The EU and UK Government must ensure that adequate provision is made for ESOL services as a core element of a coherent approach to the integration of migrant communities. Councils, colleges and Local Enterprise Partnerships should actively explore new ways of delivering ESOL services, including community based solutions, to make the most effective use of available resources.

2.6 Public Health

2.6.1 In recent years there has been a flurry of media and public concern about an increase in rates of tuberculosis and HIV in the UK. In the context of intense public and political debate about the scale and nature of international migration (and given empirical evidence that suggests that at least some of the increase in some infectious diseases may be immigration related), the two issues have become closely associated in the public mind and have led to wider concerns about the impact of migration on British economy and society.

2.6.2 However, the quantitative evidence on the health of migrants is limited overall. While there has been some focus on particular categories of migrants, such as asylum seekers and refugees, and on some specific areas of health, such as mental health, infectious diseases and some chronic diseases, it remains difficult to gain a comprehensive picture of the health of migrants. This is because while some health data includes ethnic group, there is little on migration variables such as country of birth, length of residence in the UK, or immigration status.

2.6.3 With the development of new structures and responsibilities within the NHS and councils there is an opportunity to revisit the relevance of migration to the commissioning and delivery of health and social care services. The movement of public health back into councils creates the opportunity to consider and respond to the wider determinants of public health, such as housing, employment and education, with a chance to review service provision and accessibility in ways which may have a positive impact on health.

2.6.4 Working with public health professionals, a number of specific health needs and challenges that relate to international migrants have been identified. Context is important; and these health needs are by no means limited to the migrant community; but they do nevertheless represent a number of challenges that health professionals are mindful of in supporting the health needs of this section of our community. Failure to address these is likely to result in increased health inequalities and cost to the NHS as a result of delayed diagnosis and treatment.

2.6.5 Such challenges include, for example, a high prevalence of latent tuberculosis in the EU Roma community; a disproportionate risk of diabetes in the Asian population;



higher rates of smoking and alcohol intake in the EU migrant population (and organised crime groups distributing illegal tobacco and alcohol has an impact on health services). Although the younger age profile of the migrant population implies a lower level of health interventions, this has led to pressure on maternity services particularly in Lincolnshire and parts of Nottinghamshire; and there are wider mental health needs associated with the more vulnerable sections of the migrant community, particularly those subjected to previous imprisonment, sexual assault, loss of family and identity.

2.6.6 In responding to these issues, there is need to focus on:

- Understanding healthcare needs to influence the effective planning of services.
- Understanding the needs of specific ethnic groups in terms of 'health seeking' behaviours and burden of disease. There is a clear need for better and improved data on migrant health.
- Address the stigma regarding migrants and infectious disease by broadening our understanding of migrant health needs beyond simply infection. Most migrants do not have infectious diseases, although most data focuses on this rather than their wider health needs.
- Training and supporting health professionals in caring for migrant groups.

2.6.7 Again, the importance of better quality and access to data is a key issue. A simple solution to this would be for all health 'interventions' to routinely record ethnicity and country of origin data. This information could be used to produce comprehensive migrant health profiles for different communities and support better service planning and provision.

CASE STUDY 7:

Lincolnshire County Council Review: Ensuring Inclusive Healthcare in Lincolnshire

Background

In undertaking this review, Lincolnshire County Council recognised that health (along with employment, education and housing) is a key factor in the effective integration of migrant communities. An objective of the review was to ensure the health needs of migrant communities are routinely considered in addition to providing more accurate projections for future levels of demand for, and access to, service provision.

The review is a good example of where a local council, with its new responsibilities for its community health and wellbeing, has taken a lead in identifying local health needs to support the commissioners of healthcare in Lincolnshire to strategically plan and deliver healthcare services.

International Migration in Lincolnshire

Ensuring Inclusive Healthcare in Lincolnshire (available at <http://www.research-lincs.org.uk/UI/Documents/Ensuring%20Inclusive%20Healthcare.pdf>) reported that of the 713,653 people resident in Lincolnshire at the 2011 census, just over 7% were born outside of the UK, compared to just over 13% across England and Wales. Of these non-UK born residents in Lincolnshire, around 60% were from EU member states and accession countries and 40% were from elsewhere in the world. Rates of migration were particularly high between 2004 and 2009 following the accession of 10 new states to the EU, after which rates dropped off.

International migrants tend to be relatively young, with similar health needs to that of the local population. However, Lincolnshire County Council identified a number of specific health care needs of migrants, partly determined by their individual characteristics (e.g. gender, age and ethnicity), their country of origin, the circumstances of their migration and the socio-economic conditions in the host country. The Health Protection Agency (HPA), now part of Public Health England (PHE), identified several groups of vulnerable migrants living in the UK, including low-paid migrant workers.

Recommendations: Addressing Inequalities in Health and Health Outcomes

The report proposed 5 recommendations to improve the inclusivity and equality of healthcare provision for the migrant population in Lincolnshire:

- In the provision of any strategy, programme or service, the specific needs of migrants should be considered to understand whether these are any different to those of the general population. Where specific differences are identified in the needs of the migrant populations, these should then be taken into account.
- Commissioners and healthcare providers must be fully aware of, and use, the guidance for providing healthcare to international migrants, including Public Health England and NICE guidance.
- Service providers and intermediaries engaging with international migrants in any capacity should encourage them to register with a GP to enable them to access the full range of primary care services, including screening and other preventative services.
- Staff providing health services should be made aware of the translation services available for people who require them, and ensure that the benefits of English language courses are promoted to all migrants.
- Links should be strengthened between health service providers, other service providers, intermediary and support organisations and employers to ensure that services are better understood by migrants and are more appropriately accessed.

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Recommendation 10

Ethnicity and country of origin data for all health interventions should be routinely recorded and used to produce comprehensive 'Migrant Health Profiles' for key migrant populations.

2.7 Community Safety

Crime

- 2.7.1** Police forces across the East Midlands (under the regional project ADVENUS) are developing a performance framework to improve data collection on foreign national offenders. Part of the work is to highlight intelligence gaps that will assist the Police to make informed decisions on policing issues and to focus on foreign national offenders where there is an identified problem.
- 2.7.2** The proportion of foreign national offenders going through custody suites in the East Midlands varies across the region but can be between 16-20% of total numbers. The types of crime generally include shoplifting, violence including assaults, drink and drug driving. Foreign nationals from Poland, Latvia, Romania and Lithuania account for roughly 50% of all foreign national offenders in the East Midlands but there are significant local variations.
- 2.7.3** Data on migrants as victims of crime is not consistently collected across the five forces in the East Midlands. Where data is available it suggests that where foreign nationals are victims of crime, in 85% of cases the perpetrators are UK nationals. Where crime is foreign national on foreign national, invariably both victim and perpetrator are the same nationality.
- 2.7.4** The 'Prevent' programme is an integral part of the Government's Counter Terrorism strategy. It aims to stop people becoming terrorists or supporting terrorism. In the East Midlands, regionally coordinated 'Prevent Engagement Teams' work across the five police forces with statutory partners, the voluntary sector and wider communities. In addition to building resilience, the teams look at new and emerging communities, how they settle and the potential impact on existing communities taking into consideration what is happening in the home country. The police spend time with communities to understand their local, national and international concerns and seek to reduce any negative impact they may have. This is especially relevant with regard to the current conflict in Syria and any issues to be taken into consideration when looking to house Syrian nationals.
- 2.7.5** The police have also identified under reporting of crime particularly in respect of human trafficking. Human trafficking is inherently linked to other criminalities such as bank or benefit fraud, money laundering, theft and sexual exploitation. There is also evidence of victims retracting allegations. It is likely that there is some truth

in the allegations but victims are too frightened to speak out. The East Midlands Anti Human Trafficking Partnership is working collaboratively with project Advenus. The aim is to ensure the East Midlands is in a strong position in responding to the requirements of the Modern Slavery Bill.

Employment

- 2.7.6** In Leicester, the Ethical Trading Initiative (ETI), a leading alliance of companies, trade unions and NGOs that promotes respect for workers' rights around the world, is conducting a study working with the Centre for Sustainable Employment at the University of Leicester looking at exploitation and workers rights in the garment supply chain. The aim is to work with the industry to promote best practice and eliminate labour abuses in an effort to support and not further damage local industry. The final ETI report will aim to identify the root causes of some of these issues. The Institute of Directors also recognise the negative impact that such practices can have on local economies.
- 2.7.7** The recruitment/employment practices of larger firms and some agencies impact upon community cohesion. Not only can the disproportionate employment of foreign nationals lead to local isolation and tension, but local councils report anecdotal evidence where employers also buy-up accommodation so that rented housing can be provided to the rapidly expanding East European workforce. Other areas would benefit from a voluntary code of conduct agreed with local employment agencies as brokered by Corby Borough Council.

Housing

- 2.7.8** The high levels of turnover in the private rented housing sector can have knock on adverse impact on sense of place, environmental crime, neighbourhood and anti-social behaviour levels. Research undertaken by Derby City Council in 2012 identified several areas in Normanton and Arboretum where the unscrupulous activities by some private landlords exacerbated the local impact of migration:
- Over letting and mismanaging properties.
 - Incidents of 16 people in a 3 bed property have been experienced.
 - Letting without tenancy agreements.
 - Poor property maintenance impacting on health and environmental issues.
- 2.7.9** In response six enforcement officers are engaged by Derby City Council to focus on these areas and involve other

agencies and services (such as the planning enforcement officers) as necessary.

- 2.7.10** What is clear from the available evidence is that there is a lack of comprehensive information relating to migrants as both the perpetrators and victims of crime that has the

potential to seriously undermine community safety and cohesion. It is also apparent that it is not just a police issue. A systematic multi-agency approach to tackle the whole range of contributory factors is required. The case study set out below illustrates once such approach.

CASE STUDY 8: Nottingham Community Cohesion and Resilience Team & Delivery Framework

Situated within the central police station and working across regulatory services the Community Relations & Resilience Team, comprising Nottingham City Council and police staff, focuses on maximising impact (and minimising duplication). Sustaining the city's community cohesion is the key challenge. The Team's work plan is built from an evolving assessment of risk and vulnerability that is used to identify priorities and who is best able to respond. Priorities adopted by the Team are addressed in a systematic way and progress is reported.

A major role of the team is to build trust and confidence in communities of interest and geography which are difficult to reach and to build relationships with front line delivery partners and the voluntary sector to build resilience and community intelligence around areas/issues of risk, harm and vulnerability. This intelligence is then used to support the Safe Agenda and needs assessments that inform Commissioning and Operational Tasking.

The Delivery Model

Step 1: Assessing Risk and Vulnerability

This means doing a health check of the City and identifying:

- In what areas these risks and vulnerabilities exist.
- If risks were realised, would the public sector be adequately prepared to respond?

The assessment is reviewed against the following factors:

- Prevent – preventing people becoming involved in violent extremism
- Serious Organised Crime
- Ending Gang and Youth Violence
- Hate Crime
- Modern Slavery/Organised Crime

Consideration is also given to gaps in knowledge and requests for knowledge where national, regional or local risk is identified.

Step 2: Prioritisation

The assessment in Step 1 identifies a number of issues not currently being addressed by the Council, the voluntary sector or other partners and these are ranked and sorted to produce a work plan. The three cohesion workers have leads for each Locality (i.e. North, South and Central Nottingham) as well as thematic leads in relation to women and girls, new and emerging communities and the mobilising communities' element of ending gang and youth violence.

Step 3: Governance and Oversight

The assessment and prioritisation is then signed off at a senior level, with progress reported on a regular basis and priorities refreshed (see Step 5).

Step 4: Problem Solving

The work-plans, once approved, will be delivered using a problem-solving approach. To assist partnership working, and because it is a well tested approach, the Home Office supported Scan Analysis Respond Assess (SARA) method will be used. Senior governance will be required to sign off problems as completed.

Step 5: Review and Refresh

As problems are referred back to governance, this should create capacity for new work. Even if this is not the case, external changes may mean that priorities have to change. The work-plans will be formally reviewed at least twice in a year but with an expectation that they will be updated more frequently to retain focus.

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Recommendation 11

A systematic multi-agency approach based around the police, central and local government is required to maintain community safety and cohesion in areas with high migrant populations. This must be underpinned by a step change increase in the quality of local data relating to international migrants as both the perpetrators and victims of crime.

2.8 The Impact on Children's Services

- 2.8.1** Despite a changing educational and political environment, there remains a clear statutory duty for Local Education Authorities (county and unitary councils) to ensure that there are sufficient school places available to local children and young people.
- 2.8.2** Councils face significant challenges in meeting this legal requirement. Rapid growth in the school age population through a combination of natural change, internal migration and international migration has led to a surge in demand for school places in many areas across the East Midlands. At the same time, councils need to effectively plan for the subsequent impact on the secondary school sector admissions.
- 2.8.3** Access to reliable data is important and is a significant problem for councils. Not only does migration have an impact on future intakes, but also on growing mid-year admissions pressures which are very difficult to predict. However, there is very little reliable and accessible data to provide councils with a clear understanding of local population trends. Without reliable information on the current numbers of EU migrants and predictions for future EU migrant numbers, councils find it increasingly difficult to make effective and strategic decisions on school places.
- 2.8.4** Councils across the country are already having issues with NHS England not routinely releasing GP registration data to feed into projections models used to predict future intakes. In addition to this issue, without a reliable source of migration data (and many migrant families do not register with GPs) councils are managing place planning without having access to effective and reliable information. It is essential that better data is available to overcome the significant challenges involved with accurate place planning. Capital funding for basic need is already at a premium. It must be invested as efficiently as possible and targeted on the areas where it is most needed, to meet the needs of a growing population.
- 2.8.5** Across the East Midlands, there are a number of examples where international migration is placing pressure upon school places. For example, in Derby City the numbers of new migrant school admissions was 1,291 in 2013/14, an increase from 967 in 2012/13. The impact of international migration, predominantly within the inner city areas, has led to a shortage of primary school places in the immediate catchment areas with only 1,112 primary school places available across the city.
- 2.8.6** The lack of places leads to further service and cost pressures; since 1st September 2013 approximately 509 appeals have been scheduled in Derby City, 220 of which involved migrant applicants with an additional £5,822 cost for interpretation services.
- 2.8.7** The high level of migrant school admissions for children with 'English as an Additional Language' and often, no prior formal educational exposure, has led to the need for councils to provide additional language provision and wider educational support prior to placements within schools. This is at both primary and secondary level. Primarily in response to the high number of families with complex needs, Nottinghamshire County Council and Derby City Council have also needed to invest in additional services to schools including bilingual teaching assistants, family support and community link workers.
- 2.8.8** There is also a challenge for schools themselves. Most have responded positively but there is increasing pressure on school places, particularly faith schools, and school staff have not always received sufficient training in meeting needs of migrant children. More worrying still is the concern from at least one upper-tier council where Academy schools were reported to have delayed or refused pupil admissions for Key Stage 3 and 4 where those pupils are new to English.

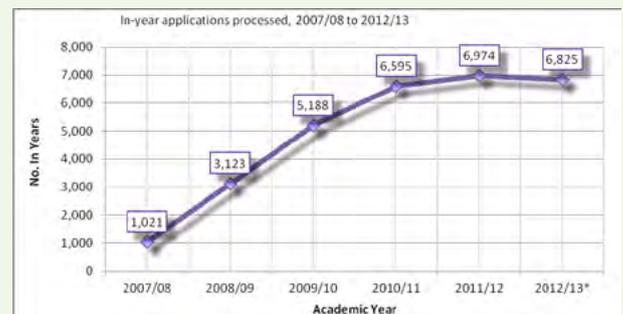


**CASE STUDY 9:
Northamptonshire School Admissions (Northamptonshire County Council)**

Northamptonshire has seen an unprecedented increase in its primary age population now moving through the school system towards the secondary phase, alongside a 600% increase in 'in-year' pupil movements over the last 4 years. 42% or 2,867 of 'in-year' pupil moves, recorded in the 2012/13 academic year were as a direct result of new pupils moving into the county. In-migration from the rest of the UK accounted for 27% of all 'in-year' applications, with 15% resulting from migration from overseas. Demographic growth in the early years and primary age groups has also been a significant factor.

The impact is a need for 10,000 additional school places by September 2015 to meet the duty on the Council to secure sufficiency of school places.

As a designated growth County on the edge of the South East economy, demand for schools places is expected to



Growth in 'in-year' pupil movements across Northamptonshire

increase further with a recent acceleration in planning applications, public consultations on new developments and resultant house-building.

A rapid large-scale expansion programme has therefore been implemented, with innovative schools solutions required during a period of financial restraint. Notably this includes several strategic Free Schools projects, an office to school conversion, and joint working with Academy sponsors and the Education Funding Agency. Designs for one of the largest conversion projects in the country are being developed. A number of example projects are highlighted below.

Corby Technical School – new secondary Free School operated by the Brooke Weston Trust with 375 places opened in September 2012. Land donated by Northamptonshire County Council (former teacher training centre) with space for sports pitches and built to enable a further expansion that would see the school double in size. The school has already expanded its intake to accommodate 150 pupils in Year 7 from September 2014.

Stirling House – conversion of office block for primary school opened in September 2013 in a central part of Northampton with limited sites and high demand. Stirling House operates as a satellite site to an Ofsted ‘outstanding’ school and provides space for 210 pupils. Conversion value was less than 50% of an equivalent-sized new build. Internal design features unique and adaptable open plan learning spaces.



Stirling House – Offices converted to primary school

Northampton PFI schools primary expansion – an 11 school project covering extensions and a new build currently mobilising on-site. Awarded through a single construction contract managed by the PFI Provider. Banking consortium approval was required as it forms a variation to the original 42 school scheme in Northampton – one of the largest in the country.

New special schools and SEN satellite provision – the overall population expansion has added to pressure on specialist education provision. Proposals for two new SEN free schools are in development with Academy sponsors, requiring close co-operation and joint planning.

Barrack Road secondary Free School conversion – planned conversion of a disused former Post Office sorting office into a 1,750 place secondary school and sixth form, with potential for a primary school and ‘commercial’ spaces. One of the largest projects of its kind nationally, subject to planning approvals, with detailed proposals being worked up currently. Through creative design, the aim is to convert an unloved large concrete structure into a high quality urban school with a range of integrated facilities.

University Technical Colleges – Northamptonshire, in partnership with the Education Funding Agency and sponsors, has opened two new 14-19 University Technical Colleges (UTCs): One at the side of Silverstone racetrack (viewing terrace over national pit straight) specialises in high performance engineering and technical events; and the other (designed into a hill slope overlooking Daventry Town Centre) specialises in new and sustainable technologies.

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- 2.8.9** International migration also poses a challenge to councils' child protection and early intervention services. Unaccompanied Asylum-Seeking Children (UASC) have specific cultural and linguistic needs but councils report a shortage of appropriate foster carers, and it appears that some schools are reluctant and ill-prepared to receive pupils with limited English and interrupted schooling. As a result, many UASCs face lengthy delays in receiving adequate educational provision.
- 2.8.10** Similarly challenging is that thresholds for intervention services in the UK are substantially different to those in other countries. These differences are reflected by a recent judgment (December 2013) of the President of the Family Division that highlighted the duty of local councils and courts under the Convention relating to EU states (known colloquially as Brussels II Revised) to consider referring cases back to other states where the child has a close connection with another state. This is a key issue in a case relating to placement and adoption orders for a council in the East Midlands.
- 2.8.11** In most other countries the accepted principle of adoption without the consent of the parents is not recognised. Adoption in countries outside of the UK is usually only with the family's consent and there is often on-going contact with the birth family and extended family. This differs from UK practice where the court can impose placement and adoption orders against the consent of the family. As a result, the practice of local councils under UK law may seem exceptionally harsh to the cultural sensitivities of the migrants from overseas.
- 2.8.12** In response, where children 'at risk' have a close connection with another country, some local councils now consider very carefully if the matter should be referred to the family's relevant consulate or whether contact needs to be made with the appropriate court through the central authorities. In a number of cases, there have been extensive discussions with the authorities in other countries, including assessment of relatives in the other country, often with the assistance of Children and Families Across Borders to ensure that cultural issues are fully considered in relation to those children.

Recommendation 12

The Government and NHS England should work with councils to improve the data and intelligence relating to the future demand for school places and councils should deploy flexible delivery mechanisms to meet identified need in a timely and cost effective manner.

Section 3: Statistical Annex

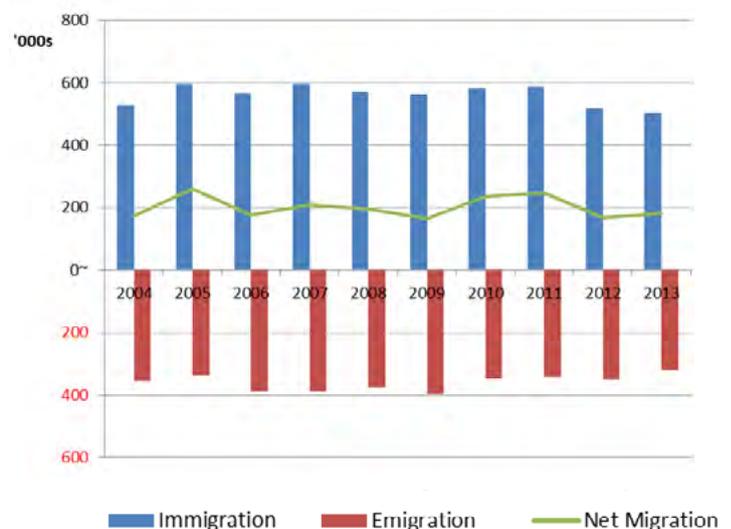
3.1 UK Demographic Change

3.1.1 The Long-Term International Migration (LTIM) series estimates the number of individuals moving from their usual country of residence for more than a year⁹ and is primarily based on the International Passengers Survey (IPS). The IPS is based on a relatively small sample of individuals arriving at and departing from UK airports, ports and the Channel Tunnel, and provides information on the purpose and expected duration of their visit. The LTIM estimates are drawn from a subset of the IPS (those individuals surveyed who meet the criteria of Long Term Migrants leaving or entering the UK to/from international destinations),¹⁰ and augmented by management information from the Home Office, such as asylum applications - to adjust the estimates for the numbers of asylum seekers and their dependents.

3.1.2 Chart 1 shows annual (mid-year/year ending in June) LTIM estimates of immigration, emigration and net migration for the UK as a whole. This shows that:

- Following the enlargement of the EU in 2004, both volumes of immigration and the net balance of migration reached their highest points in the LTIM time series in mid-2005, at 596,000 individuals entering the UK to stay for at least 12 months, whilst 336,000 individuals emigrated to other countries – resulting in a net balance of 260,000 migrants;
- The volume of immigration has been close to this peak in both mid-2007 and mid-2011, but in both cases emigration was estimated to be higher than in mid-2005; and
- Net migration for mid-2013 was estimated to be significantly lower than the mid-2005 peak, at 182,000, principally due to lower immigration (503,000) with a level of emigration similar to 2010, 2011 and 2012 (320,000 individuals).

Chart 1: Long-Term International Migration to/from the UK, June 2004-June 2013^P (thousands)



Source: ONS Crown Copyright, 2014. 'Long Term International Migration – year ending June (Mid-Year)', from 'Migration Statistics Quarterly Report, February 2014; 27th February, 2014.

^P Estimates for the year ending June 2013 are currently provisional.

3.1.3 LTIM estimates are also available for the origin of migrants, in terms of their 'citizenship'¹¹. The net balance of migration (inflows less outflows) by citizenship is shown in Chart 2. This shows a number of trends that are particularly pertinent to the current debate:

- The volume of net migration from non-EU countries has fallen significantly, from a peak of 254,000 in mid-2005 (also the peak in overall net migration as shown in Chart 1 – demonstrating that this was not just an A8-related phenomena) to the latest net-balance of 140,000 in mid-2013. The chart shows that this has been driven by a steep fall in net migration from Commonwealth countries¹² between mid-2011 and mid-2013 (from 143,000 to 59,000). However, the chart

⁹ In line with a definition of 'Long Term Migrants' agreed by the UN. For more information on LTIM estimates, and the International Passenger Survey, please see the ONS guidance: <http://www.ons.gov.uk/ons/guide-method/method-quality/specific/population-and-migration/international-migration-methodology/index.html>

¹⁰ Between 700,000 and 800,000 people are interviewed on the IPS each year. Of these, 4,000-5,000 meet the criteria to be identified as 'Long Term Migrants'.

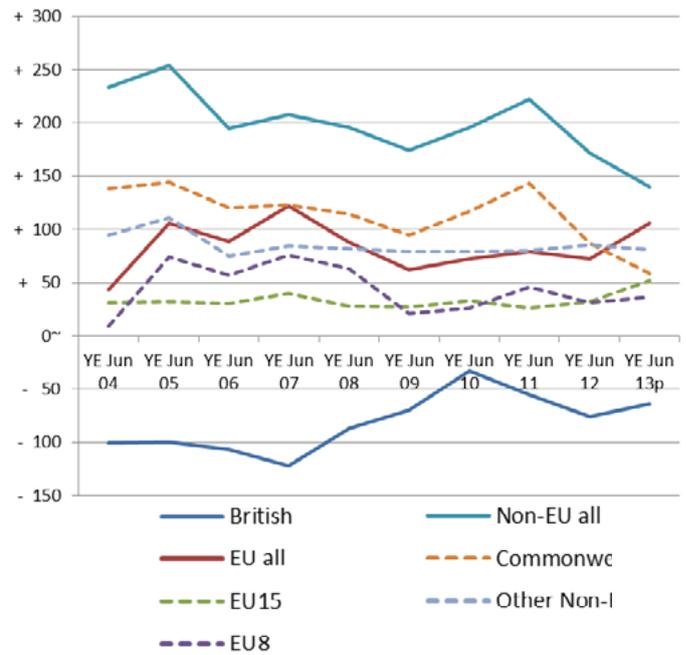
¹¹ Citizenship is the term used in the International Passenger Survey to define the country for which a migrant holds a passport. If a migrant has multiple passports (e.g. in cases of dual nationality), their citizenship relates to the passport used to enter or leave the UK at the time of their IPS interview.

also shows that non-EU migrants continue to account for a larger share of net migration to the UK than EU migrants, although the difference is significantly less than previously;

- Net migration from all EU countries¹³ is currently close to its peak (122,000 in mid-2007), at 106,000 in mid-2013. The chart shows that, following the 2004 enlargement of the EU, migrants from the 8 Central and Eastern European Countries (A8, or EU8 in the chart) accounted for the largest share, but that this fell steeply as the recession began in the UK in 2008 (from 76,000 in mid-2007 to 21,000 in mid-2009, before recovering to the latest net balance of 36,000);
- Conversely, net migration from the 15 pre-2004 EU member states has increased strongly (from 26,000 in mid-2011 to 52,000 in mid-2013), and currently exceeds the level of net-migration from A8 countries;
- Analysis of National Insurance Number (NINo) registrations later in this section suggests that much of this recent upturn in EU migration comes from Spanish and Italian nationals, i.e. two of the southern European countries that continue to experience high levels of overall unemployment and very high levels of youth unemployment; and
- Chart 2 also shows that, for each year in the time-series, there has been a net-outflow of British citizens. This was significantly higher at the start of the time-series, with 122,000 more British citizens leaving the UK than returning in the 12 months to June 2007. This then fell to a net balance of just -33,000 in mid-2011, with the latest comparable figure (mid-2013) at -64,000.

3.1.4 Chart 3 presents the net balance by stated reason for travel for migrants of all citizenships (EU and non-EU, with non-EU migrants continuing to account for the largest share of the total, see Chart 2). This shows that migration for formal study has made up the largest share of total net international migration to the UK throughout the period 2010 to 2013 (the period for which robust data on reason for travel is available). However, the extent of annual net migration due to formal study has fallen from 210,000 in the 12 months to June 2010 to 158,000 in the 12 months to June 2013.

Chart 2: Net Balance of LTIM to the UK by Citizenship, June 2004-June 2013^p (thousands)



Source: ONS Crown Copyright, 2014. 'Long Term International Migration – year ending June (Mid-Year)', from 'Migration Statistics Quarterly Report, February 2014', 27th February, 2014.

^p Estimates for the year ending June 2013 are currently provisional.

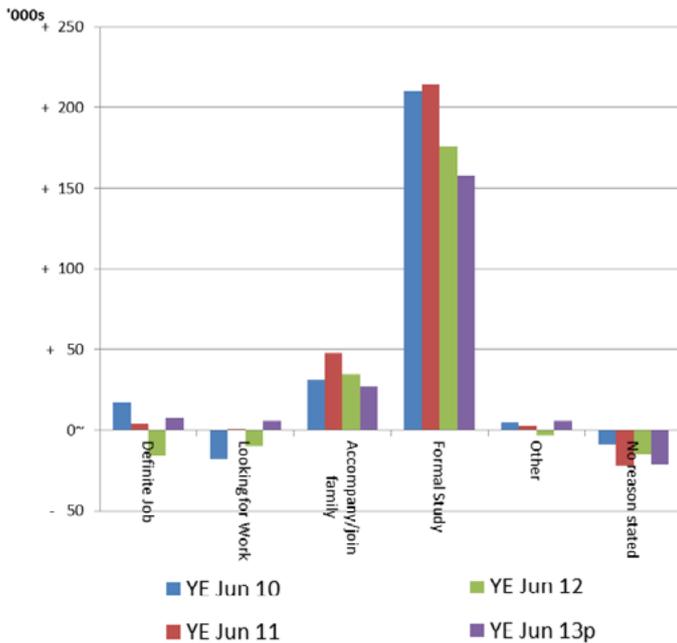
3.1.5 Of the two 'work-related' reasons for travel: long term migration because of a 'definite job' fell to a negative net balance in 2012, with 16,000 fewer individuals entering the UK for this reason than leaving; whilst migration to 'look for work' fell to a negative net balance in both 2010 and 2012, at -18,000 and -10,000 respectively. This is likely to be a consequence of the recession in the UK and associated lower rates of employment over this period, with a reduction in the demand for labour reducing the incentives to migrate to the UK for work reasons and increasing the incentive to return to the country of origin or look for work elsewhere.

3.1.6 Chart 4 shows that this picture is very different for migrants from EU countries only. In contrast to Chart 3, migration for work-related reasons (with 'definite job' and 'looking for work' combined for reasons of sample size) accounted

¹² From 2004 onwards, all estimates for Commonwealth countries exclude Cyprus and Malta. Disaggregation is available for 'Old' and 'New' Commonwealth member states – not shown in Chart 2.

¹³ The total for all EU member states is based on a series of different definitions at different times. Up until the end of 2003, the EU total is equivalent to the EU 15 (Austria, Belgium, Denmark, Finland, France, Germany, Greece, Republic of Ireland, Italy, Luxembourg, Netherlands, Portugal, Spain, Sweden and the United Kingdom); the EU 25 between 2004 and 2006 (the EU 15 plus the A8 countries and Malta and Cyprus); the EU 27 between 2007 and June 2013 (the EU 25 plus Bulgaria and Romania); and the EU 28 (the EU 27 plus Croatia) from July 2013. Note that separate data on Chart 2 is not shown for Cyprus, Malta (EU2) or Bulgaria and Romania (A2), or Croatia, therefore, from 2004 net migration from the EU15 plus the EU8/A8 do not sum up to the all-EU total.

Chart 3: Net balance in LTIM for migrants of all citizenships by reason for travel, June 2010-June 2013^P (thousands)



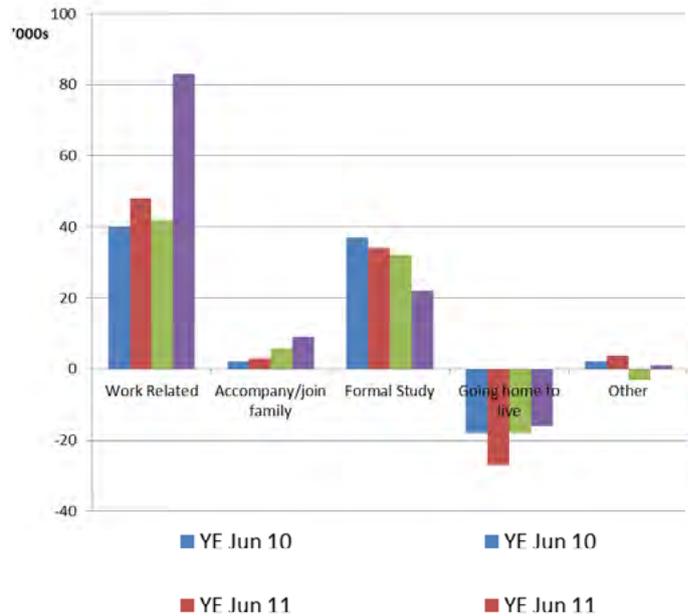
Source: ONS Crown Copyright, 2014. 'Long Term International Migration – year ending June (Mid-Year)', from 'Migration Statistics Quarterly Report, February 2014', 27th February, 2014.

^P Estimates for the year ending June 2013 are currently provisional.

for the largest share of net EU migration to the UK and increased significantly in the 12 months to June 2013, to 83,000 (up from 42,000 the previous year) – accounting for the majority of the increase in total net EU migration shown in Chart 2.

- 3.1.7 As in the case of all migrants shown in Chart 3, net migration from EU countries for formal study fell over the period, from 37,000 in the 12 months to June 2010 to 22,000 in the year ending June 2013.
- 3.1.8 The net balance of EU migrants travelling because they were returning home was significant and negative throughout the period, peaking at -27,000 in the 12 months to June 2011 but falling in the latest estimate, to -16,000, perhaps influenced by improving economic conditions in the UK compared to other EU countries of origin, especially southern European member states.
- 3.1.9 Changes in migration by specific country of origin, as well as an indication of more recent developments, can be explored through management information. The Home

Chart 4: Net balance in LTIM for EU Citizens (all EU) by reason for travel, June 2010-June 2013^P (thousands)



Source: ONS Crown Copyright, 2014. 'Long Term International Migration – year ending June (Mid-Year)', from 'Migration Statistics Quarterly Report, February 2014', 27th February, 2014.

^P Estimates for the year ending June 2013 are currently provisional.

Office and the Department for Work and Pensions publish data derived from their administration of immigration controls, benefit payments and tax and insurance contributions. Data sources include: entry clearance visas and Work Permits (for non-EEA nationals); registrations for new National Insurance Numbers (NINo) by overseas nationals; student visas; and the Workers' Registration Scheme (WRS).¹⁴

- 3.1.10 Registration for a NINo is compulsory for individuals who wish to work in the UK. NINo data thus provides an indication, in addition to the IPS, of the extent of migration for work-related reasons. Because it is based on management information rather than a sample survey, NINo data enables more detailed analysis by country of origin. However, such management sources need to be used with caution. The key weakness of NINo data is the lack of compulsion for individuals to de-register on leaving the UK, meaning that these data neither represent a net flow nor a stock measure (rather they are a cumulative record of inflows through a given year – they are not adjusted for out-flows or repeat registrations).

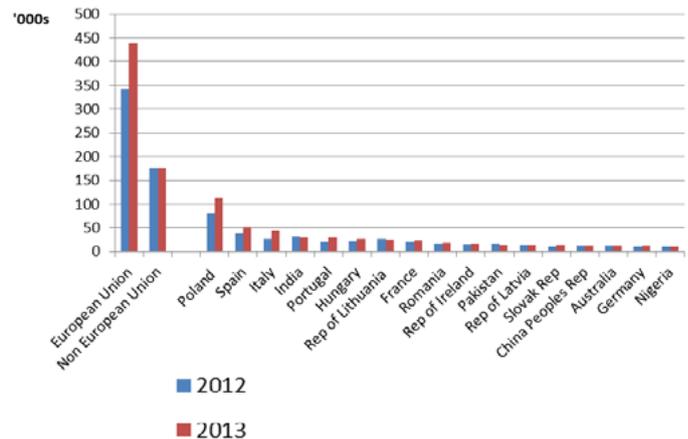
3.1.11 With this caveat in mind, Chart 5 shows that:

- Consistent with the picture for the LTIM estimates, registrations for NINOs from EU nationals increased between 2012 and 2013, by 28% - exceeding the rate of change for non-EU nationals (which increased by just 0.4%);
- The number of EU nationals registering for a NINo in 2013 significantly exceeded that of non-EU nationals, at 440,020 compared to 176,720. Although the LTIM estimates suggest that non-EU nationals continue to make up the largest share of net migration, the data shown in Chart 5 is not unexpected – given NINo data relates to adults who migrated for work-related purposes (see Chart 3 and 4, showing that work-related travel accounts for the largest share of net migration for EU citizens, whilst formal study accounts for by far the largest share of net migration of non-EU citizens);
- Nationals from Poland accounted for the largest share (18%) of all NINo registrations to overseas nationals in both 2012 and 2013 (80,470 and 111,450 respectively), but the highest percentage increase in registrations have been for nationals from Italy (a 66% increase between 2012 and 2013) and Portugal (a 47% increase); and
- Spanish nationals accounted for a significant number of registrations in 2013, at 51,730 (the second highest share for any single country of origin, at 8%), and also increased significantly between 2012 and 2013, by 36%.

3.1.12 Neither the LTIM estimates or relevant management information reliably indicates the size of the migrant population at a given point in time (i.e. a measure of stock). For this, and for labour market participation, it is necessary to return to survey sources – principally the Labour Force Survey (LFS)¹⁵ and the Census.

3.1.13 The LFS is the principal source of information on labour market participation, education and training, and demographic characteristics of individuals aged 16 and over who are resident in UK households. The LFS/Annual Population Survey (APS) includes estimates of the size and composition of the total and working age populations in a given year, and enables consistent comparisons of employment status across different migrant groups and between migrants and non-migrants. However, published

Chart 5: National Insurance number (NINo) registrations to overseas nationals, 2012 and 2013 (thousands)



Source: ONS Crown Copyright and Department for Work and Pensions, 2014. 'National Insurance number registrations to adult overseas nationals entering the UK', countries of origin for registrations over 10,000, from 'Migration Statistics Quarterly Report, February 2014', 27th February, 2014.

data is based on proxy-definitions of 'migrant' - most commonly country of birth. This is a key conceptual problem which affects both LFS and Census analysis. Defining individuals born outside the UK as 'migrants' will include those born to British parents abroad (such as children born to members of the armed forces serving overseas) and those who have lived in the UK for the majority of their lives, and may have since acquired British citizenship (and may not therefore consider themselves to be 'migrants'). The recent joint Business, Innovation & Skills (BIS)/Home Office research.¹⁶ compares the number of migrants identified in the LFS according to country of birth against those identified on the basis of stated nationality, finding significant differences between the two definitions. This indicates that there is a substantial number of individuals born outside the UK who define themselves as 'UK nationals', including those who have attained formal British citizenship. Although country of birth is the most widely used means of quantifying migrant populations – it may therefore lead to significant over-estimates.

3.1.14 LFS data is published in two main forms: annual (based on 12 months of observations published four times a year, with 9 months overlapping from the previous release – known as 'rolling quarterly estimates'); and monthly estimates published by the ONS in the 'Labour Market

¹⁵ Also referred to as the 'Annual Population Survey' (APS) from 2004, due to the introduction of an annual boost to the survey in that year.

¹⁶ Devlin, C., Bolt, O., Patel, D., Harding, D., and Hussain, I., HM Home Office and Department for Business, Innovation and Skills, March 2014. 'Impacts of Migration on UK Native Employment: An Analytical Review of the Evidence.' BIS and HO Occasional Paper 109. URL: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/287287/occ109.pdf

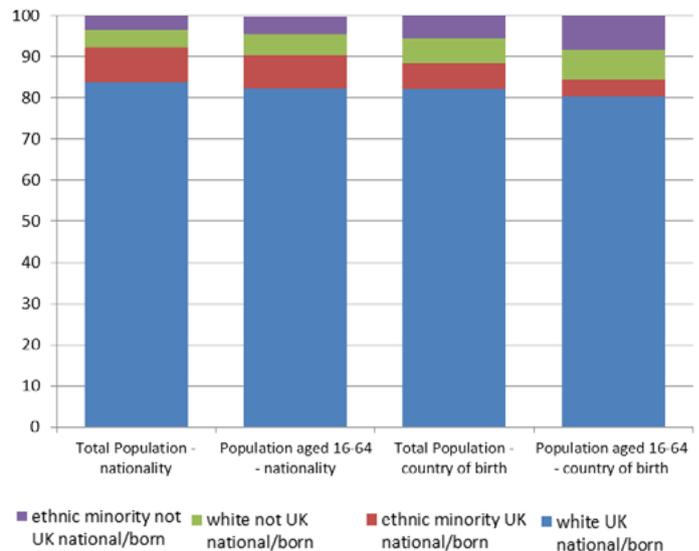
Statistics' First Release for the UK as a whole (3 months of data, published every month, with 2 months' overlapping with the previous release).

3.1.15 Chart 6 is based on the annual release. This is the most statistically robust LFS release (due to larger sample size), but includes less detail on migrant populations as results are disaggregated to a small level of geography. The chart shows the total UK population and working-age population (16 to 64) disaggregated by the two LFS definitions of 'migrant', for the latest period for which both definitions are available (January 2012-December 2012). This shows that:

- In the 2012 calendar year, 87.7% of the total population were born in the UK. Those who defined their ethnicity as 'white' accounted for 82.1% and those who identified themselves as belonging to an ethnic minority group accounted for 5.6%;
- In the same period, 12.3% of the total resident population were not born in the UK (7.7 million individuals), 5.9% described themselves as 'white' and 6.4% as belonging to an ethnic minority group;
- When expressed as a proportion of the working age population (16-64), 84.4% were born in the UK. The proportion born outside the UK is significantly higher compared to the total population, at 15.5% (7.3% white and 8.2% from an ethnic minority group). This is because migrant populations have a younger age profile than non-migrants;
- On the basis of nationality, 92.2% of the total population defined themselves as a UK national and 7.8% defined themselves as a non-UK national (4.8 million individuals); and
- Individuals who identify their nationality as non-UK account for 9.5% of the working age population (16-64), again a higher percentage compared to the total population – indicating the younger age profile of migrants on both definitions.

3.1.16 Charts 7 to 11 are based on the latest monthly 'Labour Market Statistics' release, for the LFS period January to March 2013.¹⁷ These estimates are less reliable than those shown in Chart 6, because of the smaller total sample size, but are timelier and provide more detail on migrant groups

Chart 6: Total population (%) and working age population (% 16-64) by stated nationality, country of birth and ethnicity, January-December 2012



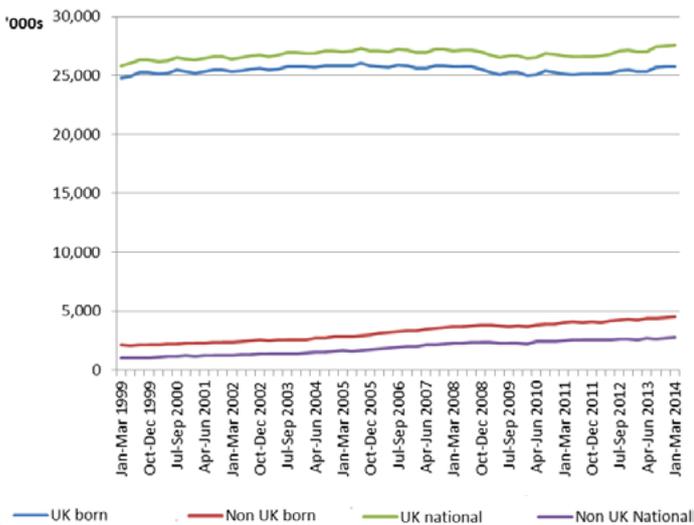
Source: ONS Crown Copyright, May 2014. 'Annual Population Survey', January-December 2012 [from NOMIS, 13th May 2014].

because this data relates to the UK as a whole and is not disaggregated sub-nationally. These estimates also relate to the total stock of migrants (aged 16+) in employment in the UK (rather than the total resident population in Chart 6).

3.1.17 Chart 7 presents employment levels by country of birth and nationality between the LFS periods January to March 1999 and January to March 2013. This shows that there has been a consistently higher level of individuals in employment who could be defined as 'migrants' due to being born outside the UK compared to non-UK nationals, but levels of both non-UK born and non-UK nationals in employment have grown significantly since the early 2000s. The numbers in employment who are not UK-born have more than doubled, from 2.1 million in January to March 1999 to 4.6 million in January to March 2014. The numbers in employment who are not UK nationals remains lower, but has grown at a significantly faster rate, from 1.1 to 2.8 million between the same LFS periods. Although the numbers of UK-born and UK-nationals in employment have also increased, this has been at a comparatively slower rate in both cases.

¹⁷ For more detail see: Source: ONS Crown Copyright, 2014. 'Table EMP06: Employment levels and rates by country of birth and nationality' from 'Labour Market Statistics, May 2014', 14th May 2014. URL: <http://www.ons.gov.uk/ons/rel/lms/labour-market-statistics/may-2014/statistical-bulletin.html>

Chart 7: Employment levels by country of birth and stated nationality, January to March 1999 to January to March 2014 (thousands)



Source: ONS Crown Copyright, 2014. 'Table EMP06: Employment levels and rates by country of birth and nationality' from 'Labour Market Statistics, May 2014', 14th May 2014.

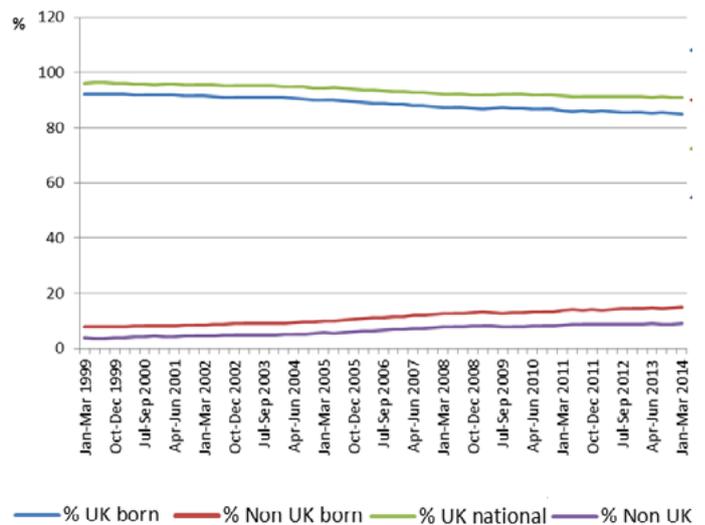
3.1.18 Chart 8 shows the same time-series as a percentage of all in employment where country of birth/nationality is known (i.e. the respective totals exclude those who did not state their country of birth or nationality). Between January to March 1999 to January to March 2014, 'migrants' have increased in percentage share of total employment levels in the UK:

- From 7.9% to 15% for individuals not born in the UK; and
- From 3.9% to 9.1% for individuals who do not define themselves as UK-nationals.

3.1.19 The percentage in employment defined as 'migrants' on either definition increased significantly after 2004, following the enlargement of the EU and significant increase in migration from the A8 countries (see Chart 2 for the increase in net migration flows from the EU8 between 2005 and 2008).

3.1.20 Chart 9 shows change in the distribution of the non-UK born population in employment by more detailed country of birth, comparing January to March 2004, 2013 and 2014, whilst Chart 10 shows percentage change in the numbers of non-UK born individuals in employment between

Chart 8: Proportions of total employment levels by country of birth and stated nationality, January to March 1999 to January to March 2014 (%)



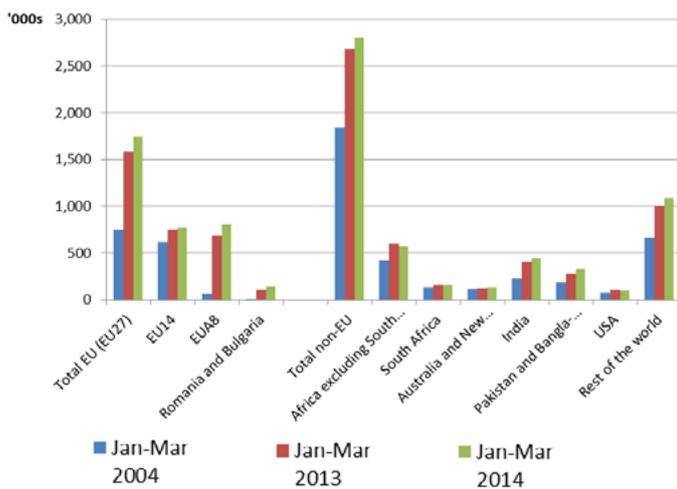
Source: ONS Crown Copyright, 2014. 'Table EMP06: Employment levels and rates by country of birth and nationality' from 'Labour Market Statistics, May 2014', 14th May 2014.

January to March 2013 and 2014 (i.e. the rate of change over the last year).

3.1.12 These charts indicate that:

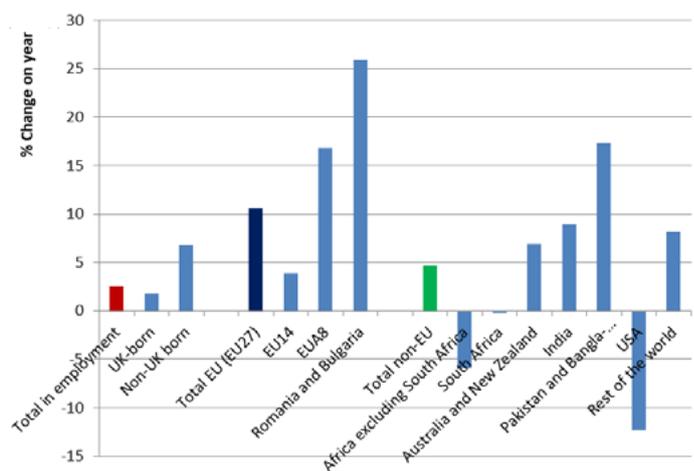
- Individuals born outside the EU make up the largest share of the non-UK born population in employment (consistent with the picture from LTIM flows, where non-EU citizens continue to comprise the largest share of annual net migration to the UK, see Chart 2). The number of individuals in employment who were born in non-EU countries has increased significantly over the decade - from 1.8 million in January to March 2004 to 2.8 million in January to March 2014 (Chart 9). Between the first three months of 2013 and 2014, the number of individuals born in non-EU countries increased by 4.6% - compared to a total increase in non-UK born employment of 6.9% over the year and an increase of 1.8% of UK-born employment (Chart 10);
- Of those born in non-EU countries, Africa (excluding South Africa) accounts for the largest numbers, which have increased on the decade but fallen slightly on the year, by -5.9% to 325,000. Individuals born in India also account for comparatively high number, at 443,000 in employment in the first quarter of 2014, up 4.6% on

Chart 9: Numbers in employment by country of birth (not UK-born), January to March 2004 to January to March 2014 (thousands)



Source: ONS Crown Copyright, 2014. 'Table EMP06: Employment levels and rates by country of birth and nationality' from 'Labour Market Statistics, May 2014', 14th May 2014.

Chart 10: Change on year in employment by country of birth (not UK-born), January to March 2013 to January to March 2014 (% change)



Source: ONS Crown Copyright, 2014. 'Table EMP06: Employment levels and rates by country of birth and nationality' from 'Labour Market Statistics, May 2014', 14th May 2014.

the previous year. Although there are lower numbers born in Pakistan and Bangladesh (325,000) this is a significant increase (17.3%) on the first quarter of 2013.

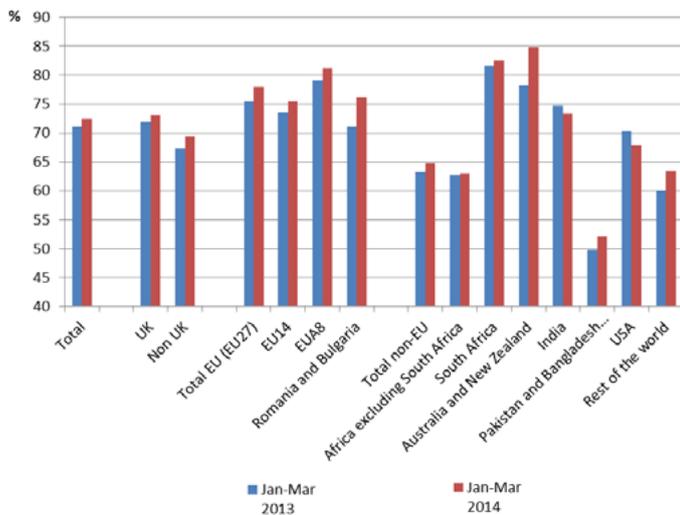
- Non-EU migrants born in 'the rest of the world' (including China and East Asia) accounted for significant numbers in employment, at over 1 million, an increase of 8.2% on the year;
- Charts 9 and 10 shows that although the absolute levels of individuals born in the EU in employment accounts for smaller numbers compared to the total of non-EU migrants (Chart 9), these numbers have increased more significantly on both the decade and the year (Chart 10). The number of EU-born individuals in employment in January to March 2014 has more than doubled compared to the same period in 2004, increasing from 746,000 to 1.7 million. On the year, the number increased by 10.6%. Those in employment who were born in A8 countries have increased from a very small number in the first quarter of 2004 (64,000) to 802,000 in the first quarter of 2014 – exceeding the number born in the EU14 countries (775,000) and increasing by a significantly greater rate on the previous year (16.8% compared to 3.9%); and

- Individuals in employment born in Bulgaria and Romania accounted for relatively small numbers in January to March 2014, at 140,000. Chart 10 shows that this was a relatively high percentage increase on 2013 (25.9%) but is a relatively small absolute increase (28,000 individuals).

3.1.13 Finally, Chart 11 shows the variations in employment rate (the percentage of the resident population aged 16 to 64 in employment) by country of birth, comparing the first quarters of 2013 and 2014:

- The total employment rate for all adults (where their country of birth is stated) was 72.5% in the period January to March 2014;
- The employment rate for those born in the UK was higher than for those not born in the UK, at 73.1% compared to 69.3%;
- However, the employment rates for all groups born in EU countries significantly exceeded both the overall employment rate and that of UK-born adults, at 78% for the EU27 overall. The highest rate of employment for individuals born in EU countries was for the A8, at 81.3%, followed by individuals born in Romania and Bulgaria, at 76.2%;

Chart 11: Employment rates by country of birth, January to March 2013 and January to March 2014 (% population aged 16-64 in employment)



Source: ONS Crown Copyright, 2014. 'Table EMP06: Employment levels and rates by country of birth and nationality' from 'Labour Market Statistics, May 2014', 14th May 2014.

- Average employment rates for individuals born in non-EU countries were significantly lower, at 64.8% in January to March 2014. However, the charts shows the very significant variation between groups – with adults born in Australia and New Zealand (84.9%) and South Africa (82.5%) having very high rates of employment, whilst those born in Africa (excluding South Africa) and the 'rest of the world' (e.g. China and East Asia) have much lower rates of employment – at 63% and 63.3% respectively. This is likely to be affected by the high proportions of students on full-time courses in these two groups;
- The lower employment rates for individuals born in Pakistan and Bangladesh (52.1%) is likely to be a function of a number of factors, including migration for full time study as well as lower rates of labour market participation amongst women with child and elder care responsibilities; and
- Employment rates increased for all groups over the year January to March 2013 to January to March 2014, with the exception of individuals born in India and the USA.

3.2 Demographic Change within the East Midlands

3.2.1 The Census is the most complete and statistically robust source of information on population characteristics, with detailed data available at a local level due to the comparatively large number of observations.¹⁸ The 2011 Census includes more detailed information on migrant populations compared to previous censuses – including data for several different definitions of 'migrant': country of birth; stated nationality; citizenship and passports held; and additional information on immigration controls and reason for and length of stay. The most detailed data so far published from the 2011 Census relates to country of birth (and is thus affected by the same caveats discussed in the previous section). This section combines analysis undertaken by the Migration Observatory, University of Oxford¹⁹, in July 2013 with recent analysis undertaken by Nottingham Business School.

3.2.2 Chart 12 shows that individuals born outside the UK accounted for a smaller proportion of the East Midlands population compared to the average for England in 2011 – at 9.9% compared to 13.8%. This is equivalent to 448,200 individuals in the region who were not born in the UK (out of a total of 4.5 million residents in the East Midlands in 2011). The chart also shows that the national average is significantly skewed by London, where over a third of residents (36.7%) were born outside the UK. There is significantly less variation between the other regions, with the lowest proportion in the North East (4.9%) and the highest in the South East (12.1%).

3.2.3 The Migration Observatory compared the 2011 and 2001 Censuses (also shown in chart 12). In 2001, 6.1% of the East Midlands population (252,300 individuals) were born outside the UK. This increased by 77.7%, compared to a total population increase of 8.7% in the East Midlands over the decade, with the UK-born population growing more slowly at 4.2%.²⁰ The Migration Observatory analysis also identified the younger age profile of migrants (as defined by country of birth), with 42% of non-UK born residents in the East Midlands aged between 20 and 39 compared to 24% for UK born residents.²¹

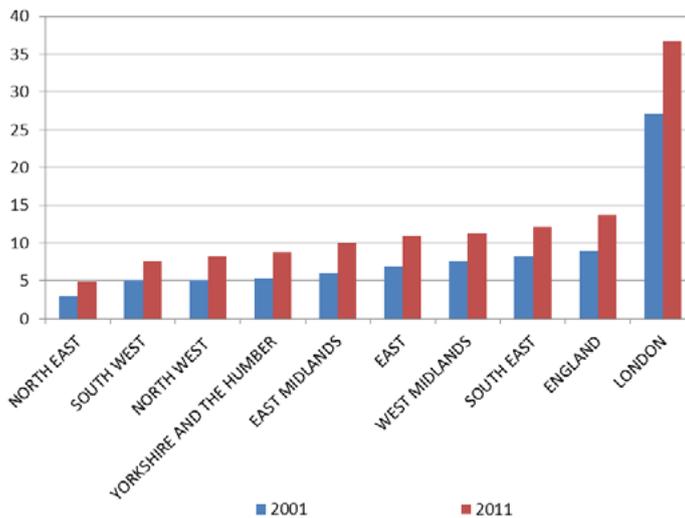
¹⁸ The data is based on returns from the census questionnaire sent to every UK household supplemented by estimation techniques to account for those likely to have been missed or not completed the questionnaire.

¹⁹ Krausova, A., and Vargas-Silva, C, July 2013. 'Briefing: East Midlands Census Profile', The Migration Observatory, University of Oxford.

²⁰ Ibid., Krausova, A., and Vargas-Silva, C., page 4.

²¹ Ibid.

Chart 12: Non-UK born population by Government Office Region, 2001 and 2011 (%)

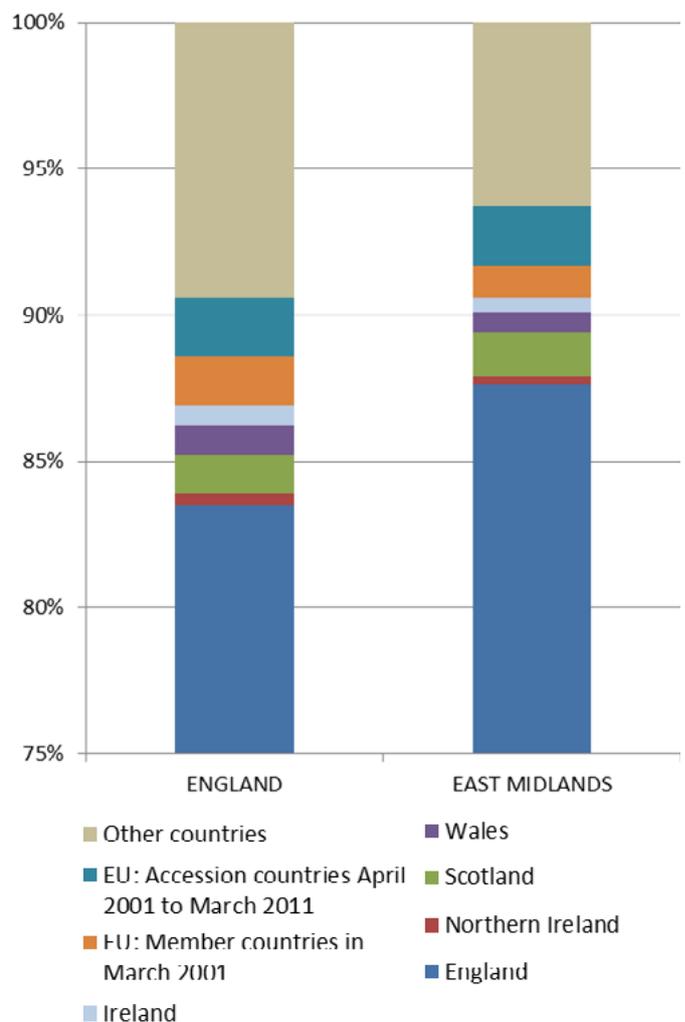


Source: ONS Crown Copyright, 2013. '2011 Census: Key Statistics for local authorities in England and Wales; Table KS204EW: Country of birth, local authorities in England and Wales and ONS Crown Copyright, 2012. '2011 Census: Distribution of the usual resident population born outside the UK by English region and Wales; 2001 and 2011 censuses.'

3.2.4 Chart 13 shows the profile of the East Midlands population compared to the national average by broad country of birth. This shows that, given that the East Midlands has a smaller overall proportion of residents born outside the UK, it is relatively over-represented in terms of residents born in EU Accession countries (in the case of the 2011 Census, this group refers to those countries that joined the EU between 2001 and 2011 – with the majority being migrants from the eight Central and Eastern European Countries that joined the EU in 2004, also known as the CEECs). In the East Midlands in 2011, 2% of the resident population were born in an EU Accession state, equivalent to 91,700 individuals. Those born in non-EU countries accounted for 6.3% of the East Midlands population (285,600 individuals).

3.2.5 Chart 14 and Maps 1 to 3 illustrate how these population groups are distributed within the East Midlands. Chart 14 shows that Leicester City has by far the largest proportion of residents born outside the UK, at 33.6% (110,800 individuals) - which is nearly a quarter of all non-UK born residents in the East Midlands - followed by Nottingham (19.5%) and Derby (13.8%). Map 1 confirms that the largest proportions of non-UK born residents are concentrated within and around the five largest cities and towns in the region (including Lincoln and Northampton) – with the

Chart 13: Total population by country of birth, England and East Midlands, 2011 (%)

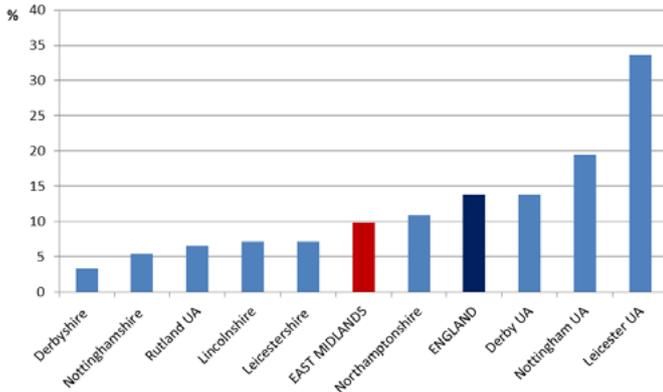


Source: ONS Crown Copyright, 2013. '2011 Census: Key Statistics for local authorities in England and Wales; Table KS204EW: Country of birth, local authorities in England and Wales.'

exception of two districts in Lincolnshire, Boston and South Holland. The lowest proportions of non-UK born residents were in Derbyshire, at 3.3% of the total population (25,600 individuals).

3.2.6 Lincolnshire overall has a below average proportion of the total population born outside the UK (7.1%), but a slightly higher proportion who were born in EU Accession countries (3% compared to 2% in England and the East Midlands). Map 2 shows that residents born in EU Accession countries are highly concentrated in the Lincolnshire districts of Boston and South Holland

Chart 14: Non-UK born population by East Midlands County and Unitary Authority, 2011 (%)



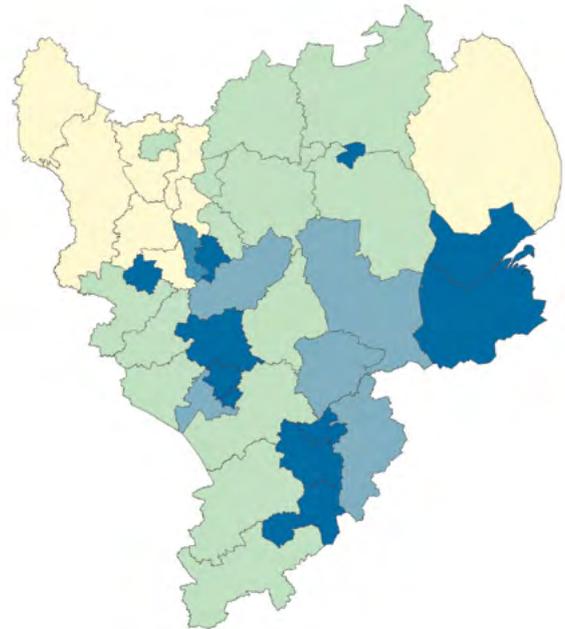
Source: ONS Crown Copyright, 2013. '2011 Census: Key Statistics for local authorities in England and Wales', Table KS204EW: Country of birth, local authorities in England and Wales.

(together accounting for 13% of all residents in the East Midlands born in EU Accession countries, despite the two districts accounting for just 3% of the total population of the East Midlands). Boston has the highest proportions of this migrant population group in the East Midlands - at 10.6% of the 2011 resident population. This is equivalent to 6,800 out of a total of 64,600 residents. This is also the highest proportion of A8 migrants of any Local Authority in England and Wales, followed by the London Borough of Haringey, at 9.8%. Conversely, as Map 3 shows, only 2.7% of the resident population of Boston were born in non-EU countries (compared to 6.3% in the East Midlands and 9.4% in England).

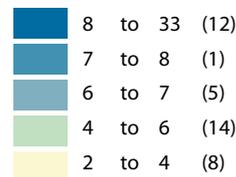
3.2.7 In contrast, Map 3 shows that those born in non-EU countries are more evenly distributed – with higher proportions in Nottingham, Derby, Leicester and the south of the region (Leicestershire and Northamptonshire). Leicester City in particular stands out, with 28.2% of residents born in non-EU countries (93,000 individuals) – closely associated with the significant, established communities in the city originating from the Indian sub-continent.

3.2.8 According to the Migration Observatory's analysis of change over time between the two Censuses, Leicester experienced the largest increase in absolute number of foreign-born residents between 2001 and 2011 (by 46,300)

Map 1: Non-UK born population by East Midlands Local Authority District and Unitary Authority, 2011 (%)



% non-UK born (2011 resident population)



NOTTINGHAM BUSINESS SCHOOL
Nottingham Trent University

Contains Ordnance Survey data © Crown copyright and database right, 2013.

Source: ONS Crown Copyright, 2013. '2011 Census: Key Statistics for local authorities in England and Wales', Table KS204EW: Country of birth, local authorities in England and Wales (contains Ordnance Survey data © Crown Copyright and database right, 2014).

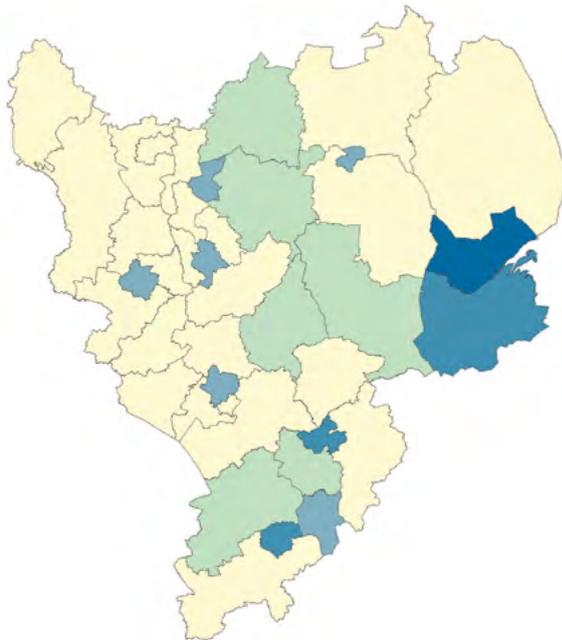
whilst Boston experienced by far the largest percentage increase (by 467%).²²

3.2.9 The Migration Observatory also undertook analysis of more-detailed country-of-birth data obtained from the ONS, which identified the countries of origin accounting for the largest number of non-UK born residents of the East Midlands as follows:

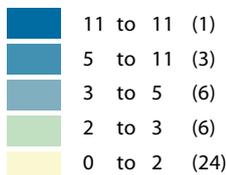
- India represents the country of birth for the largest number of East Midlands residents born outside the UK in 2011, at 68,500;

²² Ibid, pages 8-9.

Map 2: Population born in an EU Accession country by East Midlands Local Authority District and Unitary Authority, 2011 (%)



% born in EU Accession countries (2011 resident population)



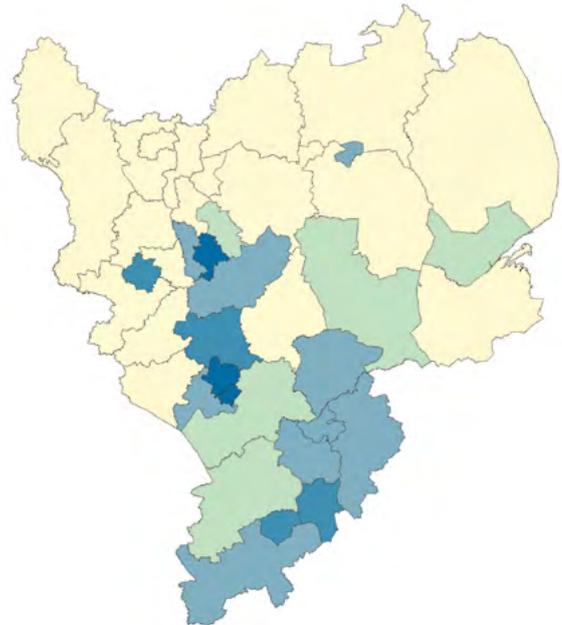
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Source: ONS Crown Copyright, 2013. '2011 Census: Key Statistics for local authorities in England and Wales; Table KS204EW: Country of birth, local authorities in England and Wales (contains Ordnance Survey data © Crown Copyright and database right, 2014).

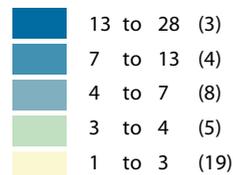
- Poland was the country-of-birth for the next largest number, at 53,400;
- This was followed by Ireland (22,200), Pakistan (20,800) and Germany (20,400); and
- Kenya, Zimbabwe, China, South Africa and Latvia also accounted for significant numbers of East Midlands residents born outside the UK.²³

3.2.10 Between censuses, the ONS produce estimates of resident population – the Mid-year population estimates (MYE). These draw from administrative records of births and deaths, the IPS, the LFS and other sources to account for population

Map 3: Population born in a non-EU country by East Midlands Local Authority District and Unitary Authority, 2011 (%)



% born in non-EU countries (2011 resident population)



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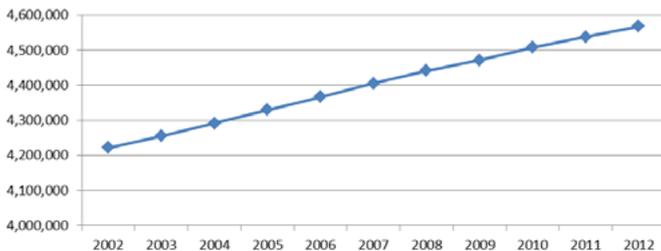
change due to net migration and natural change. The latest MYE relates to the 12 months to June 2012.

3.2.11 Chart 15 shows total population change in the East Midlands between 2002 and 2012, showing that the region's population has increased year-on-year from 4,221,800 in 2002 to 4,567,700 in 2012.

3.2.12 Chart 16 compares % population growth across the nine English regions and Chart 17 compares the County and Unitary Authorities within the East Midlands. Chart 16 shows that the total population in the East Midlands grew

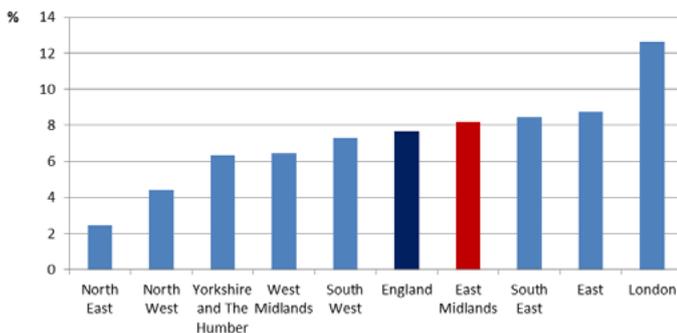
²³ Ibid, page 10.

Chart 15: Total resident population in the East Midlands, 2002-2012



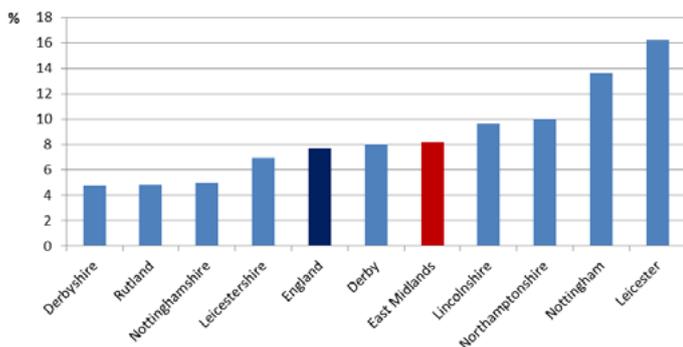
Source: ONS Crown Copyright, 2013. 'Mid-year Population Estimates', 2002-2012, from NOMIS [accessed 19th May 2014].

Chart 16: Population growth by Region, 2002-2012 (% change)



Source: ONS Crown Copyright, 2013. 'Mid-year Population Estimates', 2002-2012, from NOMIS [accessed 19th May 2014].

Chart 17: Population growth by East Midlands County and Unitary Authority, 2002-2012 (% change)



Source: ONS Crown Copyright, 2013. 'Mid-year Population Estimates', 2002-2012, from NOMIS [accessed 19th May 2014].

at a faster rate than the national average – at 8.2% between 2002 and 2012 compared to 7.7% in England overall. Although this was below the rate of growth experienced in the South East (8.4%), the East of England (8.7%) and London (12.6%), the population of the East Midlands grew at a faster than any other northern or midlands region and the South West. The slowest rate of population growth was in the North East, at 2.4%.

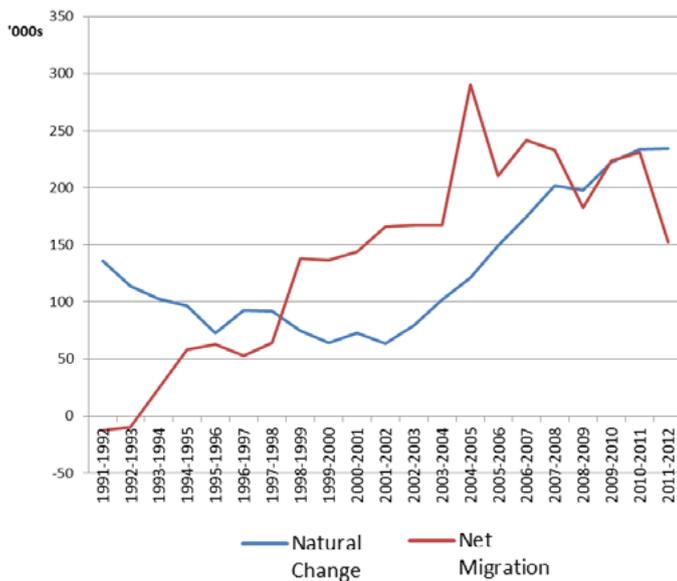
3.2.13 Chart 17 shows that Leicester and Nottingham experienced the highest rates of population growth within the East Midlands, at 16.2% and 13.6% over the decade, followed by Northamptonshire at 10%. The population of Lincolnshire also grew at a faster rate than the national or regional average, at 9.6%. Derbyshire and Rutland both experienced relatively slow rates of population growth, at 4.8% in both cases.

3.2.14 Each Mid-year estimate is based on the population of the previous year adjusted for the balance between live births and deaths (net natural change) and net long-term migration²⁴, using the same definition of long-term international migrant used in the LTIM estimates. Sub-national estimates disaggregate between international migration and internal (i.e. inter-regional) migration. These data provide an understanding of the balance between the two drivers of population growth in a given year and thus the importance of migration in determining total population change.

3.2.15 Chart 18 shows the components of total annual population change for England as a whole over a twenty year period. At the start of the period, net migration accounted for the smaller share of population change – with natural change making up between 110% and 59% of the annual increase until mid-1998-1999, after which migration outstripped natural change. Net migration peaked as a component of total population change in the period immediately after EU enlargement, 2004-2005, where it accounted for 70.5% (290,100 additional individuals, compared to 121,400 due to natural change). Although migration has remained significant and positive as an annual component of change in 2010-2011 and 2011-2012, accounting for 230,900 and 152,200 of additional residents, this is significantly lower than the 2004-2005 peak and has been outstripped by natural change – which accounted for the higher share of annual population growth in both years at 50.3% and

²⁴ In the components of change, 'net migration' also includes migration to and from other parts of the UK, international migration, and 'other changes' – which include changes to the size of armed forces and prison populations and other, small, adjustments.

Chart 18: Comments of population change in England*, 1991-1992 to 2011-2012

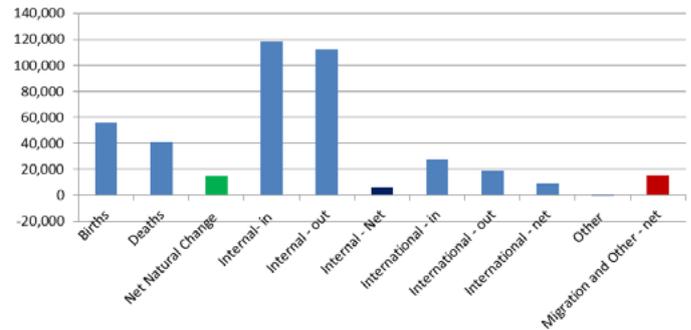


Source: ONS Crown Copyright, 2013. 'Mid-1991 to Mid-2012 Population Estimates: components of population change for England and Wales.' [* note that the net migration figures in this chart are lower than the LTIM estimates shown in Chart 1, as they relate just to England – rather than the UK].

60.6% (233,800 and 234,300 respectively). Of course, the two components are not disconnected – and with recent migrants being younger than non-migrants, post-2004 migration will have itself contributed to increased natural change.

3.2.16 Detailed components of change for the mid-2012 estimates for the East Midlands region are shown in Chart 19. Although migration accounted for a smaller share of total population growth compared to natural change in England overall in 2011-2012 (see Chart 18), in the East Midlands net migration accounted for a slightly higher share, at 50.7%. However, internal migration (from other English regions) accounted for 20% of this change (with 118,300 estimated to have moved to the East Midlands from other regions and 112,000 estimated to have left to other regions, a net balance of 6,300). International migration flows to and from the East Midlands were much smaller (with only 27,700 entering the region from international origins compared to 18,500 leaving the region to international destinations, a net balance of 9,300). Because the gap between immigration and

Chart 19: Components of population change in the East Midlands, mid-2011 to mid-2012



Source: ONS Crown Copyright, 2013. 'Mid-2012 Population Estimates: Components of Population change for England and Wales – detailed tables by Region and Local Authority District'.

emigration to and from the East Midlands is larger than the gap between internal migration in and out-flows, net international migration accounted for the larger share of the total net migration to the region in 2011-2012 (30.6%).

3.2.17 To summarise, international migration flows to and from the East Midlands are significantly smaller than flows to and from other regions – but the net balance for international migration in 2011-2012 was larger. This demonstrates that internal migration (flows between English regions) are important components of total population change at a sub-national level, which are often overlooked in the public debate.

3.3 Economic & Labour Market Impacts

3.3.1 Media and political attention has focussed on a series of Government and independent academic studies into the impacts of migration on the UK economy, public finances and the labour market. Much of this work has been very high quality, and rigorously peer-reviewed. However, all such studies are affected by the same challenge: it is not possible (or at least, it is highly problematic) to identify a causal link between wider economic and labour market developments and trends in migration. Associations between variables can be identified, and possible links can be discussed – but cause and effect can rarely be clearly established.

3.3.2 A wide range of research has recently been collated and evaluated in a joint Home Office and Department for Business, Innovation and Skills (BIS) study.²⁵ This was undertaken for two key reasons. Firstly, a series of earlier studies found little or no evidence of negative impacts of increased net migration on either wages or employment of UK-born residents during the period preceding the onset of recession in 2008, but there has been limited comparable analysis relating to the post-2008 period. Secondly, a study by the Migration Advisory Committee (MAC) in 2012²⁶ did find a statistically significant association between increased net migration and the displacement of native workers into unemployment (the association between an increase of 23 UK-born workers unemployed for every additional 100 migrants cited by Theresa May²⁷ and the incoming Immigration Minister James Brokenshire²⁸ in speeches on the Government's programme of immigration reform). However, both BIS and Home Office officials were reportedly concerned about the robustness of the MAC approach and wished to undertake a more wide-ranging study to update the Government's evidence base.²⁹

3.3.3 In this recent study, Home Office and BIS analysts identified the following conclusions:

- From the late 1990s until 2007-2008, a sustained increase in net migration coincided with a similarly sustained period of economic growth (GDP growth in the UK averaged 3.2% per annum between 1992 and 2007). These factors are not unrelated: the relative strength of the UK economy, and associated demand for labour, attracted economic migrants from both EU and non-EU origins.
- Employment levels and rates for both UK-born residents and non-UK born migrants increased between 1995 and 2005. Employment levels for UK born adults remained stable and high from 2005 until the onset of recession in 2008, whilst they grew significantly for both EU and non-EU migrants.
- During this period of economic growth, the labour market adjusted to high net migration with little observable negative impact.
- However, when demand for labour fell – as the economy entered recession – this adjustment may have become slower, resulting in displacement of some workers into unemployment in the short term. This is reflected in falling employment levels for UK-born and non-EU migrants between 2008 and 2012. However, after initially falling after 2008, employment levels of EU-migrants began to rise again. Where displacement effects were observed, these were concentrated amongst UK-born workers and non-EU migrants – especially those with lower levels of skill – whilst EU-migrants appeared to be relatively more resilient. .
- However, in 2012 to 2013, employment levels for UK nationals grew more strongly than for foreign nationals - suggesting that any displacement effects had dissipated as the labour market recovered.

²⁵ Devlin, C., Bolt, O., Patel, D., Harding, D., and Hussain, I., HM Home Office and Department for Business, Innovation and Skills, March 2014. 'Impacts of Migration on UK Native Employment: An Analytical Review of the Evidence.' BIS and HO Occasional Paper 109. URL: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/287287/occ109.pdf

²⁶ Migration Advisory Committee (MAC), January 2012. 'Analysis of the Impacts of Migration.' London: MAC. https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/287287/occ109.pdf [accessed 9th April 2014].

²⁷ May, Theresa, MP and Home Secretary, 12th March 2012. 'Home Secretary Speech – An Immigration System that Works in the National Interest'. London: Home Office. URL: <https://www.gov.uk/government/speeches/home-secretary-speech-on-an-immigration-system-that-works-in-the-national-interest> [accessed 9th April 2014].

²⁸ Brokenshire, James, MP and Minister for Immigration, 6th March 2014. 'Full Text: James Brokenshire MP Speech to DEMOS'. London: DEMOS. URL: <http://www.demos.co.uk/files/JamesBrokenshireSpeechtoDemos.pdf> [accessed 9th April 2014].

²⁹ Cook, Chris, BBC Newsnight Policy Editor, 5th March 2014. 'Immigration Impact Report Withheld by Downing Street'. BBC online. URL: <http://www.bbc.co.uk/news/uk-politics-26435000> [accessed 9th April 2014].

- From this, the joint-Departmental study concluded that 'there is relatively little evidence that migration has caused statistically significant displacement of UK natives from the labour market in periods when the economy has been strong. However, there is evidence for some labour market displacement in recent years when the economy was in recession.' (p. 4). These displacement effects are also more likely to be observed in a period when net migration volumes are high and, where displacement is observed, it tends to be concentrated amongst low-skilled UK natives.

3.3.4 Significant attention has also been focussed on the fiscal impacts of migration, including concerns that the UK may be a target for 'benefit tourism' – with recent net migration levels constraining the Government's deficit reduction objectives. Independent analysis, including from the Institute for Fiscal Studies (IFS) and the Office for Budgetary Responsibility (OBR), strongly indicates that the opposite is the case - with EU migrants in particular making a large, positive net fiscal contribution. A study published by specialist centre on migration analysis at the University College London (UCL), the Centre for Research and Analysis of Migration (CREAM), in late 2013³⁰ presented the following conclusions:

- The authors at UCL assessed the net fiscal contribution of migrants resident in the UK between 1995 and 2011 and disaggregated the contribution of 'recent' migrants (who arrived in the UK after 2001) between 2001 and 2011.
- Migrants were assigned a share of each item of Government expenditure related to given benefits or services used, which was compared to their contribution in taxation to Government revenues.
- Migrants overall (recent and established) are less likely than UK-natives to receive benefits or tax credits, or to live in social housing, but there are significant differences between recent migrants and those from EU countries compared to non-EU migrants and UK-natives.

- Recent migrants and those from EU countries are, on average, younger and more likely to be in employment (thus paying income tax or PAYE and National Insurance) - and are less likely to have dependents (with lower associated costs in terms of education and health services). Recent migrants were estimated to be 45% less likely than non-migrants to receive state benefits or tax credits.
- Therefore these groups have made a significant net positive contribution to the UK. Between 1995 and 2011, all EU migrants were estimated to have contributed 4% more to the fiscal system than they received; and between 2001 and 2011, recent EU migrants contributed 34% more to the fiscal system than they took out.
- Non-EU migrants overall and UK-natives both made a negative net fiscal contribution. UK-natives were estimated to have contributed 89% of the total value of benefits and services they received between 2001 and 2011 (and 93% of what they received between 1995 and 2011). Non-EU migrants were estimated to have contributed 86% of what they received between 1995 and 2011 – due to the older age profile of this group and greater likelihood of dependent children. However recent (post-2001) non-EU migrants made a small positive fiscal contribution of 2% between 2001 and 2011.

3.3.5 Building on this research, the OBR advised Government that, if net international migration were to be reduced to zero, the UK's public sector debt would rise from a 2012 level of 74% of GDP to 187% in 2062 – exceeding the current debt to GDP ratio in Greece.³¹

3.3.6 In the East Midlands, the Institute for Employment Research (IER), at the University of Warwick, was commissioned to assess the economic and labour market impacts of migration in 2007³² and again in 2010³³ by the East Midlands Development Agency (emda). The 2007 study found that:

³⁰ Dustmann, C., and Frattini, T., November 2013. 'The Fiscal Effects of Immigration to the UK', Centre for Research and Analysis of Migration, University College London, Discussion Paper Series: CDP No 22/13. URL: http://www.cream-migration.org/publ_uploads/CDP_22_13.pdf [accessed 9th April 2014].

³¹ The Migration Matters Trust, 2013. 'Analysis of impact of net migration on UK public sector debt', drawing on Office for Budgetary Responsibility Fiscal Sustainability Reports.

³² Green, A.E., Jones, P., and Owen, D., on behalf of the East Midlands Development Agency, January 2007. 'Migrant Workers in the East Midlands Labour Market'. IER, University of Warwick. Nottingham: emda [accessible via NTU library Institutional Repository, iREP].

³³ Green, A. E., Atfield, G., Davies, R., Jones, P. and Owen, D., 2010. 'Migrant workers in the East Midlands labour market 2010'. IER, University of Warwick. Nottingham: emda. [accessible via NTU library Institutional Repository, iREP].

- As migrants are predominantly young (working age), rates of economic activity are relatively high.
 - Migrants, especially from A8 countries, tend to be concentrated in industry sectors where the wages are significantly lower than average – but these sectors experienced faster than average increases in pay between 2001 and 2007.
 - The occupational structure of migrant employment was highly polarised, with migrants concentrated in either very highly skilled/high pay occupations in the East Midlands (e.g. ICT and Health professionals) or in low skill/lower pay occupations (such as machine operative or elementary occupations). Rates of pay growth did not differ in occupations in which high proportions of migrants were employed compared to the average.
 - Therefore, there was no evidence, at the time of this study, that migrants were causing wages to be suppressed.
 - There was little evidence that migrants displaced UK-born workers into unemployment in the period between 2001 and 2007 in the East Midlands (in line with the above Home Office/BIS findings for the UK overall when the economy was expanding). Exits by UK-born workers from occupations where large proportions of migrants were employed were stable over time, and did not appear to increase as the number of migrants in the East Midlands increased after 2004.
 - The IER estimated that, in 2005, migrants (based on country of birth) contributed 9.6% to East Midlands economic output in Gross Value Added (GVA). The migrant contribution to GVA was higher than this average in a number of sectors, including Hotels and Restaurants, Health and Social Work and Manufacturing (including food processing).
- 3.3.7** This study was updated in 2010, following the marked change in the economic context, to understand whether the regional impacts of migration may have also changed. This study presented the following conclusions:
- Analysis of management data, such as NINo registrations, suggested that international migration to the East Midlands peaked in 2007 (from 42,000 NINo registrations to overseas nationals in the region in 2007 to 33,000 in 2008 and stabilisation thereafter).
- Poland became the country of origin for the largest number of new migrants to the East Midlands registering for a NINo from 2004, overtaking India. However, numbers of new migrants from Poland fell significantly after 2007, whilst new registrations for a NINo increased for migrants from Latvia and Lithuania.
 - Migrants continued to be younger compared to non-migrants.
 - Case studies on origin countries suggested that improving economic conditions in Poland and Lithuania compared to the UK acted as pull factors for increased return migration from 2007.
 - Compared to the 2007 IER study, migrants (especially post-2003 migrants) were increasingly likely to be working in lower skill occupations. The polarised distribution (high skilled or low skilled) of employment was less evident in 2010. Job losses were particularly evident in 'Manufacturing' and 'Transport and Storage', with the impacts being proportionately similar for migrants and non-migrants.
 - There continues to be little evidence to suggest that, in the case of the East Midlands, migrants have had a negative impact on the employment of UK-born workers. At a local level, there was no strong relationship between changes in the numbers of migrant workers and changes in the rate or numbers unemployed.
 - The extent of migrant contribution to regional GVA was slightly higher than estimated in the 2007 report (for 2005), at 10.6% for 2008 - declining to 10% in 2009 both due to the impacts of recession and the increase in the proportion of migrants working in lower productivity sectors and lower skill/pay occupations.
- 3.3.8** Compared to the Home Office/BIS conclusion for the UK as a whole, the IER study for the East Midlands is more positive – finding limited evidence of displacement in the region during recession and a continued significant contribution to total regional output (albeit during a period when the % rate of per annum output *growth* was negative).

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