

## Ministerial Foreword

Our society has never been so diverse or vibrant.

For too long, we have been known for our outward migration. For many reasons people have taken their skills and talents elsewhere in the world. But things are changing.

Now we welcome a new generation of people from all over Europe and beyond. People are attracted here by the possibility of a better, safer and more prosperous life.

We welcome the energy of entrepreneurs, the creativity of new cultures and the talent of a new work force. Our society has benefited greatly.

While we acknowledge the benefits that migration brings, we must always be aware of the additional pressures faced by public services and the unwanted and unrepresentative incidents of hate crimes.

To ensure that we plan better and provide appropriate assistance it is imperative that we have an accurate picture of our new and changing demographic. We must work together to collate and share data in order that this picture is as complete as possible. This information will be invaluable in helping us meet the needs of our new residents.

We therefore welcome the Migration Information Portal. It is an important step forward in identifying the nature and scope of the impact that migration has had and in ensuring that our policies and practices meet the needs and concerns of all people living here.



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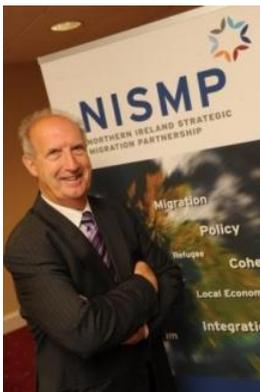
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# Introduction

The Northern Ireland Strategic Migration Partnership was set up in 2011 as part of a network of similar partnerships across the UK. Through a membership which is cross-party, interdepartmental and includes representation from the public, private and community sectors, the Partnership is able to provide an advisory and consultative function on migration in Northern Ireland. NISMP works within UK structures to give a regional perspective on immigration policy and, together with other stakeholders, it aims to ensure that migration is managed successfully for the common benefit of both migrant and receiving communities.

A clear and accurate picture of the nature and scope of migration in Northern Ireland is the springboard for the development of successful approaches to managing the related issues and deriving the benefits that more diverse societies have to offer. The intention behind the Migration Information Portal is therefore, as its name suggests, to act as a gateway through which the key information pertaining to migration can be located. It collates data from a range of sources, helping to create a clear picture of migration and its short and long-term impacts. It thus enables policy makers, service providers and support organizations alike to more effectively respond to these changing demographics.

The NISMP would like to thank in particular John Bell of the Institute for Conflict Research for the commitment he has shown in the development of the Migration Information Portal. By its nature the Portal will be a dynamic source of data and we encourage all visitors to the site to feed back their experiences and recommendations in order that it continues to develop as a practical and current source of information.



**Alderman Arnold Hatch**

**Chair  
Northern Ireland Strategic Migration Partnership**

# Executive Summary

The Institute for Conflict Research (ICR) was commissioned in April 2012 to collate relevant data and information pertaining to migration in Northern Ireland. This information will be used to develop a website on migration which will be 'live' from the end of November 2012. This report highlights some of the key information which will be made available online.

It is clear that levels of inward migration to the UK in general and to Northern Ireland more specifically have been in decline since the onset of the recession in 2008. Indeed, since 2009 natural growth has once again become the key driver of population change in Northern Ireland. However there remains a well-established migrant population who are living and working in Northern Ireland.

It is important to bear in mind therefore that the downward trend in people arriving from overseas has not led to a diminishing requirement for services. In fact, while inward migration has been declining, in Northern Ireland the numbers of new births in 2011 to mothers who were themselves born outside the UK and Ireland increased to 10%. Increasing numbers of 'newcomer' children are attending local schools, resulting in additional requests for interpretation and translation services in health and social care trusts and education and library boards.

While we have a large baseline of data on levels of access to services, there are a number of areas we know much less about in terms of migration. Two key areas in which we currently lack specific information in relation to migration are:

- **Health** – we have little statistical information on specific health trends within the migrant population;
- **Employment** – there is little specific data on the position of migrants in the labour market.

A third area where specific data is not so much lacking, but rather is not easily accessible, is in relation to education and how 'newcomer' or migrant children are faring academically.

The 2011 census data, when available, will provide us with the most detailed overview yet of migration trends in the past ten years. However, it is important that we do not become overly reliant on this data given that the census is only conducted once every ten years. As such, it is therefore vital that guidance from OFMdFM on monitoring racial equality which recommends that statutory agencies request information on nationality, country of birth and ethnicity, is implemented. The tendency at present is to prioritise the collection of information on ethnicity over and above that of country of birth. Improved collection of data on country of birth and the date of arrival in Northern Ireland will prove helpful in the long term in addressing some of our knowledge gaps.

**The following are a series of recommendations for the NISMP moving forwards with regards to the Information Portal specifically and migration issues more generally:**

### **Information Portal**

**Recommendation 1:** It is important that the online resource is regularly updated, ideally every six months. Regular updating is important in terms of keeping pace with changes in relevant legislation particularly within the current context of Welfare Reform;

**Recommendation 2:** It is imperative that the census data on migration, when available, is accessible online. Otherwise the current material available will be immediately out of date;

**Recommendation 3:** The NISMP should encourage members to use the online resource and encourage feedback to improve the layout and set-up. While the website will be 'live' in November 2012 it should be further adapted to fit the needs of users beyond this point if required;

**Recommendation 4:** The NISMP should seek to publicise the online resource among various networks of statutory organisations, the voluntary and community sector and employers;

**Recommendation 5:** It is important in this regard that the website is used as a source of information by users and the content does not become politicised or driven by agendas from any source.

### **General**

**Recommendation 6:** It is important that the NISMP send a clear message that decreasing inward migration does not indicate that less needs to be done on migration issues. All the while inward migration has been decreasing, there has been an increased demand for interpretation and translation facilities and increasing numbers of migrant children are attending local schools. Those people already here need to be adequately looked after and as such services will have to continue to be planned accordingly;

**Recommendation 7:** It is important that the NISMP discuss the significance of the OFMdFM proposals on collecting data on country of birth and nationality, including the resources required in terms of the training of staff, should these proposals be fully adopted. In this regard it is important to recognise that while there is an overlap between the terms 'minority ethnic' and 'migrant', they are not coterminous;

**Recommendation 8:** The NISMP should consider along with other stakeholders whether or not the current framework for Fair Employment Monitoring should be amended to provide a more accurate reflection of Northern Ireland's increasingly diverse workforce.

# Background Context

## 1.1 The Northern Ireland Strategic Migration Partnership

In April 2012 the Institute for Conflict Research (ICR) was commissioned by the Northern Ireland Local Government Association (NILGA) on behalf of the Northern Ireland Strategic Migration Partnership (NISMP) to collate relevant data and information relating to migration in Northern Ireland, albeit set in a broader UK context.<sup>1</sup> This data is to be used for the development of an online resource or website which will go 'live' at the end of November 2012.

The establishment of the NISMP in June 2011 further builds upon the increased cross-departmental working on migration issues facilitated by the establishment of the immigration thematic sub-group of the Racial Equality Forum in June 2006.<sup>2</sup> The NISMP's vision is of a Northern Ireland which is welcoming for migrants, refugees and asylum seekers and one in which a partnership approach to migration better supports the integration of people originally from outside the UK and Ireland in a way which supports both social cohesion and economic growth. As such, the NISMP strapline of '*Making migration work for Northern Ireland*' certainly reflects the aim of the partnership to ensure that the regional needs of Northern Ireland are better reflected in UK immigration policy which tends to be predominantly based upon migration trends in the south-east of England (COSLA 2011: 6). To this end the key objectives of the NISMP are to:

- Encourage and facilitate collaboration between regional, national and local government and UKBA;
- Foster productive debate on migration issues amongst partners;
- Monitor migration impacts and trends and raise awareness of issues, risks and opportunities;
- Contribute to the development of migration policy;
- Work with local delivery partners to advise on the design and delivery of services for migrants which meet local need; and
- Engage with all key stakeholders across all sectors.

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<sup>1</sup> The NISMP is the most recently established of 12 regional strategic migration partnerships across the UK. The activities of the NISMP are funded by UKBA.

<sup>2</sup> The Law Centre currently chairs the group. There are four primary aims of the thematic sub-group. These include specifying the role of both the devolved administration and non-state actors; identifying core information needs; identifying any gaps in information and the provision of services; and producing an action plan which will address immediate, medium and long-term needs with regards migration issues.

Organisations and individuals currently represented on the NISMP board include:

- NILGA (acting as secretariat);
- UK Border Agency;
- Northern Ireland Housing Executive;
- District councillors;
- Department for Employment and Learning;
- Police Service of Northern Ireland;
- Northern Ireland Human Rights Commission;
- Bryson Intercultural;
- Office of First Minister and Deputy First Minister;
- Department of Health, Social Services and Public Safety;
- Department of Social Development;
- Department of Justice;
- Department of Education;
- Law Centre NI;
- Irish Congress of Trade Unions;
- The Community Relations Council;
- The Immigration Subgroup of the Racial Equality Forum.

While the Migrant Worker Strategy acknowledged that there will in all likelihood be 'natural tensions' between statutory agencies and the 'non-state side', a partnership approach between statutory departments and voluntary/community based organisations is critical, as the *'Northern Ireland Government, on its own, cannot address all the problems associated with migrant workers'* (DEL 2009:6). The NISMP therefore prioritises collaboration with organisations who work at a grass-roots level on issues relating to migration such as GEMS NI, the South Tyrone Empowerment Programme, EMBRACE, the South Belfast Roundtable, Ballymena Inter-Ethnic Forum, Northern Ireland Council for Ethnic Minorities and the Chinese Welfare Association among others.

It is hoped that the development of the Information Portal will provide an initial step to increase access for all key stakeholders to relevant information to promote a longer-term, more proactive and more strategic approach to managing migration in Northern Ireland moving forwards.

## **1.2 Migration Information Portal**

In relation to collecting the data and information for the online resource, ICR staff were tasked with:

- Collating data on migration, migrants, and short and long-term impacts of migration from all government departments, education and library boards, CAB, health and social services trusts, and other statutory bodies;
- Collating relevant data from other stakeholders in the private and voluntary and community sectors. This will include information from organisations

dealing with migrants including sector skills councils and recruitment agencies;

- Working in partnership with NISRA to help to utilise current data sets, guidance on data collection, and resource networks in the most efficient manner for stakeholders;
- Developing concise and accessible summaries of relevant legislation and policy;
- Establishing an accessible and adaptable guide on the rights and entitlements of migrants for policy-makers and service providers;
- Using other models of data management and distribution to find an efficient method of collecting, interpreting and sharing statistics and guidance on migration and migrants which is relevant to regional stakeholders; and
- Identifying potential gaps in or duplication of information across the sector.

This brief report is only the first of two key outputs which will result from the gathering of quantitative and qualitative data pertaining to migration. The second output will be the establishment of a website with summarised information, statistics and links to other resources relating to a variety of themes on migration for policy makers, practitioners, employers, migrants and other interested parties.

It should be noted that the launch of the new website is only the beginning of the process of developing the Information Portal. Indeed, the information contained in this report and the early information which will be made available online will quickly become dated. The most crucial aspect of the process will lie in regularly updating the online resources given the tendency for legislation, information and statistics relating to migration to constantly change. Given that the 'Northern Ireland Practical Guide to Policy Making' recognises that the availability of good quality research and evidence is central to all stages of the policy development cycle (DEL 2012: 9), staff at NILGA will be tasked with making sure that the information on the website is maintained on a regular basis.

In order to assist this process, ICR staff will provide NILGA representatives with the contact details of key individuals and organisations who can subsequently be liaised with to update information and ensure easier maintenance of the website. Much of the information relating to legislation, policy and rights and entitlements will involve brief information alongside signposting to further resources through links to other sites. ICR's role in the process of information gathering ends with the establishment of the online resource.

For the purposes of data collection for this project, the terms 'migrant' or 'migrant worker' refer to someone born outside the UK or Ireland who now live in Northern Ireland.<sup>3</sup> As previously identified by the COSLA Strategic Migration Partnership in the context of Scotland, this includes:

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<sup>3</sup> It is also worth considering the use of the term migrant - when, if ever, does someone stop being a migrant? If it is the very act of moving to another country to live then the likely answer to that is never, but then we

- Individuals from the European Economic Area (EEA) 27 who generally have freedom of movement in the UK and are free to work, study or start a business;
- Individuals from outside the EEA who are subject to immigration control;
- Forced migrants who either come to the UK to seek protection (asylum seekers) or are those who have been granted protection and have been resettled in the UK (refugees) (COSLA 2011).

### 1.3 Methodology

The research involved a review of qualitative and quantitative data relating to migration issues which has been published in Northern Ireland in recent years. This involved online searches for statistics and research from statutory agencies as well as accessing the websites of government departments and support organisations in the community and voluntary sector to assess what information on migration in Northern Ireland is currently available. We also drew upon the extensive materials we have gathered over the years in our own library given the corpus of work ICR has produced on migration and minority ethnic communities since 2004.<sup>4</sup>

We also contacted statutory and community based organisations to access data where it was not easily accessible. It is also important to have organisational permission to provide links to research reports, good practice guidelines, useful websites and any other relevant information which users of the online resource will hopefully find helpful.

With regards to gathering information relating to migration we have also attempted, where appropriate, to identify what data is either not currently being collected, or could be collected in a more efficient manner. One challenge faced during the course of the data gathering process was the fact that the 2011 census statistics will only be made available at an as of yet unspecified period between November 2012 and February 2013.<sup>5</sup>

Census statistics are '*viewed as the most important benchmark for providing attribute data on the UK population*' (ONS 2012: 55),<sup>6</sup> and the fact that the 2011 census contained questions for the first time on country of origin, levels of English and how long an individual has been resident in Northern Ireland will undoubtedly provide the most complete statistical overview to date with regards to migration trends in Northern Ireland.<sup>7</sup> It is therefore unfortunate that we are unable to include

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should question whether it is appropriate to refer to someone who has been resident in a 'new' country for many years in such terms.

<sup>4</sup> The first ICR report on migration issues was a baseline study for OFMdfM (Bell et al. 2004).

<sup>5</sup> See, [http://www.nisra.gov.uk/Census/pop\\_FAQ\\_2011.pdf](http://www.nisra.gov.uk/Census/pop_FAQ_2011.pdf) pp.3. Accessed September 19<sup>th</sup> 2012. The 2001 census was the first census to ask a question relating to ethnicity.

<sup>6</sup> However there are also limits to census data given that it becomes dated and is not appropriate for measuring short-term trends (COSLA 2011: 17).

<sup>7</sup> Although a census has been held every ten years in the UK since 1801, except in 1941 during World War Two, (ONS 2012: 19), there is currently uncertainty as to whether or not a census will be held in 2021. The Office for

any of the 2011 census data in this report. NISRA have, however, agreed in principle with NILGA representatives to make this data available on release for use on the website which will be of significant value to policymakers, practitioners and researchers alike.

#### **1.4 Organisation of data/information**

Staff from NILGA and ICR agreed the categories for the organisation of information on the website. These are as follows:

##### **1. General Data and Statistics**

- Demographic Trends;
- Health and Social Care;
- Housing;
- Education;
- Employment and Skills;
- Integration and Social Cohesion;
- Enforcement and Abuse;
- Community Safety and hate crime.

##### **2. Information for Policy Makers and Service Providers**

- Immigration Legislation;
- Migrant Rights and Entitlements;
- Applying the Habitual Residence Test;
- Section 75, EQIAs and Migrants;
- Responsibilities under Devolution;
- Mainstreaming Migrant Issues in Policy;
- Consulting Migrants and Improving Access to Participation;
- Improving Access to Services for Migrants;
- Language and Interpreters; and
- Improving Monitoring based on Ethnic and National Identity

##### **3. Information for Employers**

- Migrant Rights in the Workplace;
- Language and Interpreters;
- Sponsoring Non-EU Migrants (including information on the Points based System which came into effect in 2008);
- Recruiting Migrant Workers;
- Intra-Company Transfers;
- Improving Monitoring based on Ethnic and National Identity; and
- Identifying Skills Shortages.

*N.B. The restrictions placed upon A8 nationals in the UK under the Worker Registration Scheme (WRS) ended as of 30<sup>th</sup> April 2011 and individuals from the A8 countries are now guaranteed the same rights and entitlements to living and working in the UK as are any other EEA 27 national. The online resource will have further information on the impact of these changes for employers in particular.*

There will also be an additional section on the website focusing on information for migrants. This section will link to other information on the website on rights and entitlements, rights in the workplace, language and interpretation and there will also be contact details for support organizations.

While there will be detailed information provided in the category of General Data and Statistics, for the other categories we have sought to make the online information short and accessible, and where appropriate link users to additional information and resources contained on other sites. Different sections of the website will also be linked together to provide ease of access. This report only provides a brief overview of some of the key information contained within the General Data and Statistics section which will be made available online. The website when launched will contain more detailed information under all five categories. ICR is not responsible for designing or setting up the website, only for the collation of the initial information which will be made available online. The following section of the report documents the key information which will be accessible online under the general data and information category.

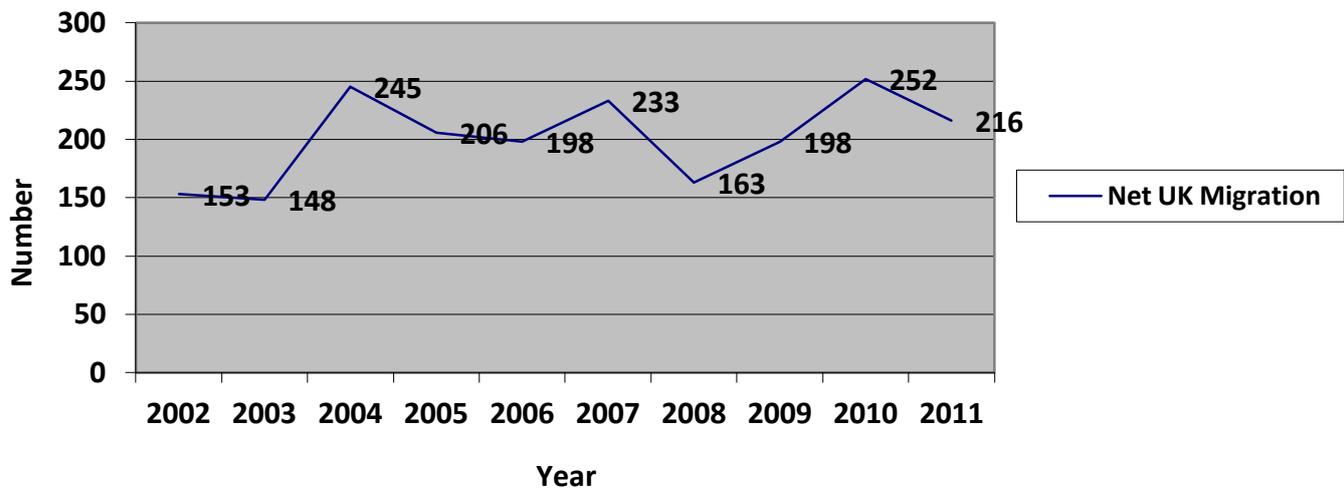
# Migration Information

This section provides a brief overview of some of the key information which will be made available on the website when it goes 'live' at the end of November 2012. In order to keep this report to a manageable size it has not been possible to include all of the information which will be made available online. Only the key points have been included in this document.

## 2.1 Demographic trends

Based on the August 2012 Migration Statistics Quarterly Report (MSQR) produced by the Office for National Statistics (ONS), the provisional estimate of net long-term migration to the UK in the year to December 2011 was 216,000 (ONS 2012). This is higher than was the case in both 2008 and 2009 but lower than in 2010. The following graph highlights **net UK migration** in thousands between 2002 and 2011:

**Figure 1: Net long-term migration to the UK, 2002-2011**



Source: ONS (August 2012)

The most common reason given for migrating to the UK in 2011 was for study purposes and indeed appears to have been a key 'pull' factor to the UK in recent years. In 2002, 122,000 people said that the main reason they had migrated to the UK was to study, but by 2011 this figure had almost doubled to 232,000 (ONS 2012).<sup>8</sup> These estimates are based on information recorded by the International Passenger Survey (IPS) which takes place predominantly at airports in mainland UK. We cannot therefore similarly quantify why people specifically come to live in

<sup>8</sup> However changes to the student visa system from April 2012 are likely to impact upon these trends, and the website will have further information on the impact of these changes, particularly for post-study stay.

Northern Ireland. However, we do know given previous qualitative studies which have been conducted that the initial waves of migration post 2000 tended to be driven by employment in terms of supplying a labour force for the local food processing industry as well as supplying staff for the health sector (Jarman and Byrne 2007: 6).

It is in where migrants are emigrating from to come to the UK that there are some interesting differences between Northern Ireland specifically compared to the UK generally. Individuals from outside the EU make up the largest number of migrants to the UK as a whole. In the year up to December 2011, more than half of all migrants to the UK (314,000 or 55%) were from countries outside the EU (ONS 2012).<sup>9</sup> In Northern Ireland migration in recent years has predominantly come from the A8 countries.<sup>10</sup>

Indeed, the evidence would suggest that Northern Ireland at certain periods of time since 2004 received a disproportionate number of registrations to the now defunct WRS from A8 nationals. The peak was between January and March 2007 when Northern Ireland accounted for 4.7% of the UK total of WRS registrations, well above the region's 3% share of the overall UK population.<sup>11</sup> Northern Ireland also appears to have received a disproportionate number of Lithuanians (NISRA 2010), and Bulgarians. Between 2008 and 2011 Northern Ireland had 9.5% of the UK's approved applications for Bulgarians on the accession worker card scheme (Home Office: Immigration and Nationality Directorate, November 2011)<sup>12</sup>.

In the Northern Ireland context, it is difficult to accurately measure the migrant population given the fact that EU 27 nationals are allowed freedom of movement across the UK (which now includes A8 nationals). In addition, various data sources to approximate migration trends are drawn upon,<sup>13</sup> and very often these different data sources cover different periods of time<sup>14</sup>. There are also difficulties with using certain indicators<sup>15</sup>.

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<sup>9</sup> It should be pointed out that whether or not a person is coming from an EU or non-EU country can influence whether they were coming to the UK to work or for other reasons. The data suggests that EU migrants are more likely to come to the UK for work than non-EU migrants (68% compared to 18) (DWP 2012).

<sup>10</sup> Although increasing but small numbers of migrants have arrived from other countries such as Somalia in more recent years in particular.

<sup>11</sup> Source: Home Office: Immigration and Nationality Directorate, August 2011.

<sup>12</sup> Data from the Registrar General's Annual Report suggests however that there remains a steady flow of migrants from 'Other countries', which in all likelihood includes non-EU nationals. Indeed, between mid-2009 and mid-2010 16% of health card registrations were to nationals from 'all other countries' outside the EEA and accession states (NISRA 2011: 11).

<sup>13</sup> Including previous WRS data, UKBA schemes for A2 nationals, the Home Office Points Based System, new NiNos registered to foreign nationals, the DENI Annual School Census, enrolments at higher education institutions of non-UK/Ireland domiciled students, the country of birth of new Northern Ireland mothers/fathers, new registrations with a family doctor, NIHE estimates from their annual bme and migrant worker mapping update, and Labour Force Survey data from DEL.

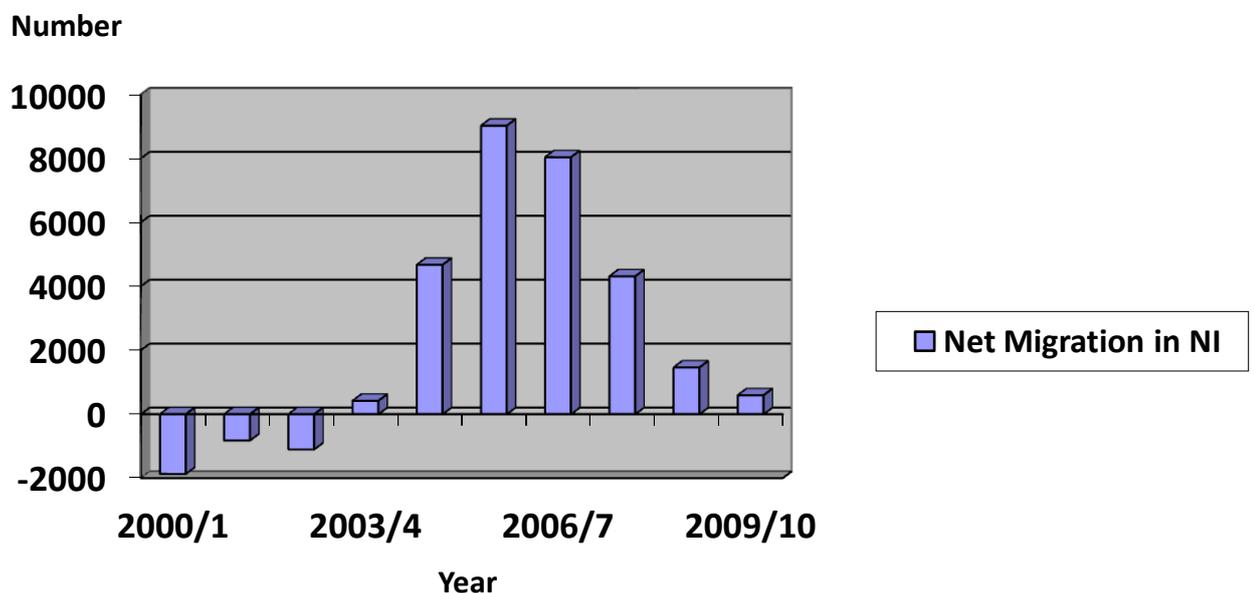
<sup>14</sup> Such as January to December of the calendar year, Mach to April of the following year, or July to June the following year.

<sup>15</sup> For example, National Insurance (NiNo) data only records migrants when they come to Northern Ireland. It does not capture those who subsequently leave the country, and it also fails to include the retired, children

As such it is difficult to accurately calculate a 'stock' number of migrants in Northern Ireland at any one time. However, since 2008 the Northern Ireland Statistics and Research Agency (NISRA) have produced mid-year population estimates based upon various data sources, which until the 2011 census data is released, provide a useful overview of migration trends.

Based upon these proxy indicators, NISRA have estimated that 121,086 international migrants arrived in Northern Ireland between 2000 and 2010. However, 97,087 are estimated to have left, giving a **net total of 24,719**.<sup>16</sup> The following chart depicts **estimated international net migration** trends in Northern Ireland between the year 2000 and June 2010<sup>17</sup>:

**Figure 2: Net long-term migration to Northern Ireland, 2000-2010**



**Source: NISRA (April 2012)**

The peak period for net inward migration to Northern Ireland was between July 2005 and June 2007. Between July 2005 and June 2006 net international migration stood at 9,023 while between July 2006 and June 2007 the figure was 8,037.

Since the recession in 2008 however, there has been a downward trend in migration to Northern Ireland. Between July 2009 and June 2010 only 592 more people came to live in Northern Ireland than left. These much lower figures of net migration are expected to continue in the coming years with net migration flows projected to remain at low levels (500 per year) until 2021 (OFMdfM 2011 a). The decline in net migration was also captured by WRS registrations until the scheme ended in April 2011. The final quarter of the WRS saw just 630 registrations in Northern Ireland

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and those who have not registered for work. As such it is only of use to help approximate levels of inward rather than outward or net migration.

<sup>16</sup> The A8 stock population is estimated to have risen from 30,000 in 2007 to 39,000 in 2009 (OFMdfM 2011).

<sup>17</sup> For each year statistics are recorded between July until the following June.

which was 2.9% of the UK total. This can be compared to the peak number of 2,505 which were registered between October and December 2006 which was 4% of the UK total (Home Office: Immigration and Nationality Directorate, August 2011).<sup>18</sup> Indeed, since 2009 natural change has once again become the main driver of population change (NISRA 2011: 6).

The fact that the number of people coming to live in Northern Ireland is decreasing does not mean that migration related issues will dissipate. Indeed, all the while migrant arrivals are decreasing, the requests for services such as the regional interpretation services for the five regional health trusts have increased year on year since the service was established in 2004 (**see sub-section on health**). In addition, between January and December 2011 10% of the 25,273 new births across Northern Ireland were to mothers born outside the UK and Ireland<sup>19</sup>.

Different locations have been impacted upon to various degrees by this trend. In 2011 in Dungannon, 21% of new births were to mothers born outside the UK and Ireland. The next largest figures were for Craigavon (16%) and Belfast (14%).<sup>20</sup> These trends are broadly in line with the figures for net international migration between 2004 and 2010 which was highest in Dungannon (+5,624), Newry and Mourne (+4,412), Craigavon (+4,371) and Belfast (+3,338).<sup>21</sup> It must be acknowledged therefore that in particular areas of Northern Ireland, there are sizeable migrant populations who have settled, are having children, and are planning to remain here for the foreseeable future. Decreasing numbers of people newly arriving is not an excuse to 'do less'. Rather those people already here need to be adequately looked after and as such services will have to continue to be planned accordingly.

This data only provides a brief synopsis of the demographics and the website will provide a more detailed elaboration on emerging trends. The 2011 census data when available will also provide us with the most complete overview of migration trends to Northern Ireland in the past decade. This is because the census in 2011 requested information relating to country of origin (rather than just ethnicity as was the case in 2001), and how long an individual has lived in Northern Ireland. We will thereby be able to compare the position of longer-term and more settled migrants with more recent arrivals, although the further we move away from 2011 the less reliable and more out of date the census data becomes.

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<sup>18</sup> Quarterly applications in Northern Ireland to the Point Based Scheme since 2009 have remained fairly consistent and between October 2010 and September 2011 no more than 50 main applications have been received per quarter. Source: Home Office: Immigration and Nationality Directorate (November 2011).

<sup>19</sup> Source: HSC-BSO (March 2012).

<sup>20</sup> Ibid.

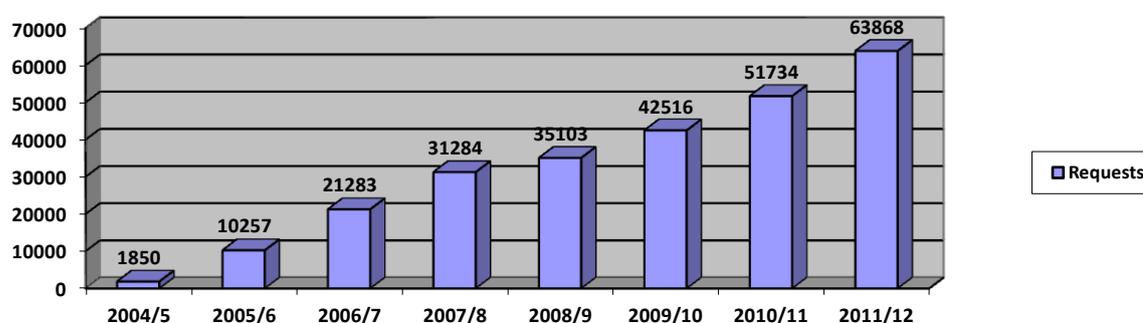
<sup>21</sup> Based upon figures supplied by NISRA (2012).

## 2.2 Health and Social Care

As alluded to in the previous section, requests for interpretation for the Northern Ireland Health and Social Care Regional Interpreting Service used by the five local health trusts have actually increased all the while net migration has been decreasing. In particular the Southern area trust appears to request the most interpretation support. Between July and September 2011 the Southern Trust requested interpretation for 7,581 clients which was twice as many requests as the next largest trust, Belfast (3,757).<sup>22</sup>

The following chart indicates the trends in the use of the regional interpreting service between 2004 and 2012:

**Figure 3: Requests to the regional interpreting service in Northern Ireland, 2004-2012**



**Source: Belfast Health and Social Care Trust (Equality Monitoring Report 2012)**

The data indicates that year on year since 2004 there has been an increase in the number of requests for translation services by the regional health trusts. The total number of requests in 2011/2012 of 63,868 is much higher than the 51,734 requested in the previous twelve months. Polish, Lithuanian and Portuguese are the three most requested languages requiring translation.

While there are signs of excellent progression in terms of access to interpretation and translation facilities in the health sector which indicate that statutory agencies are fully complying with Section 75 requirements, it is still very difficult to access empirical data on the differential health needs of minority ethnic communities, or migrant workers more specifically. Back in 1996, the Northern Ireland Council for Ethnic Minorities argued that there was little empirical data on minority ethnic health in Northern Ireland (NICEM 1996). Again in 2003, the late Fee Ching Leong of Omi Consultancy reminded us that:

*...there is very little knowledge about the ethnic patterns in the health experiences of many black and minority ethnic groups including people with mixed ethnic origin. This is not just an issue for the Western area, but for Northern Ireland as a whole.*

<sup>22</sup> Adapted from a 2011 online presentation given by Orla Barron, Health and Social Inequalities Manager at Belfast Health and Social Care Trust which is freely available online. More recent statistics up to 2012 will be made available online.

*There is, for example, no known recorded evidence on the occurrence and nature of specific diseases like circulatory diseases, diabetes, cancer, mental illness, respiratory diseases and sickle cell disorders amongst the black and minority ethnic populations (OMI 2003: 33).*

In 2012 we still have difficulties in accessing epidemiological data on the health of migrant workers and members of minority ethnic communities. While there is a breakdown of data on morbidity rates of different health conditions by more general areas such as gender and age, (and we know for example that heart disease and cancer are two of the biggest 'killers' in Northern Ireland generally),<sup>23</sup> there is little accessible information at present to break this down further to explore how specific conditions may impact upon different ethnicities and nationalities in different ways. Staff within the DHSSPS research department responsible for the Northern Ireland Health and Social Care Inequalities Monitoring System noted that much of the health information they were supplied with was focused at a general level. They suggested that as hospital admissions staff have apparently begun to record the ethnicity of in-patients this may provide more detailed information which could be analysed in future. However, for our present purposes there was a lack of specific data on the health patterns of those born outside the UK and Ireland.

However, the engagement by the Belfast Trust in the European wide 'I am Roma project', the development of the Northern Ireland New Entrant Service (NINES) which will provide health care access for new migrants (including Mantoux testing for Tuberculosis and BCG vaccinations for children) and the soon to be established Regional Minority Ethnic Health and Social Wellbeing Network (which will be set up by the Public Health Agency) will certainly provide the opportunity to better coordinate data collection and information relating to health issues and trends amongst minority ethnic and migrant residents. The establishment of the regional minority ethnic health forum will also allow for broad based engagement and consultation with support organisations in developing targeted health initiatives.

Again the census data in Northern Ireland will provide information on limiting long-term illness and rates of disability among migrants as well as the proportion of migrants who are carers which will also increase our knowledge of the specific health needs amongst the migrant population. But it is important that we do not become overly reliant on the census data and systems are put in place to capture and more easily make available information of the impact of ethnicity *and* nationality on health issues in the aftermath of the census results being published.

With this in mind, most research to date on migrants and health in Northern Ireland has focused on access to health care facilities and specific challenges with regards to language and interpretation (Connolly 2002; ANIMATE 2005), racism within the health sector (Hamilton and Betts 2006) or an institutional lack of 'cultural competence' (Radford 2007). While this information on access to services is

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<sup>23</sup> See, DHSSPS (2012) *Northern Ireland Health and Social Care Inequalities Monitoring System: Fourth Update Bulletin*. Belfast: DHSSPS.

extremely useful for planning purposes, in terms of assessing health trends among minority ethnic and migrant communities we need to look to more UK wide studies as a useful comparator. This more general data indicates that individuals in the UK from Black African and South Asian born populations are more inclined than UK born individuals to be exposed to Tuberculosis (Jayaweera 2011).<sup>24</sup> Additionally, individuals from the Indian sub-continent and Africa are more prone to type two diabetes and cardiovascular disease, with hypertension also having higher prevalence amongst people born in Africa (BH DU 2010: 33). In the absence of more localised data, these UK wide health trends provide useful guidance for practitioners in Northern Ireland.

Health does not however only relate to lifestyle, ethnicity or country of birth; it is also determined by social conditions. In this regard it is important to note the health challenges that the immigration system itself poses, particularly with regards to mental health issues for asylum seekers and refugees.<sup>25</sup> The stress and worry of the process of asylum is often a very difficult period for those seeking asylum (BH DU 2010). Research in the UK has found higher rates of depression and anxiety among asylum seekers and refugees compared to the national population or other migrant categories (Raphaely and O'Moore 2010).

The online resource will seek to link sections of the website where appropriate, and in this regard links will be provided between the health and asylum sections of the website. A link will also be provided to the Equality Commission's good practice guide for racial equality in the provision of health and social care. Similarly there will be guidance on who is entitled to access NHS care, in the aftermath of the consultation on access to the NHS by foreign nationals in 2010.

The website will provide more detailed information on health trends for migrant communities in the UK generally as well as providing links to useful research reports such as the Belfast Trust's 2010 publication '*Barriers to Health: Migrant health and Wellbeing in Belfast*', and the recently established Migrant Health Guide website developed by the Health Promotion Agency in England which aims to provide information and support to practitioners in the health sector in treating those born outside the UK.

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<sup>24</sup> Although in Northern Ireland incidences of TB are approximately three times lower than they are for England and Wales (BH DU 2010: 34).

<sup>25</sup> In the UK individuals from black and minority ethnic backgrounds suffer from inequalities in mental health and are more likely to be institutionalised than their UK born counterparts. The 2008 *Count Me In* Census of mental health inpatients found that black and minority ethnic males were between 20 and 36% more likely as their white counterparts to be admitted to a psychiatric unit. See, [www.blackmentalhealth.org.uk](http://www.blackmentalhealth.org.uk)

## 2.3 Housing

The Council of Europe (2007) has argued that housing is one of the most important factors in terms of encouraging the integration of migrants. As such the type of accommodation a person lives in, where they live, and the condition of housing can have an impact upon life chances. Research has found that in the UK generally:

- The foreign born population has significantly lower ownership rates than the UK born population (46% compared to 71% in 2010);
- The foreign born population is three times more likely to be in the private rented sector (36% compared to 12%);
- Migrants who have lived in the UK for five years or less are more than twice as likely as all migrants to be in rented accommodation (75% in private rented sector in 2010) (Vargas Silva 2011).

The 2011 census data when available will provide detailed and up to date information on country of birth and type of accommodation. This data will prove useful in ascertaining whether, like the rest of the UK or not, those individuals born outside the UK or Ireland are more likely to live in privately rented accommodation in Northern Ireland. This has been found to have been the case in Northern Ireland in small scale, qualitative studies (ICR 2004; NIHE 2010), but evidence from the census will more accurately locate where migrants are in the housing market.

Until the census statistics are made available however, a useful barometer of telling where migrant workers are in terms of the housing market is the annually produced Black and Minority Ethnic and Migrant Worker Mapping update prepared by the Northern Ireland Housing Executive. The 2012 survey was the sixth in the series of reports and the first to include survey questions on Roma households using NIHE services. The 2012 NIHE mapping update highlighted two key issues in particular:

- More migrants, and particularly more families, are applying for social housing in the current economic climate as they are less likely to be able to afford the private rented sector. Indeed, 79% of 779 migrant worker households in social housing in 2010/2011 were families and just 21% were single person households. This indicates that the trend for migrants to live predominantly in the private rented sector may be slowly changing;
- Those migrants who tend to apply for social housing have been living in Northern Ireland for some time and plan to stay for some time longer (NIHE 2012).

It is a concern however that the statistics indicate that in the current economic climate in Northern Ireland there has been an increase in the numbers of migrant workers defining as 'homeless'. The NIHE received 795 applications from migrant workers defining as 'homeless' in the 12 months up to 31<sup>st</sup> July 2011. **This is an increase of more than 50% on the previous 12 months.** The online resource will provide further information on homelessness and links to support organisations such

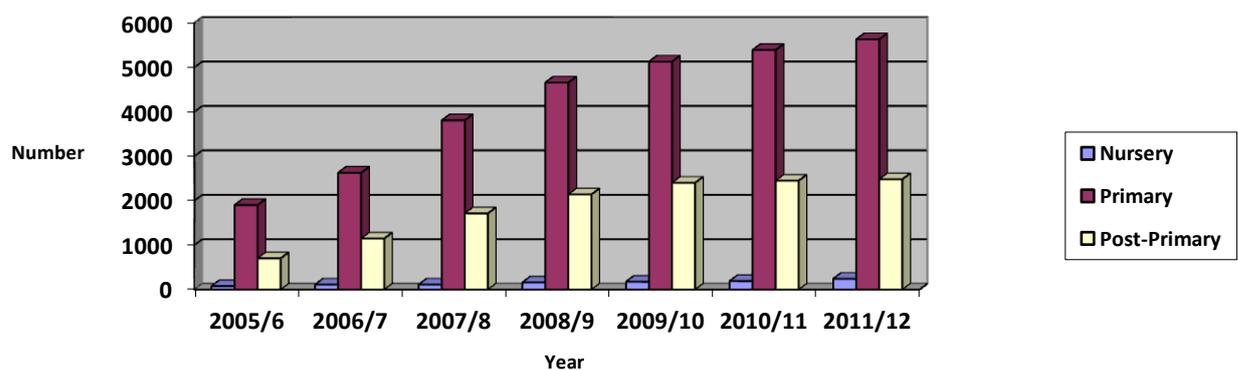
as Homeplus NI who run a drop-in facility in the Botanic area of Belfast for destitute foreign nationals.

The website will also include information on housing benefits and the requirements under the Habitual Residence Test. It is important that the information is maintained and updated however as proposed changes under the Welfare Reform Bill will in all likelihood mean lower housing benefits, particularly for the under 35s (NIHE 2012).<sup>26</sup> Given that the age profile of migrants coming to live in Northern Ireland has tended to be younger, these welfare reform changes may disproportionately impact upon members of the migrant population. In this regard links will be provided to the Housing Rights Service, Citizen's Advice Bureau and other organisations who can offer support and advice.

## 2.4 Education

The Department of Education undertake a school census in October each year. The key question included on the schools census which is of use in approximating the number of migrant children in the education system relates to identifying those children who have difficulties with the English language. This was previously referred to as pupils with 'English as an Additional language' (EAL), but since 2009 the terminology of 'newcomer' has been used instead.<sup>27</sup> The chart overleaf indicates the trends in terms of numbers of newcomer pupils in nursery, primary and post-primary schools in Northern Ireland since 2005:

**Figure 4: 'Newcomer' pupils in nursery, primary and post-primary schools in Northern Ireland, 2005-2012**



Source: DENI 2012

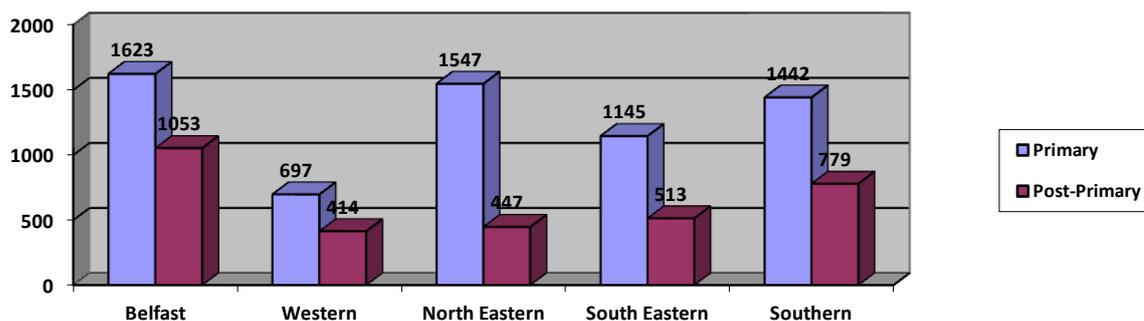
<sup>26</sup> The bill has just passed a second reading in the Northern Ireland Assembly.

<sup>27</sup> A 'newcomer' pupil is therefore defined as a child or young person who has been enrolled in school but does not have the satisfactory language skills to fully participate in lessons.

In 2011/2012 DENI estimated that there were 5,632 newcomer pupils in primary schools and 2,482 newcomer pupils in post-primary schools across Northern Ireland. This is an additional 239 pupils in primary schools and 32 additional pupils in post-primary education over 2010/2011.<sup>28</sup>

The following chart indicates where children of ‘Other’ ethnicity were going to school at the start of the 2011/2012 school year:

**Figure 5: Pupils of ‘Other’ ethnicity by education and library board, 2011-2012**



**Source: DENI 2012**

The difficulty with this second set of statistics is they blur the boundaries between minority ethnic and migrant as they include settled minority ethnic children alongside more recently arrived migrant children who are more likely to have difficulties with English. This tends to be a recurring tendency when trying to seek out statistics on the migrant population in Northern Ireland. Nevertheless, the statistics indicate that schools within the Western Board area currently have the lowest proportion of minority ethnic children enrolled in both primary and post-primary schools (2.4% and 1.6% respectively). In contrast the Belfast Education and Library Board area has the most minority ethnic children enrolled in both primary and post-primary schools. The online resource will seek to further break this data down by different areas of Belfast.

The statistics on the number of students at Northern Ireland’s Further and Higher Education institutions reveal that the number of students from outside the UK and Ireland has increased from 1,825 in 2004/2005 to 2,310 in 2010/2011 (an increase of 27%).<sup>29</sup> Queens University had 1,375 enrolments from non-UK or Ireland students in 2010/2011 while the University of Ulster at Jordanstown had 540<sup>30</sup>.

While all of these statistics indicate that we have detailed information on numbers of pupils and students from outside the UK and Ireland in the education system, we have less access to the data which shows how these children and young people are actually faring academically. Research in Northern Ireland has identified that migrant

<sup>28</sup> However, challenges have been identified in terms of the accuracy of the school census data as it is focused on a fixed period every October and schools are not entitled to any additional funds to support the needs of pupils who may enrol after this period. As such the survey statistics, even though they are recorded annually, can quickly become out of date (Geraghty et al. 2010).

<sup>29</sup> Source: HESA February 2012.

<sup>30</sup> The website will elaborate on these trends in greater detail.

children with low levels of English suffer from social isolation and as a consequence tend to struggle in the school environment (Biggart et al. 2008). But we do not have easy access to detailed breakdowns of how non-UK and Irish born pupils are doing in terms of examination results.

As such while the data was readily available for Dawn Purvis and the working group on educational disadvantage to argue that Protestant working-class males are amongst the most disadvantaged section in society with regards to educational outcomes (Purvis et al. 2011), the process is slightly more complicated with regards to data on 'newcomer' pupils. DENI staff very kindly, and quickly, responded to an ICR request on statistics relating to 'newcomer' school-leavers and their academic qualifications. However this data is not yet available online as part of the annual school census reports and only relates to those young people leaving school. Despite this, the data relating to 2010/2011 shows that of the 274 school-leavers recorded as 'newcomer', 125 (56%) achieved at least 5 GCSEs A\*-C (including equivalents).<sup>31</sup> The Northern Ireland average in 2010/11 for all school leavers achieving at least 5 GCSEs A\*-C (including equivalents) was 73%. These statistics would indicate that at least in terms of achieving 5 GCSE's, 'newcomer' pupils are doing less well academically, although we cannot tell from limited statistics the full extent as to why this is the case.

Research has tended to focus on levels of access to education, which have been greatly improved through improved interpretation and translation resources as part of the Inclusion and Diversity Service which was introduced by DENI in 2007. Progress has also been made in the curriculum with a module being developed for Key Stage 3 pupils on migrant workers as part of Learning for Life and work classes. However, despite this progress it remains more difficult to assess if equality of outcomes for newcomer pupils are matching improved levels of equality of opportunity.

In April 2013 the Educational and Skills Authority (ESA) is set to be established as the single body for the administration of education. The body will take over the functions of the five Education and Library Boards, the Council for Catholic Maintained Schools (CCMS), the Staff Commission and the Youth Council. It is important that information on these developments is updated accordingly on the website.

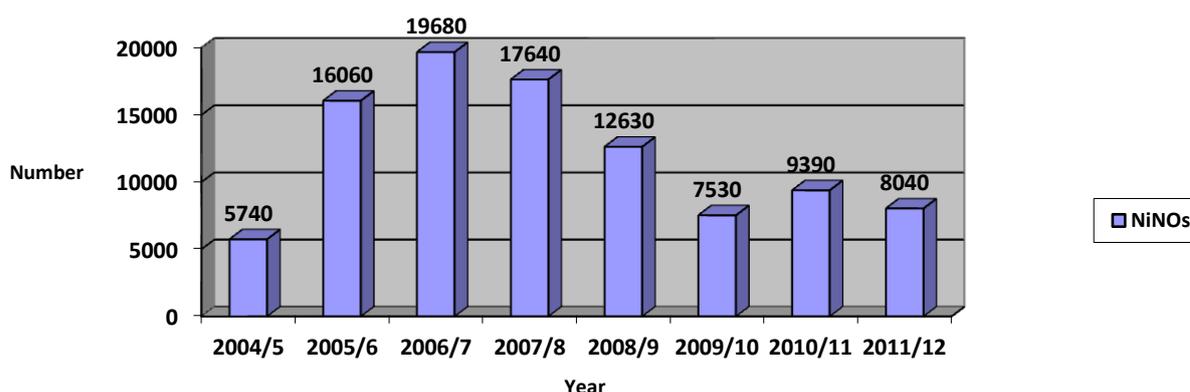
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<sup>31</sup> Of those 274, 42 had Lithuanian as their first language and 12 (29%) of them achieved at least 5 GCSEs A\*-C (including equivalents). Again, of those 274, 104 had Polish as their first language and 41 (39%) of them achieved at least 5 GCSEs A\*-C (including equivalents). (Statistics provided directly by DENI statisticians from their database).

## 2.5 Employment and Skills

One method of assessing the numbers of migrant workers in the labour market is based upon National Insurance Numbers (NiNos) issued as they are compulsory for people wishing to work in the UK whether for short-term or long-term employment.<sup>32</sup> The following graph highlights NiNo registrations in Northern Ireland between 2004 and 2011:

**Figure 6: NiNos in Northern Ireland, 2004-2012, (1<sup>st</sup> April- 31<sup>st</sup> March)**



**Source: DSD (July 2010) and DWP (November 2011)**

Although NiNo registrations to foreign nationals increased in 2010/2011 over the previous year, at 9,390 they are less than half the figure of 19,680 during the peak year of 2006/2007 before the recession. Indeed, in 2011/2012 the figure in Northern Ireland declined again to 8,040 registrations, which was just 1% of the UK total, and alongside the north-east of England, was the lowest number of registrations of all twelve UK regions in 2011/2012 (DWP 2012).

In terms of the nationality of individuals applying for a NiNo in Northern Ireland, the statistics between April 2003 and March 2011 highlight that by far the largest number of applications were made by Polish nationals (31%). This is broadly in line with the wider UK trends, although Indian nationals alongside Polish nationals make up the largest number of NiNO registrations in the UK, while in Northern Ireland the next largest nationality registered was Lithuanian (10%)<sup>33</sup>.

The difficulty with statistics relating to migration and employment in Northern Ireland is that information tends to be based upon Labour Force Survey (LFS) estimates. The LFS provides quarterly information and is based on a random sample surveying approximately 3,000 households across Northern Ireland. However, as LFS is only a random sample it is only workable at a Northern Ireland wide level for general characteristics such as age and gender. It does not provide reliable estimates for small sub-sets within the general population, including the position of migrants in the

<sup>32</sup> See page 10, footnote 13 on the weakness of NiNo data.

<sup>33</sup> Sources: Department for Social Development (July 2010), NISSA (November 2011). While 18,206 Irish citizens applied for NiNos during the same period they are not classified as 'foreign nationals' in the UK, and therefore are not included as 'migrants'.

labour market.<sup>34</sup> In addition to the LFS estimates, Fair Employment legislation in Northern Ireland is used as a means of monitoring the position of Protestants and Catholics in employment. As information on nationality and ethnicity is not mandatory under Fair Employment legislation, again we have very limited knowledge on where exactly in the labour market migrants from outside the UK and Ireland are.

This lack of information is unfortunate because some broader UK wide statistical data indicates that Northern Ireland may have differing labour needs to the rest of the UK.<sup>35</sup> The final Accession Monitoring Report which was published in 2009 found that in Northern Ireland only 3% of the UK total of A8 nationals worked in administration and business, but Northern Ireland had 10% of the UK total of A8 nationals working in the manufacturing and construction industries respectively (UKBA 2009). The online resource will aim to provide information on skills shortages in Northern Ireland and further advice for potential employers in this regard.

However the general lack of reliable data on the position of migrants in the labour market means that it is also difficult to quantify to what extent people born outside the UK and Ireland have been impacted upon by the recession, although there have been some small scale qualitative reports which have attempted to fill this knowledge gap (NICEM 2012; McVeigh 2009; ANIMATE 2009)<sup>36</sup>.

As such, much of what we know about migrants and the labour market is based on smaller scale research studies, which as time passes become further out of date. The website will however provide summarised information on research which has found that migrants have tended to be overqualified for the jobs they were doing (Bell et al. 2009), while contrary to popular belief they have also been a large net contributor to the local economy (Oxford Economics 2009).

The website will also provide information and useful links for employers in terms of sponsoring and employing migrant workers. Information employers need to be aware of, such as the introduction of the new Agency Workers Regulations from December 2011, will also be provided. Links will be established to the websites of organisations such as GEMS NI, the South Tyrone Empowerment Programme, the Belfast Migrant Centre at NICEM, the Irish Congress of Trade Unions, the Labour Relations Agency and the Law Centre who may either provide employability training or language courses, or alternatively provide advice on employment issues.

Given that research has highlighted that the recognition of qualifications has been a significant barrier to migrants in seeking employment, information will also be

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<sup>34</sup> DEL's equality monitoring update in 2012 documents that the breakdown of the eligible population by ethnicity is not possible due to the small number of people classified as 'non-white' of the total working age. As a result any further breakdowns such as those required render this estimate unreliable.

<sup>35</sup> Although it is arguable whether the Migration Advisory Committee would view these as skill shortages as opposed to purely labour shortages.

<sup>36</sup> We know that there were those individuals on the WRS who were unable to work continuously for 12 months, lost their jobs and had no recourse to social security benefits and became destitute and possibly homeless. HomePlus NI supported such individuals. The difficulty is we will never be able to fully quantify the number of these cases.

provided for employers and a link will be provided to the UK NARIC website which will provide useful guidance on this issue.

## 2.6 Integration and Social Cohesion

Although commonly used in UK policy debates, particularly in the aftermath of the Cantle Report in 2001, there is no universally accepted definition of ‘social cohesion’ (Demireva 2012). It has become however increasingly accepted that integration into a new society should be a two-way and reciprocal process which is more than just assimilation to ‘our’ way of thinking and being. As such there is room for shared norms and values but space is provided for cultural diversity (Jarman and Martynowicz 2009). Unfortunately media discourse with regards to (im)migration can be irresponsible and undoubtedly negatively influence public perceptions of migrants, and particularly, asylum seekers and refugees. This can be exacerbated in a context of job losses and economic crises where very often people from outside the UK are blamed for ‘taking local jobs’. In this context the very use of the term migrant is interesting as often the media refer to British and Irish nationals who move abroad as ‘ex-pats’<sup>37</sup>.

In a UK wide study looking at the impact of migration on social cohesion, Hickman and Mai (2008) found that broadly speaking there were two dominant narratives within local communities to understanding how new migrants will be perceived. The first of these two narratives of place focuses on people ‘from here’ and the onus for integration is placed on migrants who need to become ‘like us’. This first narrative can tend to be more hostile to outsiders. The second narrative is more accepting of pluralism and more willing to adapt to change to accommodate newcomers. Arguably in Northern Ireland both narratives exist across many different locations, and as the **sub-section on community safety and hate crime** will indicate, there are particular areas where there have been greater challenges facing migrant workers in settling in to local communities.

There are numerous examples of good relations training and myth busting for locals provided by organisations such as the South Belfast Roundtable to try and better inform individuals and challenge stereotyping. In addition there have been various programmes which have attempted to increase migrants’ knowledge of issues relating to citizenship to help facilitate integration into local society.<sup>38</sup> Indeed, encouraging migrants to participate in the political process is one way to promote integration, and we have requested Electoral Office data with regards to the numbers of non-UK and Ireland nationals who are registered to vote. Hopefully this data will

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<sup>37</sup> While regularly running articles on the negative impact of immigration to the UK, the Daily Telegraph also run an online ‘ex-pat information service’. See, <http://www.telegraph.co.uk/expat/> Accessed October 11<sup>th</sup> 2012.

<sup>38</sup> Such as the GEMS NI Citizenship Education Programme. The online resource will provide further information on these good initiatives and may also provide a useful fora for organisations to highlight upcoming training or events such as the Mela and Chinese New Year which aim to bring communities together.

be made available online in due course. Research conducted in 2008 by the University of Ulster however found that while there was 'reasonable' contact between political representatives and representatives of minority ethnic communities there was a need for more interaction, contact and outreach work (McGarry et al. 2008).

Despite evidence therefore of good practice at challenging attitudes at a local level and some increasing levels of political engagement, statistical data would appear to suggest that the attitudes of some people towards those from outside the UK and Ireland remain quite negative. The website will provide links to the Northern Ireland Life and Times survey which annually assesses the views of a small representative section of the general population on a variety of issues, including diversity, minority ethnic communities and migrants. The results in 2010 found that 21% of respondents would not accept an Eastern European as a friend and 23% would not accept someone from Eastern Europe into the family through marriage (ARK 2010)<sup>39</sup>.

More recently the Equality Awareness Survey (ECNI 2011) found that 21% of 1,101 adults surveyed held negative views of Eastern Europeans. Males and older respondents over the age of 65 were more inclined to hold negative views. Interestingly those earning a higher income of £26,000 per annum or more were more likely to mind if they had an Eastern European as a work colleague (34% compared to 24% of those earning £15,000 or less), although those people with no qualifications were more likely to mind having an Eastern European as an in-law (41% compared to 31% of those with third level qualifications). Those living in Belfast or the East of Northern Ireland (35% and 34%) were more inclined to mind having an Eastern European as a work colleague or neighbour than were those living in the West. Protestants were also more inclined to suggest that they would mind having an Eastern European work colleague than were Catholics (32% compared to 22%). Again the online resource will have more detailed information on these surveys of attitudes.

Perhaps we should not be overly surprised with these views given the dynamics of segregation in Northern Ireland were it has become relatively normative to view the 'Other' with suspicion, whether the 'Other' be from a different community background or from a different country altogether. However, surprisingly there has been little research other than the work by the South Tyrone Empowerment Programme in 2011 on how newcomers in Northern Ireland negotiate the sectarian divide.<sup>40</sup>

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<sup>39</sup> There was no survey in 2011 due to a lack of funds. A survey was conducted in 2012 although the full results of which have yet to be published.

<sup>40</sup> With permission from STEP and the authors we would hope to include a link to the report on the website.

## 2.7 Enforcement and Abuse

The UKBA are responsible for enforcing immigration law in the UK. They are tasked with preventing illegal working, and locating and removing migrants who have either entered the country illegally or overstayed the terms of their visit. It is very difficult however to access reliable estimates on the numbers of undocumented workers in the UK or Northern Ireland given the clandestine nature of the practice. The situation in Northern Ireland is further complicated by the fact that Northern Ireland is the only region in the UK to share a land border with another international jurisdiction. This increases the possibility that the border can be used by people with an irregular migration status. In 2011/2012 'Operation Gull' intercepted approximately 300 people trying to use Northern Ireland as a base for 'illegal transit' to other parts of the UK, some of whom initially arrived in the Republic of Ireland (OCTF 2012: 13).

Since 2011 UKBA have adopted a more targeted approach to addressing another form of abuse of the immigration system, sham marriages. The latest report from the Organised Crime Task Force reported that in 2011/2012 there were investigations of 50 suspected sham marriages. 23 of these marriages were prevented from taking place, while a further 12 were interrupted by enforcement agencies. More than 30 individuals connected to these attempts to gain access to the UK were sentenced (OCTF 2012: 14).

More worryingly with regards to UKBA intelligence was the fact that 15 of the 50 marriages (approximately one-third) investigated were found to be genuine. In a much publicised and rather unfortunate episode, Derry Londonderry couple Neil and Yanan McIlwee (née Sun), a genuine marriage, were arrested and detained on their wedding day alongside members of Yanan's family from China<sup>41</sup>.

It should be noted that while there are cases of abuse of the immigration system, there are also cases of abuse of migrants through either forced labour practices or trafficking for sexual exploitation. Again, the Irish land border complicates the issue and means that individuals can be moved north or south across the border for the purposes of labour exploitation and/or the sex industry.

In terms of forced labour practices, although we know that it occurs in Northern Ireland, we are however unable to quantify the full extent to which it occurs. Nevertheless research published in 2011 by the Joseph Rowntree Foundation found evidence of:

- Severe exploitation and forced labour, including poor working conditions, low pay, restricted movements and verbal and physical abuse, among migrants working in the fishing, mushroom and catering industries and among Filipino and Romanian Roma migrants in particular;

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<sup>41</sup> See the BBC News story, 'Derry police in sham wedding arrests blunder'. Published 22<sup>nd</sup> July 2011. Accessed September 28<sup>th</sup> 2012. Available online at: <http://www.bbc.co.uk/news/uk-northern-ireland-14245802>

- Exploitation risks were increased for those with a vulnerable immigration status, a lack of English language skills, limited access to social networks, and a lack of local knowledge;
- People endured very poor conditions and extreme levels of exploitation because it was better than the options available in their home country; and
- Community-based support networks are important for exploited migrants and advice and information can help reduce the levels of exploitation (JRF 2011).

Statistics from the Gangmasters' Licensing Authority on the number of labour providers convicted under the terms of the Gangmasters' Licensing Act of 2004 will be made available online, as will further information on forced labour in a broader UK and European context.

In terms of trafficking for the purposes of sexual exploitation, only one person to date, Matayas Pis, has been convicted through the courts (and subsequently deported). The statistics on the number of women rescued by the PSNI may be a gross underestimation of the scale of the practice as a result of the fear of victims in coming forward and speaking out. Bearing this in mind, in 2011/2012 33 potential victims of human trafficking were rescued. This is compared to the figures of 23 in 2010/2011 and 25 in 2009/2010 (OCTF 2012).

The proposed human trafficking and exploitation bill aims to challenge the practice of trafficking and bring the UK and Northern Ireland more into line with the EU Anti-Trafficking Directive. This Directive must be implemented in 2013, regardless of the progress of Lord Morrow's private bill.<sup>42</sup> The website when live will contain information on the consultation process on the bill which is presently occurring, but it is important that the website is updated in 2013 to reflect the outcomes of the consultation in terms of any new legislation. The online resource will also provide information and links for further resources, support and advice on forced labour and trafficking issues.

## 2.8 Community Safety and Hate Crime

The promotion of community safety among new migrant communities is an important part of integration into Northern Irish society (Martynowicz and Jarman 2009). Engagement with migrant communities can certainly be promoted through the newly formed Policing and Community Safety Partnerships (PCSPs), although at present representation on the PCSPs among migrant communities specifically appears to be relatively low. While six of 232 independent members are from minority ethnic

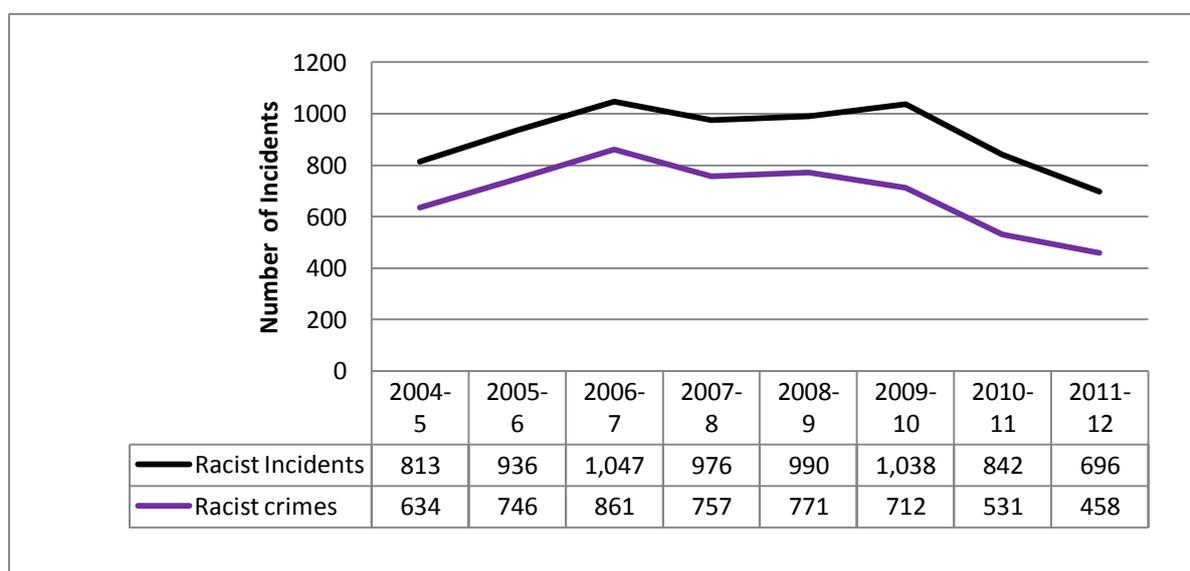
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<sup>42</sup> Consultation is currently being conducted on the bill, including Lord Morrow's additional proposals. The bill includes amendments to the Sexual Offences Act 2003 and the Asylum & Immigration (Treatment of Claimants etc.) Act 2004 to create new trafficking offences and arrangements for the co-ordination of anti-trafficking work in Northern Ireland.

backgrounds (3%),<sup>43</sup> it should again be noted that although there can be overlap, there are also important distinctions between coming from a minority ethnic and a migrant background.

Including individuals born outside the UK and Ireland in crime and policing issues is particularly important given that previous research in Northern Ireland has found that migrants, and particularly males, were wary of contacting the police, and those who felt their immigration status was insecure were even less likely to report racist incidents. Statistics therefore on race hate crime are still likely to be an underestimate of actual figures given this lack of reporting (Radford et al. 2006). Bearing this in mind, the following graph indicates trends in race hate incidents and crimes recorded by the PSNI between 2004 and 2012:

**Figure 7: Racist hate incidents and crimes in Northern Ireland, 2004-2012**



**Source: PSNI (2012)**

Broadly speaking the number of racist hate incidents and crimes reported has been declining since 2009 (at least in terms of those that are reported). The peak for racist crimes was in 2006-7 when there were 861 incidents. However there were 403 fewer racist crimes across Northern Ireland in 2011-12 compared with 2006-7 (a decrease of 47%). We do however need to proceed cautiously with these statistics bearing in mind that previous research has found levels of under-reporting amongst minority ethnic and migrant communities. Indeed, an individual who reports a race hate incident once and feels that nothing has resulted from reporting the crime may be less likely to report any future incidents.

Since 2007-2008 the PSNI have recorded the ethnicity and nationality of victims of hate crime. The statistics indicate that Polish nationals are the most likely to have been victims of racist hate crime.

<sup>43</sup> A list of independent PCSP members is available at: [http://www.nipolicingboard.org.uk/list\\_of\\_independent\\_and\\_political\\_members\\_for\\_each\\_pcsp-2.pdf](http://www.nipolicingboard.org.uk/list_of_independent_and_political_members_for_each_pcsp-2.pdf) Accessed October 7<sup>th</sup> 2012.

Race hate crimes also appear more likely to occur in particular parts of Northern Ireland. East and South Belfast (B District) have had the highest total number of racist crimes recorded in Northern Ireland since 2004-2005 (1192 crimes recorded). Foyle, Limavady, Magherafelt and Strabane (G District) has had the fewest number of racist crimes recorded during the same period (370 crimes).

The online resource will provide information on how to report a hate crime, whether to the police, or to third parties.

## 2.9 Summary

It is clear that levels of inward migration to the UK generally, and Northern Ireland more specifically, are in decline. Since 2009 natural growth has once again become the key driver of population change in Northern Ireland.

However there remains a sizeable and established migrant population who are living and working in Northern Ireland. Particular areas such as East and South Belfast, Dungannon, Cookstown, Newry and Mourne and Craigavon have been more impacted upon than areas such as Carrickfergus, Larne and Strabane which have overall had much lower levels of net international migration.

It is important to bear in mind that the downward trends in people arriving from overseas has not led to a diminishing requirement for services. In fact, while inward migration has been declining, the numbers of new births to mothers born outside the UK and Ireland in 2011 increased to 10%, and increasing numbers of newcomer children are attending local schools, which also places additional requests on interpretation and translation facilities for health and social care trusts and education and library boards in terms of service provision.

While we have a large baseline of data on levels of access to services, there are a number of areas we know much less about. In particular some of the most important knowledge gaps relate to how data is collected with regards to prioritising ethnicity over nationality. This, alongside a number of other factors, limits our knowledge of migrants in the labour market and what the particular health patterns are of people from countries outside the UK and Ireland. Additionally, data on the educational attainment of 'newcomer' pupils, while available on request, is not easily accessible (although data on ethnicity and school-leavers is available online).

The following section offers some concluding thoughts on the information available to date and how the online Information Portal can hopefully help increase easy access to data and information on migration issues. The section also contains a small number of recommendations for the NISMP moving forwards with regards to migration issues.

## Conclusions and Recommendations

The information contained in this brief report only provides an overview of the key points which will be made available on the *Migration Information Portal* when it is launched at the end of November 2012. While it is unfortunate that the 2011 census data on migration issues will not be available in time for the launch of the online resource, it is very encouraging that the information will be provided for use on the website when it is released, probably at some stage in 2013. Given that questions on nationality and country of birth were added to the Census in 2011, it should provide us with the most detailed overview yet of migration trends in the past ten years. In this regard we will be able to assess the employment profiles, health requirements and caring duties, levels of English, type of tenure and educational status of those born outside the UK and Ireland *en masse* for the first time<sup>44</sup>.

That said, it is important that we do not become overly reliant on the census data, crucial though it will be. Given that a census is only conducted once every ten years, the further we move away from 2011 the more out of date the information will become. The practice of referencing the census five, six or seven years after it has been completed begins to stretch the validity of the findings.

As such, it is crucial that there is a drive to implement OFMdFM's guidance for monitoring racial equality which recommends that statutory agencies request information on nationality<sup>45</sup> and country of birth *as well as* ethnicity (OFMdFM 2011b).<sup>46</sup> The standardisation of this procedure across statutory bodies would undoubtedly help clear the currently muddy waters with regards to the terminology of 'minority ethnic' and 'migrant'. One of the issues relating to current data sets is that information is collected on both migrants and minority ethnic communities, and while there is undoubtedly an overlap, the terms are not coterminous. As such minority ethnic data, unless it is further broken down, tends to tell us little about variables associated with migration. An individual may be Polish, 'white', recently arrived and have difficulties with English, or a person may be of South Asian descent but has been born and lived their entire life in Northern Ireland. As such, better collection of data on country of birth and the date of arrival in Northern Ireland (as undertaken in the 2011 census) would undoubtedly prove helpful in the long-term in addressing some of our knowledge gaps.

Two of the key areas where data on migration appears to not be easily accessible, are in health and employment. While for health services there is excellent

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<sup>44</sup> Although there are still likely to be numbers of people from outside the UK and Ireland who did not complete the survey due to language issues etc, even though in theory interpretation/translation facilities were available.

<sup>45</sup> Although sensitivities must be paid to questions around nationality given the situation in Northern Ireland over nationality and the constitutional question.

<sup>46</sup> Indeed the Racial Equality Strategy back in 2005 argued that monitoring was a crucial part of the process of benchmarking and improving service delivery.

information on numbers and levels of access of interpretation facilities, we have relatively little empirical data on the health patterns of migrants. Perhaps there are even greater difficulties in assessing where migrants are in the labour market. The fact that the LFS produces too small a sample to provide a reliable overview of migrants in the labour market, coupled with the fact that Fair Employment Monitoring still does not include ethnicity and nationality (Martynowicz and Jarman 2009), means that although we know how males and females, younger and older, Protestant and Catholic are faring in employment, we know little about how migrants are situated. This situation is likely to be exacerbated in the context of the ending of the WRS which did give us some information about the sectors of work A8 nationals were employed in. A third area where there is data available but it is not easily accessible is in education, and specifically the educational achievement of 'newcomer' young people in schools. Requests can be made in terms of accessing 'newcomer' school-leaver data, although data on other areas, such as ethnicity, is more easily available online.

We tend therefore to know more about equality of opportunity for migrants (and the barriers to access), but much less about equality of outcomes. While UK data on broader trends is very useful, it is no substitute for information relating directly to those who now reside in Northern Ireland.

While collecting the resources required for this project it became apparent that a major challenge for many organisations is in keeping their online information up to date. This will be a key challenge facing NILGA staff in terms of maintaining the website on a regular basis. ICR staff will provide NILGA with a key contacts database to assist this process, and the NISMP are aware that regular updating will be crucial to the success of the website. Updating the website in the context of new legislation and particularly welfare reform in 2013 will be very important. The collection of information and launch of the website is therefore only the beginning of the development of the resource; it must be managed and updated, built upon and developed through practice.

**The following are a series of recommendations for the NISMP moving forwards with regards to the Information Portal specifically and migration issues more generally:**

### **Information Portal**

**Recommendation 1:** It is important that the online resource is regularly updated, ideally every six months. Regular updating is important in terms of keeping pace with changes in relevant legislation particularly within the current context of Welfare Reform;

**Recommendation 2:** It is imperative that the census data on migration, when available, is accessible online. Otherwise the current material available will be immediately out of date;

**Recommendation 3:** The NISMP should encourage members to use the online resource and encourage feedback to improve the layout and set-up. While the website will be 'live' in November 2012 it should be further adapted to fit the needs of users beyond this point if required;

**Recommendation 4:** The NISMP should seek to publicise the online resource among various networks of statutory organisations, the voluntary and community sector and employers;

**Recommendation 5:** It is important in this regard that the website is used as a source of information by users and the content does not become politicised or driven by agendas from any source.

### **General**

**Recommendation 6:** It is important that the NISMP send a clear message that decreasing inward migration does not indicate that less needs to be done on migration issues. All the while inward migration has been decreasing, there has been an increased demand for interpretation and translation facilities and increasing numbers of migrant children are attending local schools. Those people already here need to be adequately looked after and as such services will have to continue to be planned accordingly;

**Recommendation 7:** It is important that the NISMP discuss the significance of the OFMdFM proposals on collecting data on country of birth and nationality, including the resources required in terms of the training of staff, should these proposals be fully adopted. In this regard it is important to recognise that while there is an overlap between the terms 'minority ethnic' and 'migrant', they are not coterminous;

**Recommendation 8:** The NISMP should consider along with other stakeholders whether or not the current framework for Fair Employment Monitoring should be amended to provide a more accurate reflection of Northern Ireland's increasingly diverse workforce.

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