

Institution: University of Wolverhampton		
Unit of Assessment: 20 Social Work and Social Policy		
Title of case study: Immigration, bordering and recourse to public funds		
Period when the underpinning research was undertaken: 2018-2020		
Details of staff conducting the underpinning research from the submitting unit:		
Name(s):	Role(s) (e.g. job title):	Period(s) employed by submitting HEI:
Dr Andrew Jolly	Research Fellow	June 2018 to the present
Dr Bozena Sojka	Research Fellow	December 2018 to the present
Period when the claimed impact occurred: 2018-2020		
Is this case study continued from a case study submitted in 2014? N		
1. Summary of the impact <p>More than a million people in the UK are estimated to have no recourse to public funds (NRPF) as a consequence of their immigration status. Our research investigated access to social security benefits for immigrants and the consequences of the policy for vulnerable persons, public authorities and wider communities. Through our engagement with the UK's parliament and local authorities, we have helped policy-makers to map the size and composition of immigrants and families who have NRPF, and documented their health and social needs. We have worked with public and third sector organisations to address the consequences of NRPF on children to protect them from harm. Most recently, our research was used to mitigate public health threats arising from the exclusion from social security rights during the Covid-19 pandemic.</p> <p>Overall, we have improved the ability of policymakers to understand potential crises arising from policy omissions, and respond to them in ways that are beneficial to both immigrants and the general public.</p>		
2. Underpinning research <p>The central tenet of our research is that the denial of recourse to public funds creates a position of vulnerability for those who are excluded from social security benefits. This vulnerability creates harm for children and families, and is a potential risk to public health both for those denied recourse and for the population in general during the pandemic.</p> <p>Our Findings [F] emerge from the research and they are as follows:</p> <p><u>F1.</u> In 2017, we did not know the numbers of undocumented migrants who are subject to the NRPF rule. Our research has provided novel data on the numbers of undocumented migrants in London and the UK as a whole [R1]. Through our in-depth analysis of support available for families with NRPF, we were able to establish that levels of support from children's services for families with NRPF are too low to prevent poverty [R2].</p> <p>Our research on children and young people in London [R1] used the residual method to estimate the size of the undocumented migrant population in London and the UK, and was funded by the Greater London Authority (GLA). The residual method compares census data on the foreign born population, with data on births, deaths, regularisation and removals to calculate the residual number of migrants who are likely to be undocumented. The method has been used in the UK</p>		

previously, but our research was the first estimate of the numbers of undocumented children in the UK for over a decade.

F2. Our research on the TRANSWEL project exposed the barriers to accessing social security encountered by immigrants and the practical effects that these barriers engender. We showed how contingent selectivity is embedded in social security policies and practice [R3 and R4]. This project provided context for our research on NRPF in that it exposed that even relatively well-resourced and socially embedded migrants cannot fully access their social security 'rights'. Consequently, access to services by individuals with NRPF poses even greater challenges associated with their legal status and life circumstances.

F3. The lack of recourse to public funds affects especially children adversely, leaving them at enhanced risk of harm, exploitation and/or abuse [R3 and R4]. The experience of destitution, where families are unable to access accommodation or other essential living needs, can have tragic consequences, as the recent death of Mercy Beguma, a destitute asylum seeker from Glasgow illustrates. We have worked on the evaluation of the West Midlands Children's Services Controlling Migration Fund Programme (hosted by Solihull Metropolitan Borough Council) in order to determine the effectiveness of the programme, and to assess if and how the outcomes and results are achieved for Unaccompanied Asylum Seeking Children (UASC). We found that both stakeholders and young people identified protective factors which supported emotional health and wellbeing, and that young people in the project were less likely to either receive a caution/criminal conviction, or have drug misuse issues than children looked after in England as a whole.

F4. The presence of an unknown number of migrants without recourse to public funds can pose a health problem both for the migrants and the general public. Migrants denied access to public funds are less likely to seek help if they fall ill. For those in poverty, there may be no alternative to keep working through illness. This is a particular concern during a pandemic, where infections can spread easily through populations, and 'hidden' populations can be difficult to trace.

This research draws on a number of projects, including '*Local authority responses to people with NPF during the pandemic*' research, funded by the Paul Hamlyn Foundation [R5]. The research took a mixed methods approach to exploring support for people with NRPF, including a website survey, call for evidence and welfare diaries. The research was conducted in partnership with five voluntary sector organisations. We found that there was a lack of publically available information on local authority websites about support for people with NRPF during the pandemic, and that people with NRPF struggled to access food, shelter and subsistence support during the pandemic.

3. References to the research

The following research outputs are points of reference for further research beyond the original institution. Findings have been reported to the House of Commons Public Accounts Committee enquiry on Immigration Enforcement, and the All-Party Parliamentary Group on No Recourse to Public Funds.

R1. Jolly, A., Thomas, S., & Stanyer, J. (2020) *Children and young people who are not British citizens: A profile* London: GLA, <https://wlv.openrepository.com/handle/2436/623021>

R2. Jolly, A., (2019) From the Windrush Generation to the 'Air Jamaica generation': local authority support for families with no recourse to public funds. *Social Policy Review 31: Analysis and Debate in Social Policy*, Bristol: The Policy Press. pp.129. ISBN 978-1447343981 (REF 2 Output)

R3. Sojka, B., Carmel, E., & Papiez, K. (2019). Inequalities, Insecurities, and Informalities: Making Sense of Migrants' Experiences of Social Security Between Poland and the UK. In A. Amelina, E. Carmel, A. Runfors, & E. Scheibelhofer (Eds.), *Boundaries of European Social Citizenship*: Routledge. ISBN 9780367249830 (REF 2 Output)

R4. Carmel, E., & Sojka, B. (2020) 'Beyond Welfare Chauvinism and Deservingness. Rationales of Belonging as a Conceptual Framework for the Politics and Governance of Migrants' Rights.' *Journal of Social Policy*, 1-23. <https://doi.org/10.1017/S0047279420000379> (REF 2 Output)

R5. Dickson, E., Jolly, A., Morgain, B., Qureshi, F., Sojka, B. & Stamp, D. (2020) *Local Authority Responses to people with NRPF during the pandemic*. Wolverhampton: ICRD. <https://wlv.openrepository.com/handle/2436/623914>

4. Details of the impact

I1. Helping policymakers and practitioners to understand the numbers of undocumented migrants in the UK, and their health and social care needs

Prior to our *London's Children and young people who are not British citizens* report [R1], there were no up-to-date figures on the numbers of undocumented migrant children in London or the UK as a whole. This meant that it was difficult for local authorities and voluntary sector organisations to plan or co-ordinate social inclusion activities. Our report gave updated information on this in London and across the UK, as part of the Mayor of London's Citizenship and Integration Initiative. This research then informed a social media campaign by the GLA, which highlighted the issue of insecure status and provided empirical underpinning for guidance from the GLA on how to support young Londoners with insecure citizenship.

The GLA report was disseminated at a meeting at Coram Children's Legal Centre for members of the refugee and migrant sector, and later at a meeting of the London Strategic Migration Partnership and the West Midlands Strategic Migration Partnership. This raised the profile of the research and both the Children's Society and the Runnymede Trust used our research to inform their own thinking and policy recommendations on how to protect vulnerable children [C2] and reform the immigration system [C3].

We submitted written evidence to the Public Accounts Committee enquiry on immigration enforcement and the APPG on NPRF and the evidence was referred to in their final report. The report has also informed guidance by the *Cambridge Assessment* exams group, where it was used to evidence the need to develop a local curriculum which incorporates the educational needs of migrant children [C1].

I2. Addressing the consequences of the absence of recourse to public funds on children and associated problems involved in protecting them from harm

The impact summary for the West Midlands Children's Services UASC Programme was submitted to the Controlling Migration Fund (CMF) Programme and received positive feedback from the West Midlands Combined Authority. They noted that the CMF had 'involved all 14 Local Authorities that make up the West Midlands and 6 NGO's / Voluntary Organisations in the delivery of 22 programmes [and] a training programme.' [C4]. Voluntary sector bodies have used our research to develop training resources for their staff and open access resources for communities. For example, Migration Yorkshire used our R1 research in their UASC hub resource list [C5].

Together with the Children's Services Directorate at Hackney Borough Council, we have used our findings (F3) to develop the care support available to children and families with NRPF. The project identifies the gaps in existing local authority support for families with NRPF, replacing them with an early action approach and developing a borough wide migration strategy.

I3. Addressing the potential threat to public health by exclusion from social security rights during the Covid-19 pandemic

Our research into local authority responses to people with NRPF during the pandemic draws out the specific vulnerabilities of people with NRPF, the difficulty with shielding and self-isolating, and the lack of information available from local authorities. The research was discussed in a meeting

of the APPG on NRPF on 16 July 2020. 65 organisations and 31 councillors wrote an open letter informed by our research, in which they asked local council leaders to support people on the basis of need not immigration status, and was featured in an episode of the 'Rightscast' podcast (<https://anchor.fm/rightscast/episodes/The-Hostile-Environment-and-No-Recourse-to-Public-Funds-with-Kimberly-Garande--Andy-Jolly-and-Koldo-Casla-efs02l>). We also provided evidence to Stephen Timms MP to inform his contribution to the Westminster Hall debate about the NRPF rule [C6].

The research underpinning F4 has been used by third sector and campaign groups as part of their evidence for calls for the suspension of the NRPF rule during the pandemic. It was shared by the No Accommodation Network (NACCOM) to inform their local campaigns around England to encourage local authorities to provide better information and support for people with NRPF. Jolly was an invited speaker at their national network workshop to talk about the research. As a result, we are working with them to produce a regional breakdown of the findings for each local authority area to assist with advocacy at a local level [C7]. The British Association of Social Workers incorporated our research in their NRPF guidance [C8]. The research also informed public debate when the *Independent* reported on the death of an asylum seeker in Glasgow using our research on the lack of information available on council websites about the NRPF rule [C9].

Our research on local authority support during the pandemic [R5] was cited by the Legal Action Group in their examination of the government's response to evictions and homelessness during the COVID-19 pandemic [C10]. Our research [R5] was cited as evidence in the letter for charities and civil society organisations to local authorities asking them to provide support for homeless migrants with NRPF during the pandemic to reduce Covid-19 infections among precarious migrants [C11].

We plan on further impact emerging from this occurring in two main ways: (1) direct impact on public debates through engagement with the NRPF APPG, and the homelessness sector, for instance the Homeless Link conference on Homelessness and Migration; and (2) changes in the practices of those participating with individuals with NRPF through developing support projects such as the NOREAM (No Recourse Early Action Model) programme in partnership with Hackney Borough Council.

5. Sources to corroborate the impact

C1. Fitzsimons, S., Coleman, V., Greateorex, J. and Salem, H., (2020) 'Context matters—Adaptation guidance for developing a local curriculum from an international curriculum framework'. *Research matters*, 30 (20), pp.371-388.
<https://www.cambridgeassessment.org.uk/Images/598389-context-matters-adaptation-guidance-for-developing-a-local-curriculum-from-an-international-curriculum-framework.pdf>

C2. Ilona Pinter, I., Compton, S., Parhar, R., Majid, H. (2020) *A Lifeline for All: Children and Families with No Recourse to Public Funds*. London: The Children's Society
<https://www.childrenssociety.org.uk/sites/default/files/2020-10/a-lifeline-for-all-summary.pdf>

C3. McIntosh, K. (2020) *From Expendable to Key Workers and Back Again Immigration and the Lottery of Belonging in Britain*. London: Runnymede
<https://www.runnymedetrust.org/uploads/publications/pdfs/ImmigrationAndTheLotteryOfBelongingFINALJuly2020.pdf>

C4. Communication from West Midlands Children's Services (WMCS), August 2020.

C5. *Migration* Yorkshire UASC hub resource list.
<https://www.migrationyorkshire.org.uk/?page=uasc-toolbox>

C6. Testimonial Letter from the Office of Stephen Timms, MP.

C7. Gurnham, H. (2020) *New report on NRPF highlights damaging impact of policy during pandemic* Manchester; NACCOM. Available at: <https://naccom.org.uk/new-report-on-nrpf-highlights-damaging-impact-of-policy-during-pandemic/>

C8. BASW (2020) *NRPF: Statement and Guidance* Available at: https://www.basw.co.uk/system/files/resources/nrpf_statement_and_practice_guide_v3_-_final_0.pdf

C9. Bulman, M. (2020) 'There will be more tragedies': Death of mother with baby is 'inevitable consequence' of immigration policies, warn campaigners. *The Independent* Thursday, 27 August 2020. Available at: <https://www.independent.co.uk/news/uk/home-news/immigration-government-mercy-baguma-death-asylum-seekers-a9689611.html>

C10. Davies, L. (2020) *Homelessness in post-coronavirus England*. London: LAG. Available at: <https://www.lag.org.uk/article/208953/homelessness-in-post-coronavirus-england>

C11. Refugee Action et al (2020) *Support for homeless people, including those with no recourse to public funds (NRPF), during and after the Covid-19 pandemic*. Available at: <https://haringeymsc.org/wp-content/uploads/2020/06/200618-Open-letter-to-LAs-1.pdf>