



House of Commons
Home Affairs Committee

The work of the Immigration Directorates (Q3 2015)

Sixth Report of Session 2015–16



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relating to the report*

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Home Affairs Committee

The Home Affairs Committee is appointed by the House of Commons to examine the expenditure, administration, and policy of the Home Office and its associated public bodies.

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The Committee is one of the departmental select committees, the powers of which are set out in House of Commons Standing Orders, principally in SO No 152. These are available on the Internet via www.parliament.uk.

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Committee reports are published on the Committee's website at www.parliament.uk/homeaffairscom and by The Stationery Office by Order of the House.

Evidence relating to this report is published on the [inquiry page](#) of the Committee's website.

Committee staff

The current staff of the Committee are Carol Oxborough (Clerk), Phil Jones (Second Clerk), Duma Langton (Committee Specialist), Kunal Mundul (Committee Specialist), Peter Stam (Committee Specialist), Andy Boyd (Senior Committee Assistant), Iwona Hankin (Committee Assistant) and Jessica Bridges-Palmer (Select Committee Media Officer).

Contacts

All correspondence should be addressed to the Clerk of the Home Affairs Committee, House of Commons, London SW1A 0AA. The telephone number for general enquiries is 020 7219 2049; the Committee's email address is homeaffcom@parliament.uk

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1 Key indicators of the Immigration Directorates' performance

1. In the past, the Home Affairs Committee has assessed the Home Office's performance on a quarterly basis against a number of indicators covering aspects of its work. This report covers Q3 2015—the three months from July to September 2015—and the data was published on 26 November 2015. The report is divided into two sections, reflecting how the work is divided in the Home Office. Part one covers the work of UK Visas and Immigration (UKVI):

- Visa applications
- Sponsors and licensing
- New asylum cases
- Syrian resettlement
- Asylum and immigration caseload
- Spouse visas
- Appeals and tribunals performance
- MPs correspondence
- Staff numbers

Part two covers the work of Immigration Enforcement:

- The Migration Refusal Pool
- Sponsors and suspension
- Immigration detention
- Foreign National Offenders

The Committee may decide to add further indicators in future.

2 UK Visas and Immigration

Visa applications

2. The UK points-based system provides for visas in separate categories: Tier 1 is for “high value” individuals; Tier 2 is for skilled workers from outside the EU with a skilled job offer; Tier 4 is for students; and Tier 5 is for temporary workers. The table below gives the total number of visas granted in the 12 months up to September 2015 and comparison with the previous 12 months.

Visas granted by reason¹

	Work	Study	Family	Other	Total
Year ending Sept 2015	168,447	213,560	36,724	72,493	535,700
Year ending Sept 2014	161,490	222,840	34,598	86,618	543,112
Percentage change	+4%	-4%	+6%	-16%	-1%

Source: Home Office, National Statistics, [Visas](#), November 2015

The most common nationalities given visas were Chinese (92,353 or 17% of the total), Indian (86,706 or 16%) and nationals of the United States of America (35,892 or 7%).

Visa applications in-country and out-of-country

- In Q3 2015, there were 163,505 in-country visa applications which were work in progress (4% were un-input cases). This is an increase of 25% from Q2 2015 when there were 131,333 in-country visa applications which were work in progress (5% were un-input cases).²
- There were 44,834 out-of-country visas applications that are work in progress in Q3 2015. This is almost half the figure in Q2 2015 (77,758).

Service standards

3. In January 2014, UKVI introduced a new set of standards with the aim of providing customers with more clarity on when they would receive an outcome to their immigration application. These standards apply for what the Home Office call straightforward applications—where the applicant has met all their obligations. UKVI has said that 98.5% of straightforward cases will be processed within the service standards set out below.

¹ Work related visas include various different Tier 1, Tier 2 and Tier 5 visa categories. The total for Tier 4 study visas does not include student visitor visas. Family related visas include partners/spouse, children and other dependants. Other category includes student visitors

² “Un-input cases” are cases received in the business area which have not been entered on to the computer system.

Service Standards for Temporary Migration	Customer Service Standards
Tier 1 Work	8 Weeks
Tier 2 Work	8 Weeks
Tier 4 Study	8 Weeks
Tier 5	8 Weeks
Spouse/Partner	8 Weeks

4. In Q3 2015, 97.7% of straightforward Tier 4 student visa, 88.5% of straightforward Tier 1, and 99.6% of Tier 2 visa cases were processed within the service standard of 8 weeks. Service standards do not apply to cases defined as non-straightforward. We have discussed at length the issues around straightforward and non-straightforward cases,³ and why service standards do not apply to the latter.⁴

5. In Q3 2015, there were 122,006 permanent and temporary migration cases within service standards and no cases outside service standards. In the same quarter there were 28,468 cases described as Service Standards Not Applicable.

Improved performance

- The proportion of cases to which service standards do not apply has decreased significantly, from 40% in Q1 2015 to 19% in Q3 2015.

Sponsors and licensing

6. Applications under Tier 2, Tier 4 and Tier 5 require a sponsoring body. Under Tier 2 and Tier 5 (Temporary workers) the sponsor must be an employer based in the UK. Under Tier 4, the sponsor must be an education provider. Such organisations have to apply to UKVI to get sponsor status. There are service standards for the time taken to process applications for sponsor status.

Sponsorship service standards

Sponsorship	Customer Service Standards
Sponsor (pre-licence)	8 Weeks
Sponsor (post-licence)	18 Weeks
Sponsor (highly trusted sponsorship)	18 Weeks
Sponsor (renewals)	18 Weeks

3 Ninth Report of Session 2014-15, [The work of the Immigration Directorates \(January-June 2014\)](#), HC 712; Second Report of Session 2015-16, [The work of the Immigration Directorates \(Q2 2015\)](#), HC 512

4 [Temporary and permanent migration data](#), February 2016, Table InC_05

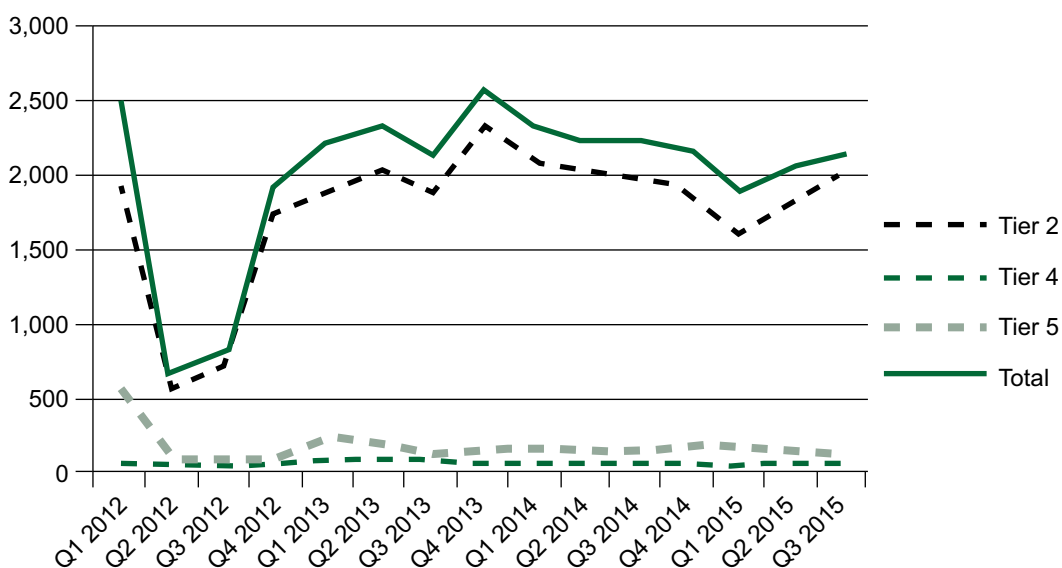
Improved performance

7. Since Q1 2014, performance against these standards has been 100%, except for a slight dip to 99.7% on Tier 4 Highly Trusted Status in Q4 2014. In Q3 2015 the performance was 100%.⁵

Sponsor applications

8. The chart below shows sponsor application made by Tier. The majority are for Tier 2 work.

Sponsor applications made by Tier



In Q3 2015 1,973 applications were made in Tier 2, compared to 38 Tier 4 applications and 106 Tier 5 applications. Overall there was a 5% increase from 2,025 applications made in Q2 2015 to 2,117 applications made in Q3 2015.⁶

Worse performance

- There was an increase in the average number of days to process a sponsor application from 19 days in Q2 2015 to 21 days in Q3 2015. We also note that this is an increase from the 14 days it took in Q2 2014.⁷

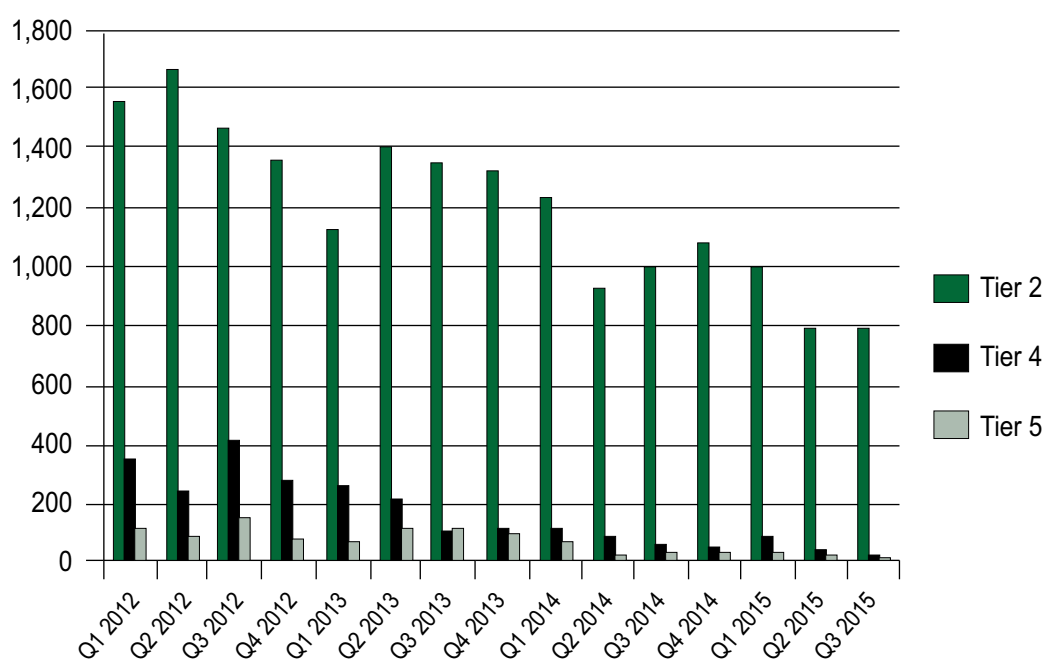
Follow-up visits

The chart below shows the proportion of follow-up visits to visa sponsors for Tiers 2, 4 and 5. The majority have consistently been to Tier 2 work visa employers.

5 [Temporary and permanent migration data](#), February 2016, Table InC_02

6 [Sponsorship transparency data](#), November 2015, Table SP2

7 [Sponsorship transparency data](#), November 2015, Table SP5

Follow-up visits to visa sponsors**Worse performance**

- In Q3 2015, 874 follow-up visits were made to visa sponsors—a reduction of 4% from the previous quarter.
- The proportion of unannounced follow-up visits fluctuates. For Tier 2 sponsors, in Q1 2013 it was as low as 20%, in Q1 2014 as high as 77%. In Q3 2015 it was 60%.
- The number of follow-up visits for Tier 4 sponsors fell from 348 in Q1 2012 to 27 in Q3 2015. The percentage of unannounced follow-up visits in Q3 2015 was 59%.⁸

9. We commented on the proportion of post-licence visits that were unannounced in our last report. In response the Government pointed out that it has developed its investigations of sponsorship compliance so it is more targeted and intelligence-led, and that this has resulted in some form of compliance sanction in 83% of cases.⁹

New asylum cases

10. There were 29,024 asylum applications in the year ending September 2015, an increase of 19% compared with the previous year (24,324). This remains considerably below the peak of 84,132 applications in 2002. The table below shows the number of applications and initial decisions for the year ending September 2015 and the previous year.

⁸ [Sponsorship transparency data](#), November 2015, Table SP8

⁹ Third Special Report of Session 2015-16, [The work of the Immigration Directorates \(Q2 2015\): Government Response to the Committee's Second Report of Session 2015-16](#), HC 693

	Total applications	Total initial decisions	Granted some form of protection	Granted as a % of initial decisions
Year ending Sept 2015	29,024	29,246	12,011	41%
Year ending Sept 2014	24,324	15,653	5,968	38%
Percentage change	+19%	+87%	+101%	

Immigration Statistics, July to September 2015¹⁰

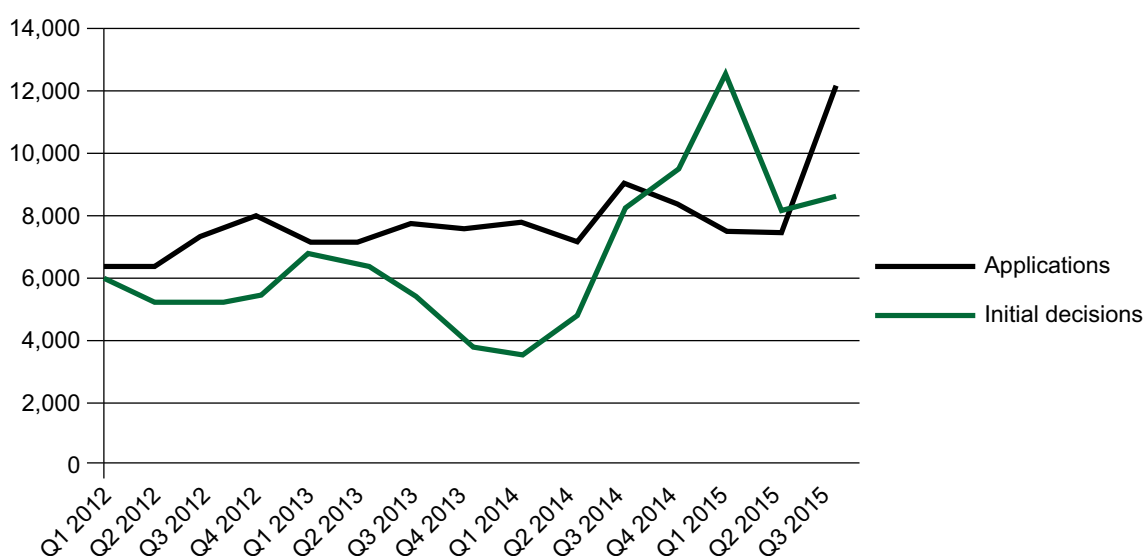
The total number of applications for asylum has increased each year since 2011. Since late 2012, the number of applications in each quarter has fluctuated between 5,500 and 6,900. In Q3 2015, the number of applications was 10,156. Between Q1 2012 and Q2 2015, the number of applications for main applicants and dependants in each quarter has fluctuated between 6,300 and over 9,000 in Q3 2014. In Q3 2015 it reached 12,028.

11. Since Q1 2012, the number of asylum applications had consistently been higher than the number of initial decisions. The number of initial decisions increased each quarter in 2014, and in Q4 2014 the number of initial decisions surpassed the number of applications. However, this progress has stalled.

Worse performance

- In Q3 2015, 8,690 initial decisions for main applicants and dependants were made, which is a 7% increase compared to Q2 2015 (8,112 decisions). However, the number of asylum applications increased at a much higher rate and reached 12,028 in Q3 2015.¹¹

Asylum applications and initial decisions



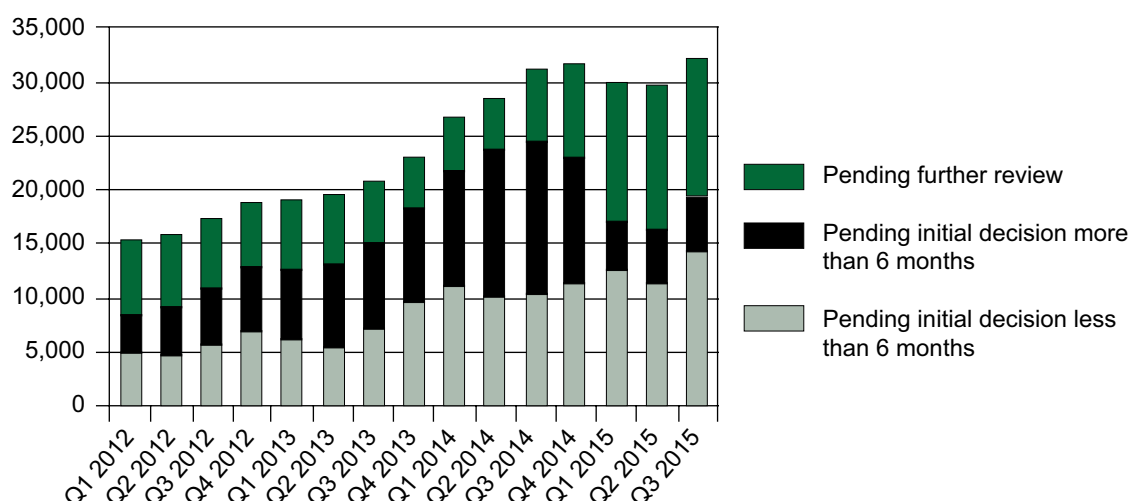
¹⁰ Immigration Statistics, July to September 2015, [Asylum applications and initial decisions for main applicants, Asylum table as 01 q](#)

¹¹ Immigration Statistics, July to September 2015, [Asylum applications and initial decisions for main applicants and dependants, Asylum table as 02 q](#)

Asylum applications pending initial decision

The chart below shows the number of asylum applications pending an initial decision and further review.

Asylum applications pending initial decision and further review



Worse performance

The number of asylum applications for main applicants and dependants pending an initial decision in Q4 2014 was 31,545. This figure then decreased in the first two quarters of 2015. In Q2 2015 the number of asylum applications for main applicants and dependants pending an initial decision was 29,586. In Q3 2015 the number started to climb again to 31,881. This is higher than any quarter since Q1 2012.¹²

Improved performance

- In Q3 2015, 4,903 cases had waited more than 6 months for an initial decision. This is up from 4,293 in Q2 2015 but an improved performance from a year ago in Q3 2014 when the number was 13,997.

Asylum applications pending initial decision for more than 6 months

12. Our predecessor Committee repeatedly raised the question of how long it takes for asylum applications to receive an initial decision.¹³ The Government has said that all straightforward asylum claims made after 1 April 2014 will be given a decision within six months.¹⁴ For those that are considered non-straightforward then UKVI aim to decide these cases within 12 months. The Government has said these will be reviewed and new service standards will be published once it is confident that these timescales are the right ones.¹⁵ The table below gives the numbers given a decision within 6 months in each quarter.

12 Immigration Statistics, July to September 2015, [Asylum applications and initial decisions for main applicants and dependants, Asylum table as 02 q](#)

13 Eighteenth Report of Session 2014-15, The work of the immigration directorates: Calais, HC 902; The work of the immigration directorates (October – December 2013) HC 237

14 Oral evidence taken before the Committee on 1 April 2014, Q 115

15 [Government Response to the Committee's Ninth Report of 2014-15](#)

Adult asylum intake and decisions within 6 months

Quarter	Total Adult Applications in cohort§	Of which Total with a Decision Made in 6 Months	% Decided in 6 months
2013 Q2	5,756	4,200	73.0%
2013 Q3	5,159	3,955	76.7%
2013 Q4	5,344	3,958	74.1%
2014 Q1	5,504	3,095	56.2%
2014 Q2	5,543	2,276	41.1%
2014 Q3	5,449	2,345	43.0%
2014 Q4	5,113	4,433	86.7%
2015 Q1	6,277	5,294	84.3%
2015 Q2	5,960	4,715	79.1%
2015 Q3	5,270	4,293	81.5%

§ The number of adult applications which had an initial decision by the time the case was 6 months old

Source: Home Office, Immigration Statistics July to September 2015, [Asylum table as 01 q](#)

13. The Minister for Immigration told us that the Department had worked to reach this service standard of all straightforward asylum claims receiving a decision in 6 months.¹⁶ Sarah Rapson, Director General of UKVI, also pointed out that they had cleared the backlog of older work before March 2015 and aimed to maintain the service standard even as the intake is rising. When asked why the number of applications was rising, the Minister said it was a mix of those who claim asylum on arrival, those picked up through enforcement visits and some who come to the end of their visas and then claim asylum. He felt the mix of cases was “informed” by the ongoing migration crisis.¹⁷

14. UKVI altered its service standards timetable so that a higher proportion of new straightforward claims for asylum are given an initial decision within six months. This is at the same time as the number of applications is rising. The total number of main applications in the year ending September 2015 was 19% higher than in the year ending September 2014. In Q3 2015 the number of main applicants and dependants reached 12,028 compared to 7,567 in Q2 2015.

15. The number of asylum applications surpassed the number of decisions made in Q3 2015. We are concerned that the department may not be able to maintain the service levels it has set itself on initial decisions for new asylum claims within 6 months. To do so may require further funding and resources.

¹⁶ Q150 9 February 2016

¹⁷ Qq150-151 9 February 2016

Applications and initial decisions by common nationality

16. In the year ending September 2015, the largest number of applications for asylum came from nationals of Eritrea, Sudan, Iran, Syria and Pakistan. The table below shows the number of applications from each of those countries for the four quarters up to the end of September 2015.

	Applications Year ending Sept 2015	Applications Q4 2014	Applications Q1 2015	Applications Q2 2015	Applications Q3 2015
Eritrea	3,726	884	698	759	1,385
Sudan	2,842	452	347	527	1,516
Iran	2,407	625	435	484	863
Syria	2,402	704	524	384	790
Pakistan	2,901	627	535	483	746

Source: [Asylum table as Q1 q](#)

17. As the number of asylum applications has increased, the increase in applications from the most common nationalities has become more pronounced. Between Q2 2015 and Q3 2015 the number of applications from Sudan almost trebled. The number of applications from Syria have more than doubled. Applications from Eritrea and Iran have almost doubled.

18. The proportion of decisions leading to a grant of protection, such as asylum, differs for applications from different nationalities. The tables below show the proportion of applications that led to a grant of some form of protection for the five nationalities that made the most applications, for 2013 and 2014.

Asylum applications leading to a grant of some form of protection 2013

	Applications	Decisions	Grants of protection	% grants of decisions that lead to protection
Eritrea	1,387	960	787	82%
Pakistan	3,359	2,624	589	22%
Syria	1,648	1,318	1,116	84%
Iran	2,410	1,919	1,063	55%
Sudan	743	593	432	73%

Most of the figures are fairly consistent over time. Only about 20–22% of applicants from Pakistan were granted protection; similarly about 50–55% of applicants from Iran were granted protection. Sudanese and Syrian applicants tended to be more successful, reaching between 73% and 86%.

Asylum applications leading to a grant of some form of protection 2014

	Applications	Decisions	Grants of protection	% grants of decisions that lead to protection
Eritrea	3,239	2,484	2,156	87%
Pakistan	2,711	2,286	467	20%
Syria	2,081	1,387	1,198	86%
Iran	2,011	1,827	991	54%
Sudan	1,449	1,000	777	77%

19. In 2013 and 2014, over 82% of applications from Eritreans resulted in some form of protection. In Q1 2015, 77% of applications from Eritreans were granted some form of protection. In Q2 2015, this fell to 34%.¹⁸ This fall in the proportion of Eritreans granted protection coincided with the UK issuing new country guidance on Eritrea in March.¹⁹ In Q3 2015 the proportion of applications from Eritreans that were granted some form of protection slightly increased to 39%.

20. In our last report we asked the Government to explain the dramatic change in success rates for applications from Eritreans. In its Response, the Government said its country information and guidance is based on:

A careful and objective assessment of the situation in Eritrea using evidence taken from a range of sources such as local, national and international organisations, including human rights organisations, information from the Foreign and Commonwealth Office, and trusted media outlets. The Home Office regularly updates this guidance and has done so several times in 2015. The guidance was most recently revised in September 2015 to take into account the United Nations' report of the Commission of Inquiry on Human Rights in Eritrea which was published in June.²⁰

We note that the UN report published in June 2015 said:

The Commission found that systematic, widespread and gross human rights violations have been and are being committed in Eritrea under the authority of the Government. Some of these violations may constitute crimes against humanity.

The Commission also recommended that the international community:

Pending tangible progress in the situation of human rights, in particular the adoption of reforms that seriously address the problems identified in by the Commission in the present report, continue to provide protection to all those

18 [Home Office Immigration Statistics](#), Asylum tables, as_01_q. Q2 2015, 902 initial decisions resulting in 303 grants of protection.

19 The March guidance has since been updated: see [Country Information and Guidance, Eritrea: Illegal Exit](#), September 2015

20 Third Report of 2015-16, [The work of the Immigration Directorates \(Q2 2015\): Government Response to the Committee's Second Report of Session 2015-16](#), HC693

who have fled and continue to flee Eritrea owing to severe violations of their rights or fear thereof.²¹

21. The Independent Advisory Group on Country of Origin Information (IAGCI), which reports to the Independent Chief Inspector of Borders and Immigration, has also raised serious concerns about Home Office country guidance regarding Eritrea.²² **We recommend that the Home Office reconsider its country guidance on Eritrea, taking into account the findings of the Independent Advisory Group on Country of Origin Information. We will continue to monitor closely the proportion of successful and unsuccessful asylum applications from Eritreans.**

COMPASS contracts and asylum accommodation

22. Under section 95 of the Immigration and Asylum Act 1999, asylum seekers can apply for support while waiting for their claim (or appeal) to be considered. Support can be for accommodation and/or subsistence, according to their circumstances and on condition that they satisfy a destitution test. If provided, accommodation is offered in a dispersal area—i.e. away from London and the South East, and only in areas where there is agreement with the local authority, and where the number of asylum seekers does not exceed an upper limit of one asylum seeker to 200 residents.²³

23. In 2009, the then UK Border Agency launched Commercial and Operational Managers Procuring Asylum Support Services, commonly known as COMPASS. In 2012, six COMPASS contracts replaced the previous 22 contracts. There are now three providers each of which has a COMPASS contract for two regions.

COMPASS providers and regions

Region	Main contractor	Sub-contractor
Scotland and Northern Ireland	Serco	Orchard & Shipman
North West	Serco	Self-delivery
Midlands and East of England	G4S	Live Management Group, Target Housing, UHS, Mantel Estates
North East, Yorkshire and the Humber	G4S	Live Management, Target Housing, UHS, Jomast and Cascade
Wales and the South West	Clearsprings	Self-delivery
London and the South East	Clearsprings	"Four subcontractors"

NAO Report, COMPASS contracts for the provision of accommodation for asylum seekers, Jan 2014

When the contracts started in 2012, only Clearsprings was an established landlord; G4S and Serco had to find sub-contractors to provide housing.

21 Office of the High Commissioner for Human Rights, [Report of the Commission of Inquiry into Human Rights in Eritrea](#), June 2015

22 [Report by the Independent Advisory Group on Country Information](#) on Eritrea Country Information and Guidance Reports produced by the UK Home Office, May 2015.

23 National Statistics, Asylum, [Support provided to asylum seekers](#), November 2015, Table as_17_q: Asylum seekers in receipt of Section 95 support, by country of nationality and UK region

Red doors

24. The COMPASS contract for accommodation for asylum seekers in Middlesbrough and Stockton is held by G4S, which sub-contracts provision to Jomast, a company which describes itself on its website as “a pre-eminent force in the UK property market and which is now a leading and innovative developer, owner and manager of commercial and residential property.”²⁴

25. On 20 January 2016, *The Times* reported that asylum seekers in accommodation provided in Middlesbrough on s.95 support were suffering harassment because their properties were easily identifiable through the front doors being painted red. Asylum seekers interviewed by reporters said they had received verbal abuse, racist graffiti scratched into the door, dog excrement smeared on the door, and stones thrown at the windows and door.²⁵ Similar concerns regarding the red doors had been raised in 2012 by Suzanne Fletcher, a former local councillor, and Ian Swales, the former MP for Redcar.²⁶

26. *The Times* reported that 155 of 168 Jomast properties had red doors, and that 62 of the 66 people they spoke to in those properties were asylum seekers.²⁷ After the story appeared, G4S counted all the doors of Jomast properties in Middlesbrough. They found 175 red doors in a total of 298 properties—or 58%.²⁸ Stuart Monk, owner and managing director of Jomast, did not dispute that the doors were red but said they “were painted red probably 20 years ago” and that the practice pre-dated the properties being used for asylum seekers.²⁹

27. The matter was raised in an Urgent Question in the House of Commons on 20 January by the Member for Middlesbrough, Andy McDonald MP. In response, the Minister for Immigration promised an immediate inspection and audit of the accommodation by Home Office staff.³⁰ The Minister told us in February that, while carrying out the audit, officials also interviewed around 60 asylum seekers and that the issue of red doors did not come up in the interviews. Neither the Home Office audit nor G4S inquiries to the local police found any links to antisocial behaviour or stigmatisation of asylum seekers relating to the red doors.³¹ Mr Monk was asked if there was a policy of painting the doors red.

Chair: You are telling this Committee that there was no deliberate decision to paint those properties in red—

Stuart Monk: Exactly.

Chair: —contrary to what we have seen in the newspapers, and contrary to what the Minister told the House in the Commons last week?

Stuart Monk: Exactly.³²

24 <http://www.jomast.co.uk/about-us/>

25 [Red mark of shame opens door to attacks on asylum seekers](#), *The Times*, 20 January 2016

26 [Suzanne Fletcher written evidence](#)

27 [Apartheid of the asylum seekers on British streets](#), *The Times*, 20 January 2016

28 Qq28-30 26 January 2016

29 Q4 26 January 2016

30 [Asylum Seekers: Middlesbrough](#) HC Deb, 20 January 2016, col 1425

31 Q37 9 February 2016, Q45 26 January 2016

32 Qq6-7 26 January 2016

28. The Minister told us his conclusion was that painting the doors red was a method for the sub-contractor to manage the maintenance of the properties rather than a policy to identify the residents. The Home Office audit had concluded that:

Housing providers should ensure that properties used to accommodate asylum seekers cannot be easily identified, either as a deliberate policy or inadvertently. Our assessment on this is that this was inadvertent.³³

29. When asked what he had learned from the experience, Mr Monk said his company would look at what they had been doing, and how, and that in future they would have to be more proactive. He conceded that “with the benefit of hindsight we have been very silly.”³⁴

30. Accommodation for asylum seekers in Middlesbrough had doors that were painted a predominant colour. This was clearly wrong. We welcome the decision that the doors will be repainted, and that the repainting will be expedited, so that within a matter of weeks no single colour will predominate. Jomast and G4S must inform us when the repainting has been completed.

Wristbands

31. Clearsprings have managed asylum accommodation since 2000 so they were already involved before COMPASS came into effect in 2012. Their current contract is worth £140 million over five years to provide accommodation in Wales and the South West, and in London and the South East. Mr James Vyvyan-Robinson, Managing Director, Clearsprings, told us he was proud that it had not had to pay money to the Home Office as a result of poor performance for the duration of the contract so far.³⁵ (The other providers, Serco and G4S, have incurred such penalties.)

32. Asylum seekers are placed in short term initial accommodation in the region before being allocated more settled dispersal accommodation. Clearsprings manage a facility for initial accommodation at Lynx House in Cardiff. On 24 January 2016, days after the red doors story broke in Middlesbrough, it was revealed that newly arrived asylum seekers sent to Lynx House had to wear coloured wristbands in order to receive meals. Former residents of Lynx House gave examples of being identified as asylum seekers and verbally abused because of the wristbands. Removing the wristband meant they could be refused food and told that the Home Office would be informed.³⁶ Clearsprings issued a statement saying they had decided to stop using wristbands the day after the press reports, and said they were looking for an alternative way of managing the fair provision of support. We understand the alternative will be a smart card.

33. When asked whether it was right to identify asylum seekers by requiring them to wear wristbands, Mr Vyvyan-Robinson said that wristbands are considered to be one of the most reliable and effective ways of guaranteeing delivery. He gave the example of them being used in “monitoring people’s food on holidays and so on”.³⁷ But he also accepted

33 [Asylum Seekers: Middlesbrough](#) HC Deb, 20 January 2016, col 1425

34 Qq155-56 26 January 2016

35 Q161 9 February 2016

36 [Asylum seekers made to wear coloured wristbands in Cardiff](#), The Guardian, 24 January 2016

37 Q 219 9 February 2016

that there were “consequences that we were unaware of. [...] I am not going to defend the wristband process”.³⁸

34. It is appalling that asylum seekers should be required to wear wristbands. This stigmatises asylum seekers, and makes them easily identifiable and therefore open to harassment and abuse. We struggle to see how this practice could ever have been considered acceptable in the first place. It risks besmirching the UK’s reputation in relation to its asylum practices. We believe it is laughable for Mr Vyvyan-Robinson to have suggested that a wristband worn by an asylum seeker is the same as a wristband worn by someone on holiday. It is vital that organisations receiving taxpayer money should be sensitive to the needs of the work they are doing. It is also vital that private organisations who perform public functions should adhere to the same standards that the public would expect of a publicly-delivered service.

35. We welcome Clearsprings’ decision to end the use of wristbands and move to a smart card system for monitoring entitlement to meals. The problems caused by wristbands demonstrate the importance of greater use of technology such as smart cards when dealing with asylum seeker entitlements. We expect all providers of asylum seeker support services to use technological solutions to develop more sophisticated and appropriate mechanisms to monitor entitlement.

Complaints and how to recognise a problem

36. One of the requirements for accommodation provided under the COMPASS contract is to provide a system for residents to complain. Jomast maintain a record of all reported ‘incidents’, and the response and actions taken. The incidents are also reported to G4S. Mr Monk said that notice is given to residents when Jomast staff will attend to inspect or carry out repairs, and so opportunities exist for residents to raise a matter with the Jomast staff. G4S told us they give all asylum seekers a welcome pack including a freephone telephone number for them to call if anything goes wrong. The freephone number receives an average of 2,500 calls a month,³⁹ and over 42,000 calls were received in 2015. The majority of calls are not complaints, but requests to replace inventory items or for repairs.⁴⁰ Clearsprings also has a complaints mechanism, and Mr Vyvyan-Robinson said it had received only 19 complaints from all 6,500 residents, on all matters, in the last six months.⁴¹ He subsequently expanded this figure to 70 complaints over the last 12 months. The Clearsprings records facilitate a breakdown of the type of complaint.⁴² The evidence received from each contractor on complaints, and other matters, is published on our website.⁴³

37. Neither Jomast nor G4S received any complaints that linked the red doors to abuse. Mr John Whitwam, Managing Director, G4S Immigration & Borders, said the matter had been raised with G4S by Suzanne Fletcher in 2012 and in 2014 and on neither occasion had G4S found any suggestion from the residents that there was a link between the red doors and intimidation. Similarly, Clearsprings said they had received no complaints about the wristbands. Witnesses all said they were unaware that there was a problem,

38 Qq167-168 9 February 2016

39 Q134 26 January 2016 and [ACC0006](#)

40 [ACC0006](#)

41 Qq193-194 9 February 2016

42 [ACC0006](#)

43 [Asylum Accommodation inquiry](#)

but the journalists did not find it difficult to find asylum seekers willing to explain a link between the red doors or the wristbands and the abuse they had received.⁴⁴ The fact that complaints systems are not picking up issues such as red doors and wristbands raises concerns about whether these systems are adequate. Either the complaint system is working well, and there is no problem as no one has complained; or the complaint system is not working well and there might be a problem, but we do not know about it because no one has complained. It may also be the case that the low number of complaints arises from a culture of fear amongst asylum seekers.

Contract

38. G4S said they were not making a profit from the COMPASS contract. Mr Monk said that asylum accommodation took up 25–30% of his business activities, but it was not very profitable. At the same time, he said that Jomast provide “probably the best standard of asylum accommodation in the country by some considerable margin.” Clearsprings said the contract made them a profit of £740,000 in 2014–15. Mr Vyvyan-Robinson said that he would look for a profit margin of between 3%–5% for a Government contract, but he had never achieved that providing asylum accommodation.⁴⁵

39. Sarah Rapson, Director General of the UKVI, said that, when the contract began, some of the properties were of a poor standard. G4S and Serco were required to pay service credits relating to the quality of the accommodation of around £6 million in the initial 2012–2013 period. In the last year, the service credits due to poor accommodation were down to £200,000. She said there was a definite commitment on the part of all three contractors to make sure the accommodation met the required standards.⁴⁶ The Home Office has an option to renew the contracts for another two years in 2017, and then in 2019 the Department will have to decide what kind of model they use beyond that.⁴⁷

Oversight and inspections

40. There are several mechanisms in place to make sure that accommodation provided under COMPASS is suitable. The contract requires the housing provider to check every property once a month, and also at the point that a resident arrives and when they leave. The local authority are able to check the property. The Home Office has a team of 17 inspectors who check accommodation across the country—and who have checked about 50% of the properties in Middlesbrough.⁴⁸ Furthermore, there are monthly meetings between the Home Office and each of the providers to assess Key Performance Indicators (KPIs), and Sarah Rapson meets with the chief executives of all three companies regularly.⁴⁹

41. The Home Office has accepted it needs to improve its inspections. Sarah Rapson said:

The Minister has said the lesson we take away is when we are doing our inspections we broaden the perspective of our inspectors to think also much

44 See, for example, [Red mark of shame opens door to attacks on asylum seekers](#), The Times, 20 January 2016

45 Q207 9 February 2016

46 Q53 9 February 2016

47 Qq52–54 9 February 2016

48 Qq37–39 9 February 2016, Q43 9 February 2016, Q132 26 January 2016, Q134 26 January 2016.

49 Q43 9 February 2016

more about the environmental context and community cohesion and the safety and security aspects.⁵⁰

42. However, the systems for oversight seem to have failed to trigger the required action when problems arose. Mr Monk said the Home Office has been inspecting these properties for 20 years and was “well aware” that the doors were painted red, and Suzanne Fletcher said that Jomast, G4S and the Home Office were all told about the issue in 2012. It is only since the episodes have attracted national media attention that any remedial action has been taken. Mr Monk told us that he had now learned that Jomast will need to consider whether it needs to be more proactive in the future. Mr Vyvyan-Robinson said that he now realised “there is a better way of doing it and that is what we are implementing.”⁵¹ Both landlords accepted they would learn from the experience.

43. The response to both the red door and wristband episodes has been one of damage limitation and managing perceptions. A situation that was considered acceptable is now accepted as being ill-judged. It appears that the predominance of red doors in asylum seeker accommodation was inadvertent rather than a deliberate identification system; and similarly, the use of wristbands was a means of ensuring only those who were entitled to them received meals at Lynx House. There seems to be an acute lack of awareness of the particular sensitivities of asylum seekers and why making them identifiable in such ways is wrong.

44. The complaints and inspection processes operated by the contractors and the Home Office appear to be flawed if they failed to identify the issues with red doors and wristbands. The COMPASS contract does not seem to make it clear who is accountable for making sure issues such as the red doors are acted upon when issues arise outside a formal complaints mechanism. Moreover, it is obvious that asylum seekers are unlikely to complain to an organisation that they see as having absolute control over their future. If you have been arrested, imprisoned and tortured for your beliefs in your home country, you are likely to be suspicious of someone who assures you a complaint mechanism is anonymous. The Home Office should encourage the providers to establish user-groups for asylum seekers in their accommodation. This would enable asylum seekers to present problems and complaints with the reassurance of a collective viewpoint, and without individuals feeling at risk from having to identify themselves as complainants.

45. Delivery of the COMPASS contract has been mostly unsatisfactory to date. The only benefit so far gained from reducing the number of contracts from 22 to six—and essentially down to three because there are only three providers—has been to make managing the contracts administratively easier for the Home Office. However, these extremely unfortunate episodes of red doors and wristbands have highlighted some of the problems around oversight of the contracts, particularly in relation to ensuring that the way asylum seekers are accommodated and treated meets basic standards.

46. We intend to examine these matters further. In particular, we plan to investigate the following issues:

⁵⁰ Q44 9 February 2016

⁵¹ Qq167-168 9 February 2016

- **The quality of accommodation provided in all parts of the UK under the COMPASS contract.**
- **The effectiveness of the Home Office inspection regime in ensuring minimum standards are met within each region, and whether the Home Office team of 17 inspectors is sufficient.**
- **The complaint system operated by contractors in each region; the number and characteristics of the complaints received; and any information gathered through informal reporting systems separate from those managed by contractors.**
- **What financial penalties the contractor or sub-contractor have incurred under COMPASS and for what reasons.**

We were not able to take evidence from Serco—the other main COMPASS contractor—for the purposes of this report, but we intend to do so in the future.

Dispersal accommodation

47. G4S said that when they took on the COMPASS contract for the North East in 2012, they were providing accommodation for 9,000 asylum seekers. In three years, that number had grown to 17,000. This increase clearly requires a system with considerable flexibility. But the housing providers have to work with local authorities in securing additional accommodation in the 200 local authorities that are part of the dispersal areas.⁵² This situation is further complicated by other pressures upon suitable accommodation, including asylum seekers waiting for their claims to be resolved, but also the 20,000 Syrians refugees which the Government has pledged to resettle by 2020, and the separate issue of unaccompanied asylum-seeking children. Sarah Rapson said that the Home Office was aware when talking to local authorities of the need to balance accommodation for each of those three groups.⁵³

48. We set out for information, as Annexes at the end of this report, two tables showing the number of asylum seekers living in each local authority area at the end of Q4 2015.⁵⁴

49. The Minister told us that the Government was looking to expand the number of local authorities involved in dispersal areas. He acknowledged that the one in 200 ratio of asylum seekers to local residents was implemented to avoid over-concentration in particular communities—a level that had been exceeded in Middlesbrough, and where we received differing views as to whether the numbers were going up or going down since the threshold had been reached.⁵⁵ It was not clear who is responsible for ensuring the one in 200 threshold is not breached.⁵⁶ If more local authorities were willing to provide dispersal accommodation, then it would reduce the pressure on places like Middlesbrough and Stockton, where the ratio is exceeded.⁵⁷ When we asked Mr Vyvyan-Robinson whether he would welcome more local authorities providing dispersal accommodation he said “I would be hugely grateful if more of them would.”⁵⁸

52 Q48 9 February 2016

53 Q51 9 February 2016

54 See Annexes 1 and 2 to this report

55 [ID30002](#). Q108 26 January 2016

56 Qq107-108 26 January 2016

57 Qq48-49 9 February 2016

58 Q236 9 February 2016

50. Both G4S and Clearsprings told us that finding sufficient accommodation for asylum seekers in parts of the country is difficult, and this is clearly made more difficult by some local authorities being unwilling to take part in the dispersal system. Clearsprings, which holds the contract in parts of the country with the most expensive rents, made it clear that they would welcome more local authorities providing dispersal accommodation. The Home Office has said it wants more local authorities to take part. Asylum seekers should be dispersed throughout the country and therefore we recommend that more local authorities take part in the dispersal accommodation system and provide suitable accommodation for asylum seekers. Local authorities who have very few, and in many instances no, asylum seekers should be actively encouraged by Ministers to volunteer in the existing scheme. As for Middlesbrough, it is clear that there is disagreement about whether the number of asylum seekers has gone down since the one in 200 ratio of asylum seeker to local resident was breached. It is not clear who holds responsibility for allowing the one in 200 ratio to be breached, nor for making sure it is reduced.

Hotels and hostels

51. Mr Whitwam told us that, on the day he gave evidence, G4S was accommodating 322 asylum seekers in hotels, out of a total of 17,000 in rented accommodation. Mr Vyvyan-Robinson said Clearsprings had over 300 residents in hotels, out of a total of 6,500 asylum seekers in accommodation. He said the main reason for this was a lack of initial accommodation and a lack of dispersal accommodation.⁵⁹ We asked Mr Vyvyan-Robinson about issues arising from asylum seekers sharing hotels with paying private guests and whether he would prefer to fill a whole hotel rather than use only a proportion of the rooms. His view was that occupying a whole hotel would be better but it would mean that both Clearsprings and UKVI “would have to be prepared to pay for the whole hotel”. Any decision on this would also have to take account of the fluctuation in volumes as the need for hotels had only arisen in the last two years.⁶⁰

52. The Chief Executive of G4S told us that the number of asylum seekers in their contract area had risen from 9,000 to 17,000. If these numbers keep rising, the pressure on available dispersal accommodation will remain high, and it is likely that other forms of accommodation may need to be used to provide temporary accommodation for asylum seekers. Problems have arisen with asylum seekers being accommodated in hotels where there are also paying guests, because of the different rules which apply to asylum seeker guests about meals and other issues. It seems to us that, where it is necessary to use temporary accommodation for asylum seekers, it would be sensible to designate this accommodation as hostels entirely for this purpose. However, the Home Office would need first to assess the cost implications for public funds and contractors, based on projections of the fluctuations in numbers of asylum seekers needing this type of alternative accommodation. G4S informed us that they are paid an average of £9.35 per asylum seeker per night.

59 Qq171-173 9 February 2016

60 Q175 9 February 2016

Syrian refugees

53. Syrians, like other nationalities, can apply for asylum in the UK if they can get to the UK. The following table shows the number of applications for asylum from Syrian nationals since 2009. The number of refusals has remained at a fairly constant low level. The number of applications pending, and the number pending an initial decision over six months, have both increased dramatically since 2013.

Asylum applications and initial decisions for main applicants from Syria

Year	Total applications	Total initial decisions	Grants of asylum	Total refusals	Total pending	Pending initial decision for more than 6 months
2009	138	148	30	110		
2010	127	153	30	119	77	18
2011	355	257	93	158	233	16
2012	988	849	625	188	304	32
2013	1,648	1,318	1,106	202	553	73
2014	2,025	1,364	1,175	169	1,169	206

Syrian Vulnerable Persons Scheme

54. In our last report, we set out the background to the Syrian Vulnerable Persons Scheme, initiated in January 2014 and then “enhanced” following the Prime Minister’s statement on the increase in the number of Syrian refugees to be resettled in the UK on 7 September 2015.⁶¹ The table below gives the number of Syrians resettled since the scheme started in January 2014. The next set of figures will be published at the end of February.

Refugees (and others) resettled, including dependants, from Syria

Year	Syrian Vulnerable Persons Scheme
2014 Q1	13
2014 Q2	37
2014 Q3	40
2014 Q4	53
2015 Q1	44
2015 Q2	29
2015 Q3	36
Total	252

⁶¹ [Syria: refugees and counter-terrorism - Prime Minister’s statement](#), 7 September 2015; and Q95 [Harrington] 13 October 2015

55. On 28 January 2016 the Government announced that it would work with the UNHCR “to lead a new initiative to resettle unaccompanied children from conflict regions.” The Minister for Immigration said the Government had “asked the UNHCR to make an assessment of the numbers and needs of unaccompanied children in conflict regions”. He described this as a “new initiative” that would build upon the existing commitment to resettle 20,000 Syrian refugees during this Parliament. He also pointed out that half of those resettled from Syria so far were children.⁶² When we questioned him about this, the Minister would not be drawn on which countries might be included in the definition of conflict regions.⁶³

56. On 11 February, the Minister met representatives of local authorities, and NGOs including UNHCR, UNICEF and Save the Children, to discuss unaccompanied minors.⁶⁴ The discussion included how best to provide support to unaccompanied refugee children including those “in transit in Europe”, and how to prevent children from making dangerous journeys and putting themselves at risk of exploitation and child traffickers.

57. **In our last Report on the work of the Immigration Directorates (Q2 2015) we welcomed the Prime Minister’s pledge to resettle 20,000 Syrians before the end of this Parliament. We would like to congratulate all those involved in ensuring that the Prime Minister’s commitment to resettle 1,000 Syrian refugees by Christmas 2015 was delivered, and in particular the Minister for Syrian Refugees and his team who hit the Prime Minister’s target and found suitable accommodation. We also expressed concern about whether the UK would be able to increase its capacity to resettle this number of refugees to such a short timescale. We reiterate that concern, particularly in light of the evidence we have heard regarding the COMPASS contracts and the problems with finding sufficient suitable dispersal accommodation. We hope that the Government will continue to explore how individual members of the public can help to provide support and accommodation for the Syrian refugees. While accepting that those who so offer will undoubtedly have genuine and generous reasons for doing so, local authorities must be satisfied about the proposed arrangements. We will continue to monitor the number of Syrians resettled under the Syrian Vulnerable Persons Scheme.**

58. **In its response to this report, the Government must set out what action is being taken in relation to unaccompanied children at risk in conflict regions, following the recent discussions with the UNHCR and the Government’s announcement of 28 January 2016. This should include an estimate of the numbers of children who (a) will be resettled in the UK direct from conflict zones and (b) will be resettled in the UK from Europe. The Government should also clarify whether its plans include resettling unaccompanied children who may be in transit from conflict regions and still at risk. It should also specify where in Europe it is deploying additional resources and expertise to help protect unaccompanied children.**

62 HC Deb 28 Jan 2016 Col 14WS [Unaccompanied Refugee Children](#)

63 Q89 9 February 2016

64 [Minister hosts roundtable on unaccompanied asylum seeking children](#), 12 February 2016

Asylum and immigration caseload

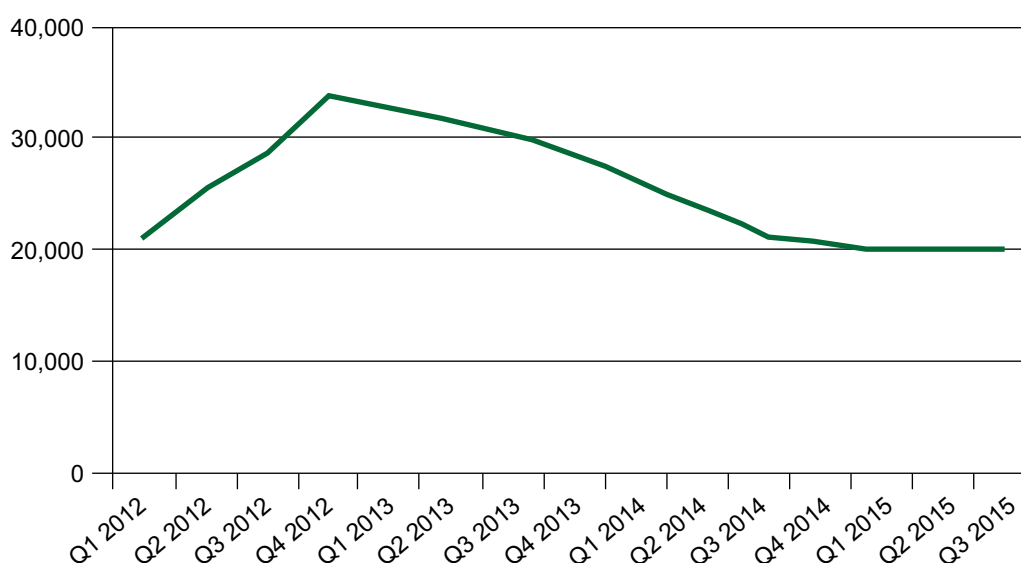
59. The Home Office carried out a programme of work to resolve legacy asylum cases in 2006. This took five years and was overseen by the Case Resolution Directorate (CRD). The workload relating to cases the CRD were unable to conclude were passed to the Case Assurance and Audit Unit (CAAU). The CAAU was renamed the Older Live Cases Unit (OLCU) in 2013 to reflect the fact that the focus would be on reviewing the remaining live legacy cases. When the CRD closed in March 2011, it handed over 124,000 archive cases to the CAAU. The 124,000 was split between 98,000 asylum and 26,000 immigration cases. Legacy cases are concluded by granting leave, removing individuals from the country or by cleansing the data of clear errors and duplications.

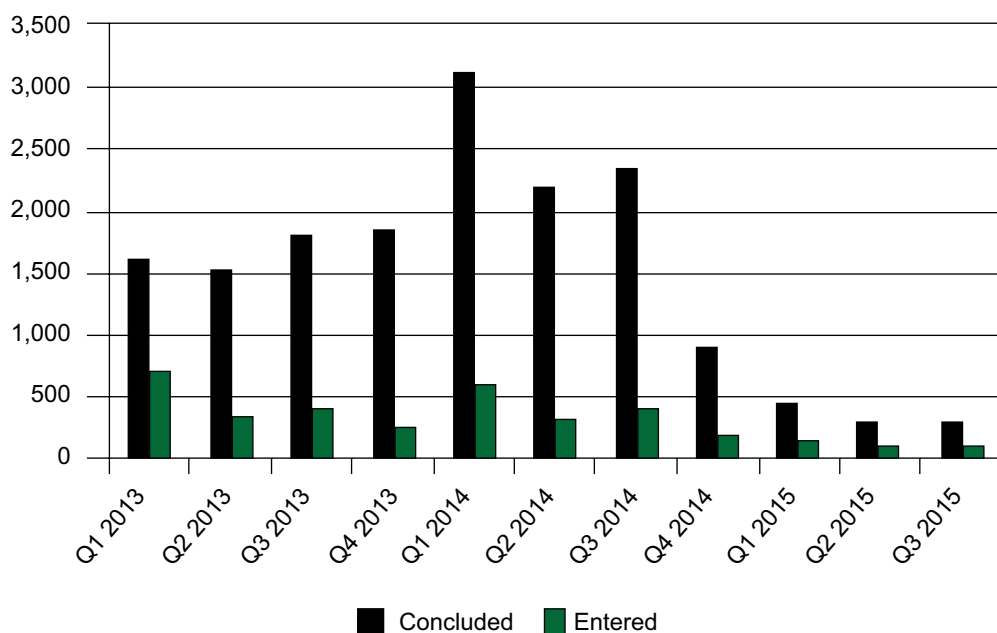
Legacy asylum cases

60. The total number of asylum cases in the Older Live Cases Unit continues to fall. It started with 98,000 cases where the claim had been made before 5 March 2007.

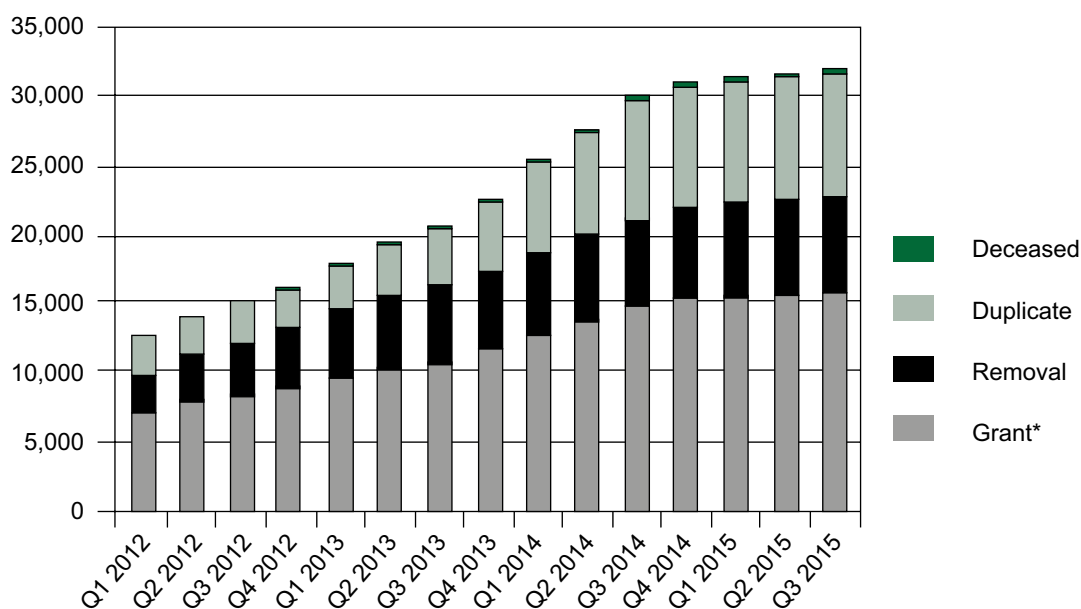
- In Q4 2012 it was 33,500; in Q3 2015 it was 19,833
- The rate of reduction has slowed down recently. The number of cases concluded has reduced markedly from 3,112 in Q1 2014 down to 289 in Q3 2015.

Total number of legacy asylum cases in the Older Live Cases Unit.



Number of legacy asylum cases concluded and entering the Older Live Cases Unit

- The number of legacy asylum cases concluded has regularly outstripped the new cases being added to the OLCU each quarter. The number concluded dropped considerably in the middle of 2014.

Outcomes of legacy asylum conclusions

- At the end of Q3 2015, 49% of all legacy asylum applications concluded had been granted leave to remain, 22% were removed and 28% were found to be duplicates.

Legacy immigration cases

61. When the CRD closed in March 2011, it handed over 124,000 archive cases to the CAAU, and of those 124,000 cases, 26,000 were immigration cases where the applicant could not be located.

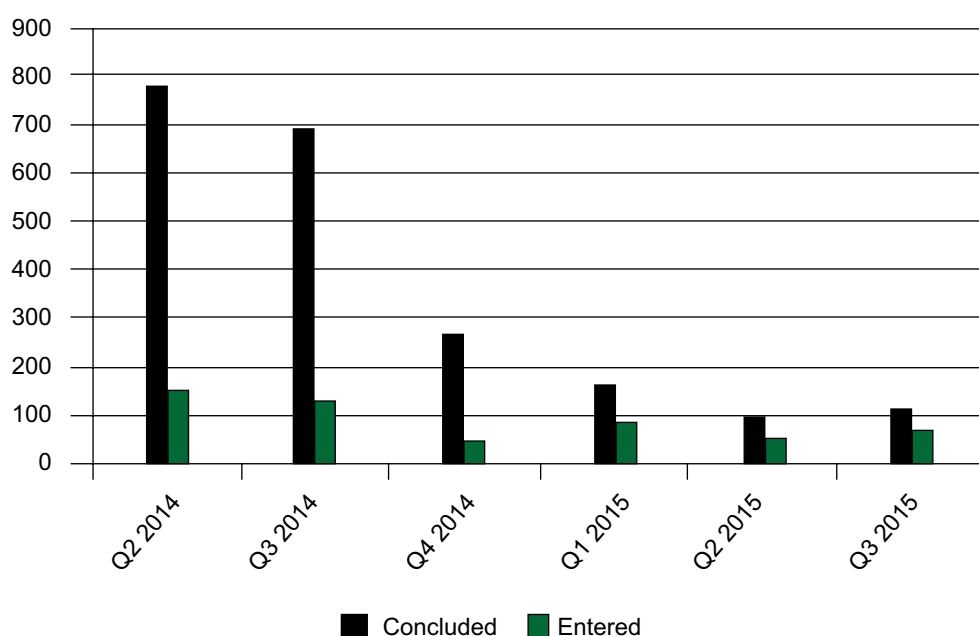
Improved performance

- The total number of immigration cases in the OLCU as of Q3 2015 is 4,499. A year ago this figure was 4,930.

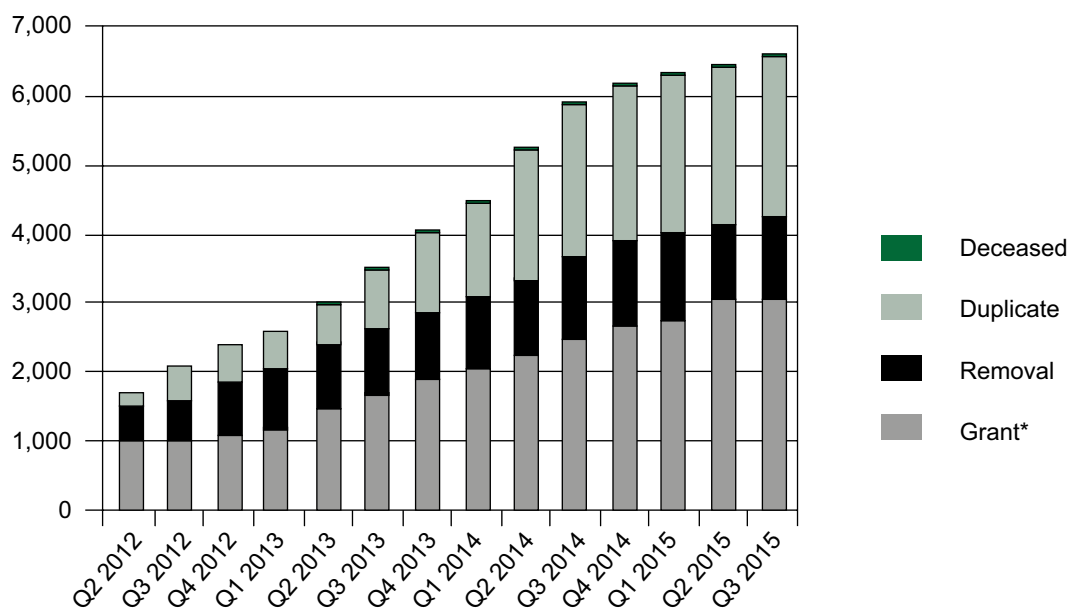
Worse performance

- The rate of removing immigration cases from the OLCU has slowed. 115 cases were concluded in Q3 2015 compared to 691 cases in Q3 2014.

Legacy migration conclusions and new cases.



62. The chart below shows the number of legacy immigration applications concluded altogether each quarter since Q2 2012.

Legacy immigration conclusions.

- 6,578 legacy immigration applications had been concluded by the end of Q3 2015. Of these, 44% had been granted leave to remain and 20% of applications were removed. 35% were found to be duplicates. We are concerned that over a third of the legacy immigration cases have been found to be duplicates.

Spouse visas and the £18,600 threshold

63. In our last report on the Immigration Directorates, we commented on the number of cases brought to our attention from Members of Parliament about the repercussions of the £18,600 minimum income threshold for those who wish to bring a non-EU spouse into the country. One related issue is that a UK citizen who wishes to bring their non-EU spouse into the UK has to satisfy the minimum income threshold, but a citizen of an EU country who moves to the UK and brings their non-EU spouse with them does not, because the spouse is seen to share the same free movement rights as the EU national. The final text agreed at the European Council on 19 February in advance of the EU referendum included a reference to closing the loophole that allows EU citizens to avoid the minimum threshold, and close the so-called “Surinder Singh route” where a British person can reside in another EU country with their non-EU spouse, and then return to the UK and bring their non-EU spouse under free movement rules, as long as they satisfy certain criteria.⁶⁵

64. The Minister referred to the text as containing measures to prevent people “subverting our controls in relation to non-EU citizens simply by virtue of the fact that they have married an EU citizen.”⁶⁶ The agreed text said:

Those enjoying the right to free movement shall abide by the laws of the host Member State.

⁶⁵ The criteria are: to live in another EU country for at least three months and create or strengthen family life while living there

⁶⁶ Q146 9 February 2016

In accordance with Union law, Member States are able to take action to prevent abuse of rights or fraud, such as the presentation of forged documents, and address cases of contracting or maintaining marriages of convenience with third country nationals for the purpose of making use of free movement as a route for regularising unlawful stay in a Member State or address cases of making use of free movement as a route for bypassing national immigration rules applying to third country nationals.⁶⁷

65. We agree that the same rules should apply to a British citizen and to a citizen of an EU country residing in the UK, who both wish to bring a non-EU spouse to the UK. The Prime Minister told the House of Commons that these rules had now been accepted by EU partners and we welcome the Prime Minister's achievements.

66. We note that the minimum income threshold rules have been challenged in the courts, that the most recent decision in the Court of Appeal upheld the rules, and that the case is now before the Supreme Court. We remain open to the possibility of holding an inquiry into the minimum income threshold if these developments do not resolve the matter satisfactorily.

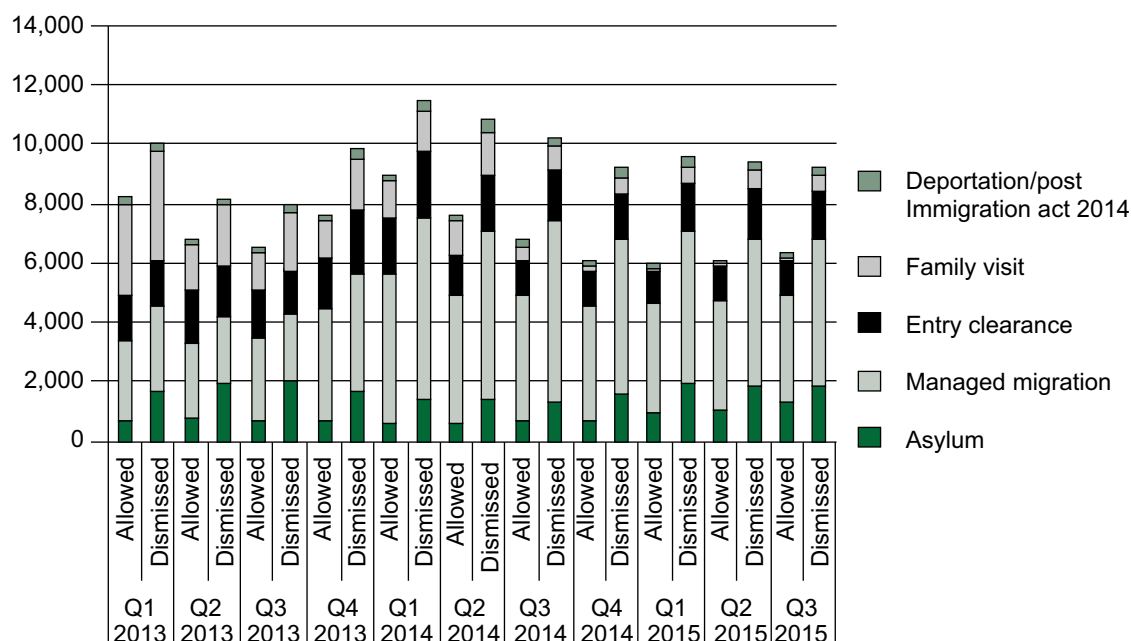
67. We have received representations concerning English Language testing. We will consider these matters in our next report.

Appeals and tribunals performance

68. The First Tier Tribunal (Immigration and Asylum Chamber) hears first instance appeals against decisions made by the Home Office on immigration, asylum and nationality matters. The Upper Tribunal (Immigration and Asylum Chamber) deals with appeals against decisions made by the First-tier Tribunal (IAC). In Q3 2015 there were 2,866 asylum appeals received in the First Tier Tribunal (IAC), down 9% on last year. The number of appeals in the Upper Tribunal (IAC) more than doubled, increasing by 128% between Q3 2014 to Q3 2015.⁶⁸

⁶⁷ [European Council](#), 18-19 February 2016, Conclusions, page 21

⁶⁸ Ministry of Justice, [Tribunals and Gender Recognition Certificate Statistics Quarterly, July to September 2015](#), 10 December 2015, p.10.

First Tier Tribunals**Worse performance**

- In Q3 2015 the Home Office achieved an 85% representation rate at First Tier Tribunal which was significantly less than the 99% achieved in Q3 2014.⁶⁹

Staff numbers

69. In Q3 2015, there were 11,641 full time equivalent staff working in UK Visas and Immigration and Immigration Enforcement. This is a 2% reduction from 11,879 staff in the previous quarter.

Staffing total within the immigration directorates Q3 2015

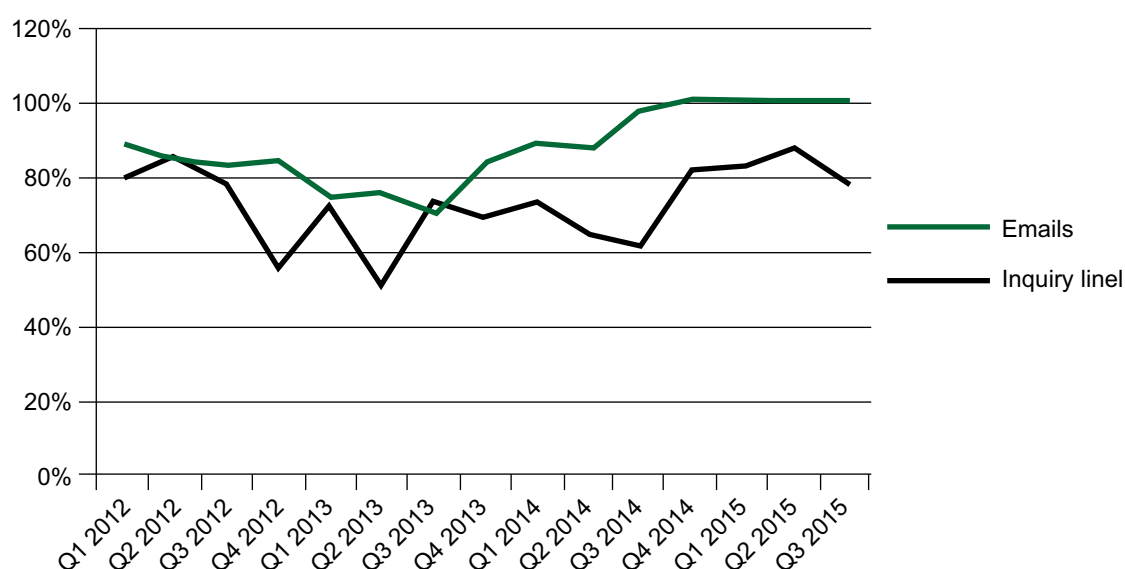
	Staffing Total (FTE)	Civil servants (FTE)	Agency (FTE)	Other (FTE)
UKVI	6,480	5,752	431	296
Immigration Enforcement	5,161	4,794	36	331

[Border and immigration cross cutting data](#), November 2015

MPs' correspondence

The chart below shows the proportion of MPs' emails and enquiries made via the MPs' inquiry line which were responded to within the target time.

69 [Asylum transparency data](#), November 2015, Table ARR_1: Appeal Representation Rates

MPs' correspondence**Response to emails****Improved performance**

- The Home Office aims to respond to 95% of emails within 20 days. 100% emails were responded to within 20 working days in Q3 2015.⁷⁰

Response to MPs' inquiry line**Worse performance**

- The Home Office aims to resolve 90% of queries via the MPs' inquiry line within 10 working days. In Q3 2015, 78% of queries were resolved in 10 working days, down from 87% in the previous quarter.⁷¹

⁷⁰ [Customer service operations data](#), November 2015, Table MP_4

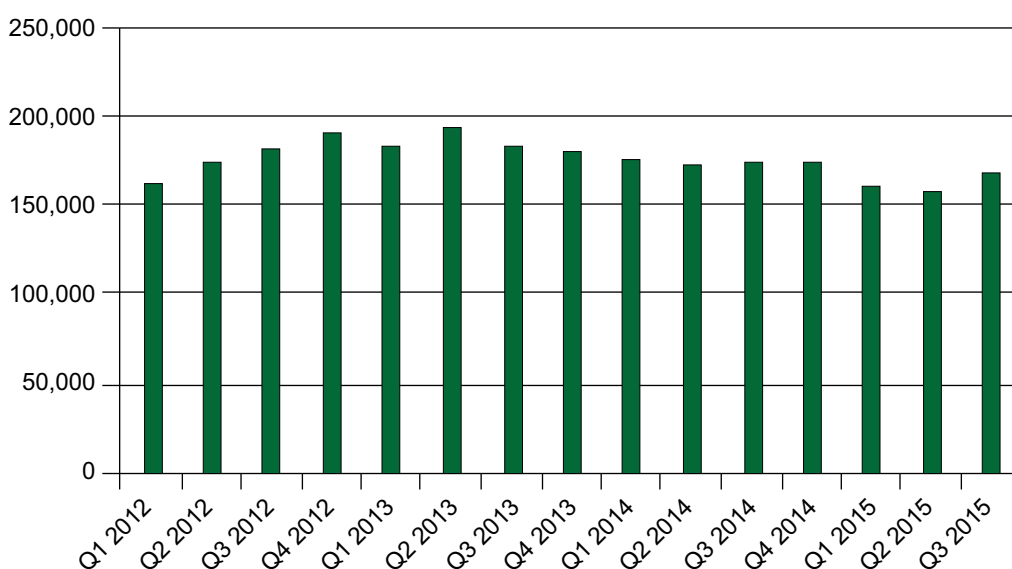
⁷¹ [Customer service operations data](#), November 2015, Table MP_5

3 Immigration Enforcement

The Migration Refusal Pool

70. The Migration Refusal Pool (MRP) is a count of records of refusal of leave where the Home Office lacks evidence that the individual concerned has departed from the UK or obtained a separate grant of leave. *It started in 2008.* Records enter the Migration Refusal Pool as applications are refused or leave expires. Records leave the pool as people leave the UK, either forcibly or voluntarily, are granted leave, or lodge an appeal or a new application. In September 2012, the Home Office contracted Capita to carry out a cleansing operation on the Migration Refusal Pool.

Size of Migration Refusal Pool at end of quarter



At the end of Q3 2015, Capita had assessed 420,400 records. Of these 226,100 had been passed back to the Home Office because there had been a barrier to contact. 89,700 had been confirmed as having departed from the UK.⁷² Our predecessor Committee has raised concerns about the operation of the *Capita* contract in previous Reports.⁷³

Worse performance

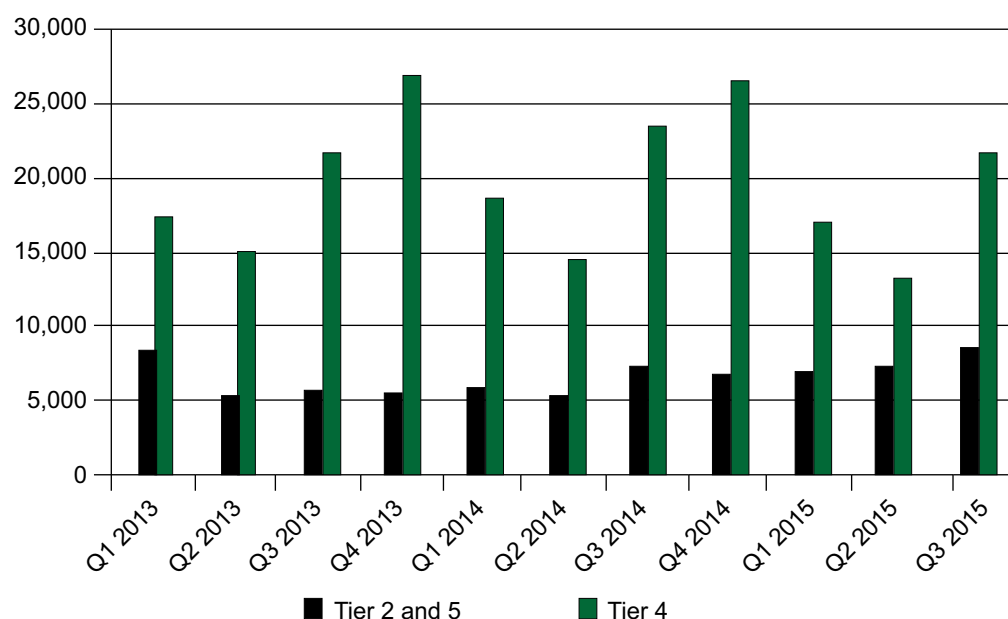
- At the end of Q3 2015, there were 167,975 cases in the Migration Refusal Pool (MRP) up from 157,142 in the previous quarter. This arrested the downward trend in the total number in the MRP since Q2 2013.

Non-compliance notifications

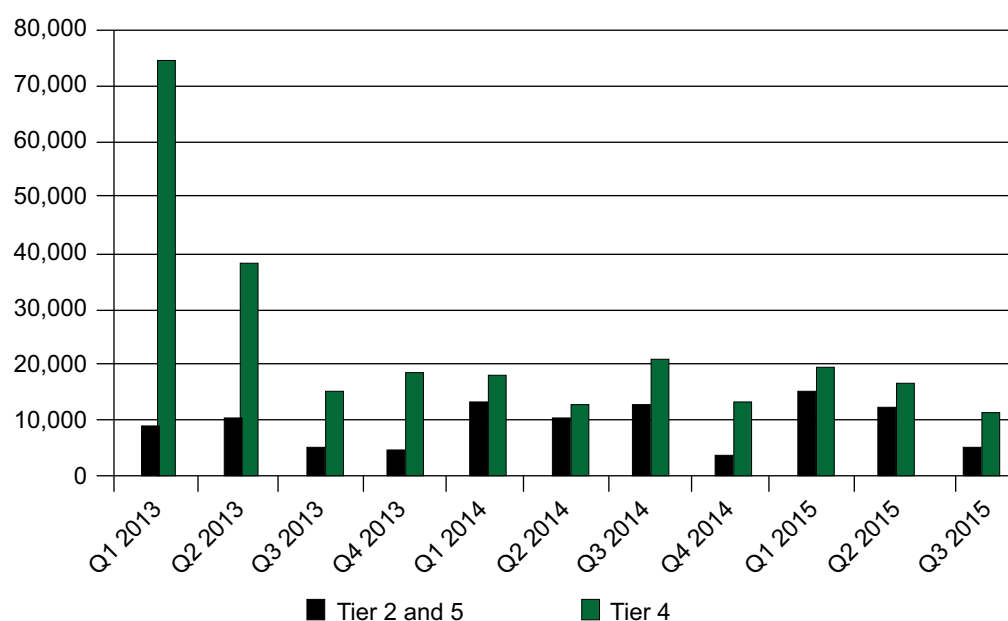
71. The sponsor is obliged to notify Immigration Enforcement when there is a change in the situation of the person they are sponsoring, for example where an international student fails to enrol on a course. The charts below show the number of non-compliance notifications received and the number of such notifications followed-up.

⁷² [Immigration enforcement data](#), Table Post MRP_3

⁷³ For example, see Fifteenth Report of Session 2013–14, [The work of the Immigration Directorates \(April–September 2013\)](#), HC 820, paras 47–52

Sponsor notifications regarding potential non-compliance

- The majority of non-compliance notifications were in the education sector. 21,748 notifications of potential non-compliance were received in Q3 2015 for Tier 4, up from 13,299 in Q2 2015.
- In comparison, there were 8,637 non-compliance notifications in Q3 2015 for Tiers 2 and 5, up from 7,457 in Q2 2015⁷⁴

Sponsor notifications regarding potential non-compliance followed up

74 [Sponsorship transparency data](#), November 2015, Table SP6

Suspensions and revocations

As a result of this activity, licences can be suspended or revoked. In Q3 2015:

- 227 Tier 2 sponsors had their licences revoked and 217 Tier 2 sponsors had their licences suspended.
- 24 Tier 4 sponsors had their licences revoked and intention to revoke a licence was applied to 88 Tier 4 sponsors.
- 8 Tier 5 sponsors had their licences revoked and 9 Tier 5 sponsors had their licences suspended.

Immigration detention and the Shaw Review

72. Immigration detention is the practice of detaining asylum seekers and other migrants for administrative purposes, to enable their claim to be resolved, or their possible removal. We provide a commentary of Q3 immigration detention statistics in the next section.

73. In February 2015, the Home Secretary asked Stephen Shaw, a former Prisons and Probation Ombudsman, to conduct a review of the welfare of vulnerable people in detention. The terms of reference said the Home Office wished to review the appropriateness of its policies and practices concerning the welfare of those who have been placed in detention and while being escorted; and that the review should focus on policies applying to those in detention, and not the decision to detain. The aim was to report within six months of the agreed start date.

74. The number of people entering immigration detention has increased each year since 2011. The proportion of people who enter detention and are then removed has fallen from 63% at the beginning of 2010 to 40% in Q3 2015—meaning that less than half of those who enter immigration detention are currently removed from the UK. 80% are detained for less than two months. However, there are over 200 people who have been in detention between one and two years.⁷⁵ The UK is the only European country that does not have an upper time limit on immigration detention.

75. Stephen Shaw submitted his review to the Home Office in September 2015 and it was published by the Home Office on 14 January 2016. It contained 64 recommendations. These included a list of categories of people who should be presumed unsuitable for detention, such as those suffering serious mental illness, and an absolute exclusion from detention for pregnant women. He did not make a recommendation on an upper time limit but did recommend that the Home Office consider ways of strengthening the legal safeguards against excessive length of detention. Mr Shaw said:

There is too much detention; detention is not a particularly effective means of ensuring that those with no right to remain do in fact leave the UK; and many practices and processes associated with detention are in urgent need of reform.⁷⁶

⁷⁵ [National Statistics, Detention, 26 November 2015](#)

⁷⁶ [Review into the Welfare In Detention Of Vulnerable Persons A report to the Home Office By Stephen Shaw, Cm 9186, January 2016, para 11.1](#)

Mr Shaw also recommended that the Home Office should draw up plans either to close the pre-departure accommodation at the Cedars near Gatwick Airport, or change its use, because of the very high operating costs and the relative luxury in which detainees are accommodated in this facility.⁷⁷

76. In response, the Government said that it accepted the “broad thrust” of Mr Shaw’s recommendations, and would proceed on the basis of three priorities:

- introduce a new “adult at risk” concept into detention with presumption that those at risk should not be detained,
- carry out a detailed mental health needs assessment and develop a mental health action plan alongside the Department of Health and the NHS, and
- replace the current detention review process with one that contains a clear impetus towards removal.

In publishing the review, the Minister said this approach should lead to a reduction in the number of those detained and the duration of detention before removal, and that Immigration Enforcement’s Business Plan for 2016–17 would include plans for the future size and shape of the detention estate.⁷⁸

77. The Minister said that the Government’s timescale was

- to publish the adults-at-risk policy by May,
- to have a new mechanism in place to approve decisions about who enters immigration detention by the summer,
- to have a new team working on detention decisions for those covered by the adults-at-risk policy by the autumn, and
- to replace the detention review system with one for removal assessments by the end of 2016.⁷⁹

78. Mr Shaw told us that he agreed with the priorities outlined by the Government. On the timescale for government action, he thought that the autumn “would be early enough for that” or that a period of about 12 months would be “a fair one”.⁸⁰ Mr Shaw said that addressing the procedure for detention decisions would have the biggest impact upon the numbers in detention.⁸¹

79. We support the broad thrust of the Government’s overall approach to implementing the recommendations in the Shaw review. While the Government is proving elusive on which recommendations it agrees with and which it does not, we agree, in principle, on the areas of action it has chosen to pursue: detention reviews, not detaining people at risk, and improving healthcare. The remedial measures set out by the Minister for immigration should, once implemented, greatly reduce the number of people entering detention, and the length of time detainees are held.

77 [Ibid.](#), Recommendation 5. Q26 9 February 2016

78 [Ministerial Statement, Immigration Detention: Vulnerable persons, 14 Jan 2016 Col 26WS](#)

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80 Q10 9 February 2016

81 Q11 9 February 2016

80. We support the recommendations of the Shaw review regarding presumptions against detention for vulnerable people. We note that this means people who are vulnerable, and who may have suffered torture, will have to be managed in the community while their claims are considered. The Minister's statement that the mental health needs assessment and action plan will be carried out together with the Department of Health and NHS is important. Consideration needs to be given to how provision will be made available for such healthcare in the community.

81. In the Government response to this report, the Minister should explain why he could not give this Committee an assurance that he would accept Mr Shaw's recommendation for an absolute exclusion from detention for pregnant women.

82. We support Stephen Shaw's recommendation that the Home Office should close the pre-departure accommodation provided at the Cedars near Gatwick Airport, or change its use, so that it provides better value for the taxpayer. We regard the existing level of expenditure per detainee at this facility as outrageous and unsustainable. Mr Shaw referred to the accommodation as "palatial". It is unacceptable that so much money is being expended on this establishment when the Home Office itself is being squeezed for funds. The Government should set out the cost for creating and maintaining the Cedars to date.

83. Stephen Shaw said it should be possible to see change in the number of people detained and the length of their detention within 12 months, or possibly even by the autumn. The Minister has set out a timescale for the range of actions that he expects to take place as a consequence of the Shaw review. We regularly monitor measures relating to immigration detention, and we will return to the issue of how many people are being detained and the length of time they spend in detention. If we do not see significant progress then we will revisit the issue of a maximum time limit on detention.

Immigration detention statistics

84. In Q3 2015, the average cost per day of holding an individual in immigration detention was £90.⁸² In 2014, 30,364 people entered immigration detention. Most do not stay very long. The table below shows the number of people in immigration detention since 2009. The number of people held in immigration detention each year has increased since 2011. The proportion of those entering detention who were female has varied between 15% and 19% since 2009.

82 [Immigration Enforcement Transparency Data November 2015, Table Dt_2](#), See also [Migration Observatory, immigration detention in the UK, February 2015](#)

Number of people in immigration detention, at the end of year

Year	Total	Male	Female
2009	2,595	2,350	245
2010	2,525	2,248	277
2011	2,419	2,178	241
2012	2,685	2,412	273
2013	2,796	2,505	291
2014	3,462	3,135	327

[National Statistics, Detention, 26 November 2015](#) Table dt_13 People in detention by country of nationality, sex, place of detention and age

The following table shows the number of incidents of people entering immigration detention over the last six quarters. The figure of 9,029 entering detention in Q3 2015 is the highest number entering immigration detention since Q1 2009.

Number of people entering immigration detention, by quarter

Quarter	Total	Male	Female
2014 Q1	7,031	5,899	1,132
2014 Q2	6,995	5,877	1,118
2014 Q3	8,341	7,049	1,292
2014 Q4	7,997	6,903	1,094
2015 Q1	7,569	6,530	1,039
2015 Q2	8,146	6,957	1,189
2015 Q3	9,029	7,791	1,238

[National Statistics, Detention, 26 November 2015](#) Table dt_04_q: People entering detention

Proportion of people leaving detention and removed from the UK

Quarter	Detainees	Removed	
		Number	Percentage
2014 Q1	6,864	3,985	58%
2014 Q2	6,876	3,855	56%
2014 Q3	8,039	3,957	49%
2014 Q4	7,895	3,876	49%
2015 Q1	7,516	3,760	50%
2015 Q2	8,178	3,966	48%
2015 Q3	8,892	3,565	40%

[National Statistics, Detention, 26 November 2015](#) Table dt_05_q: People leaving detention

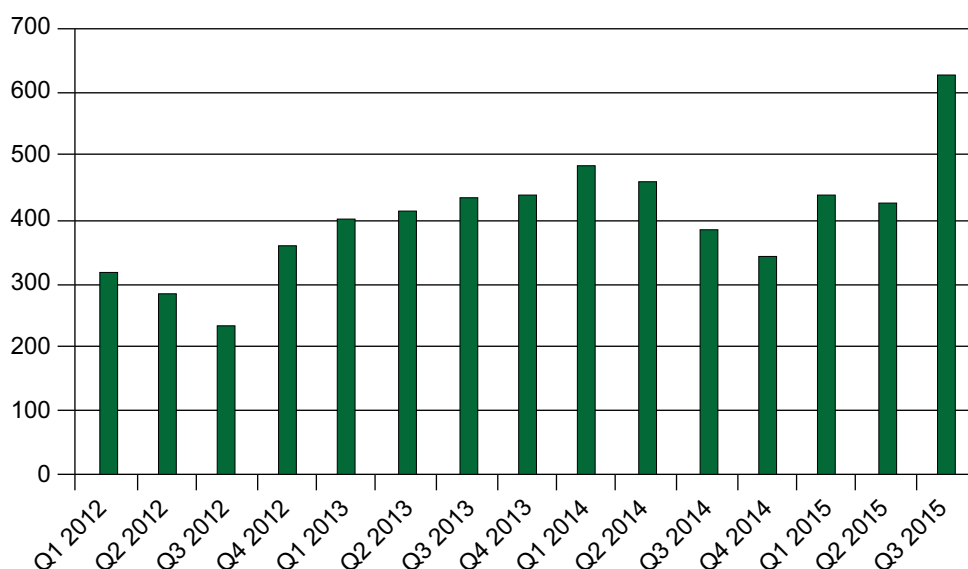
Worse performance

- The proportion of all those who entered detention and who were then removed from the UK has gradually fallen from 63% in Q1 2010 to 40% in Q3 2015.⁸³ Fewer than half of those people who enter immigration detention are removed from the UK.

Rule 35 reports

85. Rule 35 of the Detention Centre Rules states that medical practitioners are required to report to the Home Office any detainee whose health is likely to be injuriously affected by detention, and any detainee they are concerned may be a victim of torture. The chart below shows the number of Rule 35 Reports made to the Department since the beginning of 2012.

Number of Rule 35 reports



Number of Rule 35 reports made and the numbers of individuals released as a result

Year	Rule 35 reports made	People released as a result of the Rule 35 report	
2012	1179	93	7.75%
2013	1679	146	8.7%
2014	1671	206	12.3%
2015 (Q1, Q2 & Q3)	1484	279	18.8%

[Immigration Enforcement data, November 2015](#), Table Dt_3

83 [National Statistics, Detention, 26 November 2015](#) Table dt_05_q: People leaving detention

Improved performance

- The number of Rule 35 Reports peaked in Q3 2015 at 624. This is the highest number since Q1 2012.
- In Q3 2015, 121 out of 624 Rule 35 Reports led to the person being released. This is the highest percentage since Q1 2012.
- The number of people released as a result of Rule 35 Reports has increased for the last three years.

86. The Rule 35 Reports process was heavily criticised in the Shaw review, and he recommended that the Government immediately consider an alternative to the Rule 35 mechanism. In its response to this report, the Government should set out its response to Stephen Shaw's specific recommendation on Rule 35.

Children in immigration detention

87. The Coalition Government committed to end the detention of children for immigration purposes. In 2009, over 1,100 children entered immigration detention; in 2010 the number was 436; and in 2014 it was down to 128.⁸⁴

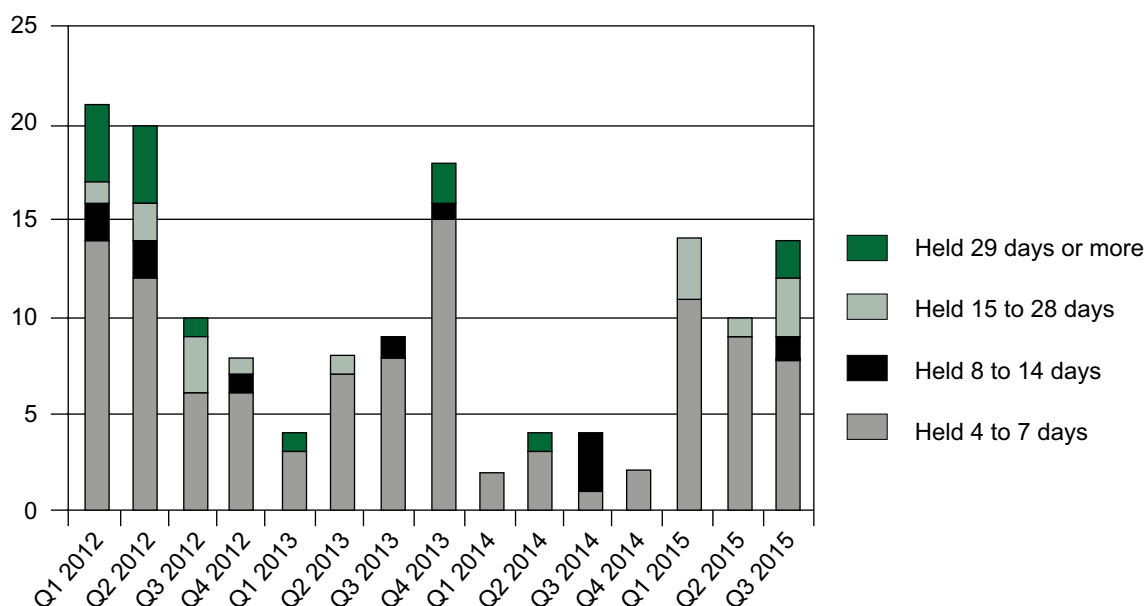
Worse performance

- In Q3 2015, 31 children entered immigration detention. This is an increase on Q3 2014, when 26 children entered detention.
- The number of children held over three days had been increasing. In Q4 2014 only 6% of the children leaving immigration detention had been held longer than three days. However, in Q1 2015 this rose to 33%—14 of 43 children being held longer than three days.
- In Q3 2015 45% of children (14 out of 31) were held in detention longer than three days.
- In Q3 2015, two children were held in detention for 29 days or longer. Previously, no children have been held in detention for 29 days or over since Q4 2014.⁸⁵

84 [National Statistics, Detention, 26 November 2015](#) Table dt_02_q: Children entering detention by age and place of initial detention

85 [National Statistics, Detention, 26 November 2015](#) Table dt_09_q: Children leaving detention, by reason and length of detention

Children leaving immigration detention by length held, those over 3 days



88. In our last report we noted that there had been a sudden increase in the number of children entering detention at the beginning of 2015, and many were being held longer than four days. In its response the Government said that the routine detention of families ended in 2010, but that sometimes they were detained for a short period of time immediately prior to removal, and this should be limited to 72 hours. Detention beyond 72 hours requires Ministerial authority.

Foreign national offenders and ex-foreign national offenders (FNOs)

89. The Government has said it wishes to deport as many FNOs as possible to their home countries. In 2013, the Government produced an Action Plan on FNOs with the aims of increasing removals from 4,600 to 5,600 a year over the following three years, and reducing the number of FNOs in the UK by 2,000 over the same period. In February 2015, the Minister said the Government had removed 5,097 foreign national offenders in the last year.⁸⁶

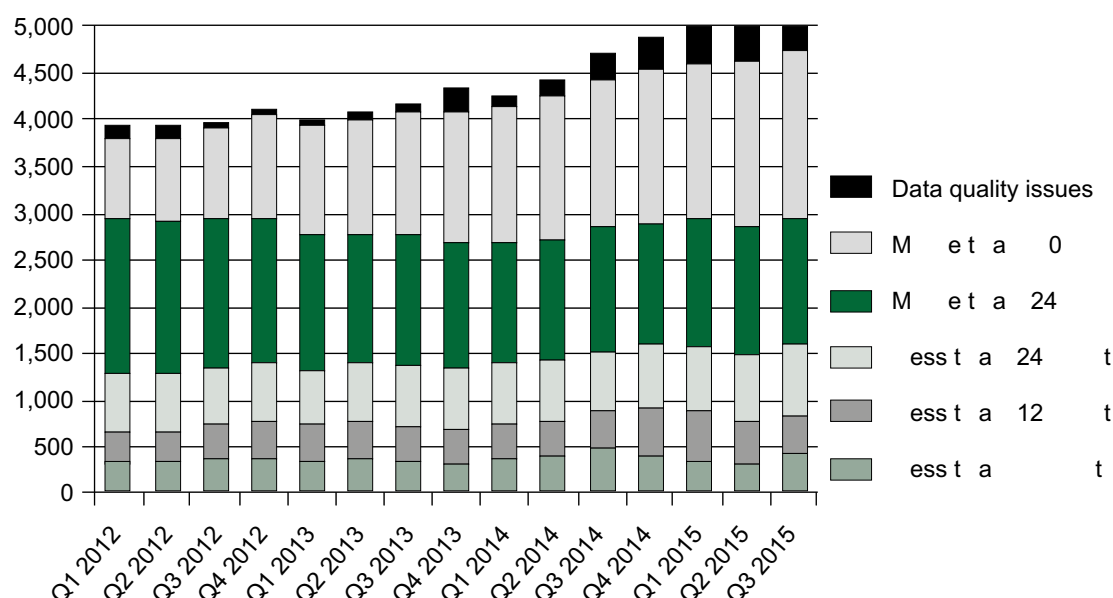
Worse performance

- It took an average of 165 days to deport an ex-FNO, up from 114 days in Q2 2015
- In Q3 2015, 429 ex-FNOs eligible for deportation were released into the community. This is the highest figure since the beginning of 2012.
- In Q3 2015, there were 5,267 ex-FNOs living in the community. This is the highest number of ex-FNOs living in the community since 2012.

Improved performance

- The percentage of ex-FNOs living in the community for more than 24 months in Q3 2015 was 59%, which is 3% lower than in Q2 2015. This is the lowest figure since early 2012.⁸⁷

Ex-FNOs living in the community by time since release



Foreign national prisoners

90. In our last report we asked the Government to provide evidence on what action it is taking place to improve the return of FNOs specifically to other EU member states, and to provide the Committee with statistics on the number of successful returns to each EU member state in the last 12 months. The Government response said:

We do not routinely provide data relating to specific countries as publishing such data could result in undermining diplomatic relationships with those countries, particularly where they might have less incentive to co-operate with us.

The response also said that 25,000 foreign criminals have been removed since 2010, and that the removal of EEA foreign offenders increased from 2,306 in 2013–14 to 3,026 in 2014–15.⁸⁸

Reporting illegal immigration

91. In Q3 2015, the Home Office received over 17,000 pieces of information about illegal activity relating to immigration. The quality of information varies and not all can lead to enforcement action. In Q1 2015, information from the public led to 752 enforcement visits and 220 subsequent removals. In Q2 2015, information led to 1,100 enforcement visits

⁸⁷ Immigration Enforcement Data November 2015, Tables FNO_1 to FNO_10

⁸⁸ Third Special Report of Session 2015–16, *The work of the Immigration Directorates (Q2 2015): Government Response to the Committee's Second Report of Session 2015–16*, HC 693

and 292 removals. Mandie Campbell, Director General of the Immigration Enforcement Directorate at the Home Office, told us that the public made nearly 80,000 allegations about immigration matters last year. Of those, a significant proportion were found to be unable to be substantiated but a portion were followed up and investigated, and about 7% of those led to a removal.

92. Our predecessor Committee previously called for more feedback to members of the public who report what they believe to be activities involving illegal migrants. Feedback is seen as important in building confidence in the system. Ms Campbell explained that feedback is given to those who provide contact details and ask to be kept updated, but that it is not possible to provide feedback in many cases because the information is given anonymously.⁸⁹

93. **We remain unconvinced that the process for the general public to report suspected illegal actively relating to immigration is working as effectively as it could when so many reports do not lead to removals. The Government should tell us how many individuals have been arrested as a result of immigration enforcement action, and how many removals resulted from those actions.**

Voluntary removals

94. Mandie Campbell was able to provide information on the Voluntary Return Service to facilitate voluntary removals from the UK for people who wish to find a way back to their country of birth. Immigration Enforcement offer surgeries in churches, mosques, gurdwaras and temples, where people can seek advice without fear of being arrested. This has led to 12,000 people leaving the UK willingly in the 12 months up to September 2015.⁹⁰ **We welcome the Voluntary Return Service initiative as a useful additional tool for encouraging removals from the UK. We request that the Government provides quarterly figures on the numbers leaving the UK under this programme, and the main countries of destination for those taking part.**

Recent attempts to deport FNOs

95. On 1 February 2016, the High Court ordered a Zimbabwean criminal, Andre Babbage, to be released from detention because there was no prospect of deporting him to Zimbabwe, even though there was a high chance he would reoffend. The FNO does not have a passport nor wish to return to Zimbabwe, so Zimbabwe will not take him back. In another case, the Advocate General of the ECJ has said the UK cannot expel a non-EU national with a criminal record who is a parent of a child who is an EU citizen. The Advocate General's opinion followed a request from the Immigration and Asylum Tribunal for a ruling on how a criminal record may affect the recognition of a right of residence under EU law. The Minister said the Government was waiting for the final ruling from the ECJ on whether the individual could be deported from the UK.⁹¹ The opinion is relevant to two current cases of non-EU citizens facing deportation after serving a prison sentence. Mandie Campbell told us that there were around 950 FNOs being detained in

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immigration conditions post completion of their custodial sentence, and just under 400 individuals in prison after they have completed their sentence because they are considered too high risk to be moved to an IRC.⁹²

96. The Government should inform us in response to this report how many individuals are in the UK whom the UK would like to deport, whose circumstances reflect the same principles as highlighted by the case of the Zimbabwean Andre Babbage and the Moroccan CS. The Director General of Immigration Enforcement, Mandie Campbell, should note that when called to give evidence to this Committee she should have figures readily available, as her colleague Sarah Rapson has done. This would enable more effective scrutiny of the Immigration Enforcement section, rather than leading to an exchange of correspondence after the session.

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4 Immigration backlogs

	No. of cases	No. of cases	No. of cases	No of cases	No. of cases	Difference on a year earlier	% change
	Q3 2014	Q4 2014	Q1 2015	Q2 2015	Q3 2015		
Live asylum cohort	21,363	20,473	20,181	20,017	19,833	-1,530	-7%
Live immigration cases	4,930	4,662	4,587	4,542	4,499	-431	-9%
FNOs living in the community	4,702	4,903	5,053	5,021	5,267	+565	12%
Migration refusal pool	173,514	173,371	160,588	157,142	167,975	-5,539	-3%
No. of cases still to be loaded on CID	6,456	5,050	10,969	6,855	5,063	-1,393	-22%
Temporary and permanent migration pool	140,655	120,460	109,718	124,582	156,286	15,631	11%
Total	351,620	328,919	311,096	318,159	358,923	7,303	2%

97. Our predecessor Committee regularly expressed its concern about the immigration backlogs. The current backlog of cases reached 358,923 in Q3 2015, an increase of 7,000 from a year earlier. It is deeply concerning that there has been so little improvement and we have to return and restate the issue again.

Annexes

Annex 1: Asylum seekers in receipt of Section 95 support, by local authority, as at end of quarter Q4 2015 [In alphabetical order]

Local Authority	Region	Total supported under Section 95	Subsistence only	In dispersed accommodation
Aberdeen	Scotland	0	0	0
Aberdeenshire	Scotland	0	0	0
Adur	South East	8	8	0
Allerdale	North West	0	0	0
Amber Valley	East Midlands	0	0	0
Angus	Scotland	0	0	0
Antrim and Newtownabbey	Northern Ireland	0	0	0
Argyll and Bute	Scotland	0	0	0
Armagh, Banbridge and Craigavon	Northern Ireland	0	0	0
Arun	South East	0	0	0
Ashfield	East Midlands	1	1	0
Ashford	South East	0	0	0
Aylesbury Vale	South East	3	3	0
Babergh	East of England	2	2	0
Barking and Dagenham	London	167	57	110
Barnet	London	71	49	22
Barnsley	Yorkshire and The Humber	435	2	433
Barrow-in-Furness	North West	0	0	0
Basildon	East of England	8	8	0
Basingstoke and Deane	South East	0	0	0
Bassetlaw	East Midlands	1	1	0
Bath and North East Somerset	South West	1	1	0
Bedford	East of England	16	16	0
Belfast	Northern Ireland	544	5	539
Bexley	London	30	6	24
Birmingham	West Midlands	1,775	101	1,674
Blaby	East Midlands	1	1	0

Local Authority	Region	Total supported under Section 95	Subsistence only	In dispersed accommodation
Blackburn with Darwen	North West	334	11	323
Blackpool	North West	5	5	0
Blaenau Gwent	Wales	0	0	0
Bolsover	East Midlands	0	0	0
Bolton	North West	1,034	11	1,023
Boston	East Midlands	0	0	0
Bournemouth	South West	9	9	0
Bracknell Forest	South East	5	5	0
Bradford	Yorkshire and The Humber	700	16	684
Braintree	East of England	3	3	0
Breckland	East of England	1	1	0
Brent	London	85	80	5
Brentwood	East of England	0	0	0
Bridgend	Wales	4	4	0
Brighton and Hove	South East	19	19	0
Bristol	South West	328	31	297
Broadland	East of England	5	1	4
Bromley	London	18	13	5
Bromsgrove	West Midlands	1	1	0
Broxbourne	East of England	3	0	3
Broxtowe	East Midlands	3	0	3
Burnley	North West	4	4	0
Bury	North West	458	3	455
Caerphilly	Wales	0	0	0
Calderdale	Yorkshire and The Humber	266	0	266
Cambridge	East of England	0	0	0
Camden	London	25	23	2
Cannock Chase	West Midlands	4	4	0
Canterbury	South East	4	4	0
Cardiff	Wales	1,450	8	1,442
Carlisle	North West	0	0	0
Carmarthenshire	Wales	0	0	0
Castle Point	East of England	4	4	0

Local Authority	Region	Total supported under Section 95	Subsistence only	In dispersed accommodation
Causeway Coast and Glens	Northern Ireland	0	0	0
Central Bedfordshire	East of England	0	0	0
Ceredigion	Wales	0	0	0
Charnwood	East Midlands	2	2	0
Chelmsford	East of England	4	4	0
Cheltenham	South West	0	0	0
Cherwell	South East	2	2	0
Cheshire East	North West	0	0	0
Cheshire West and Chester	North West	0	0	0
Chesterfield	East Midlands	0	0	0
Chichester	South East	0	0	0
Chiltern	South East	0	0	0
Chorley	North West	0	0	0
Christchurch	South West	0	0	0
City of London	London	0	0	0
Clackmannanshire	Scotland	0	0	0
Colchester	East of England	6	6	0
Conwy	Wales	0	0	0
Copeland	North West	0	0	0
Corby	East Midlands	0	0	0
Cornwall	South West	0	0	0
Cotswold	South West	0	0	0
County Durham	North East	0	0	0
Coventry	West Midlands	551	40	511
Craven	Yorkshire and The Humber	0	0	0
Crawley	South East	12	12	0
Croydon	London	141	65	76
Dacorum	East of England	4	4	0
Darlington	North East	0	0	0
Dartford	South East	5	5	0
Daventry	East Midlands	0	0	0
Denbighshire	Wales	0	0	0

Local Authority	Region	Total supported under Section 95	Subsistence only	In dispersed accommodation
Derby	East Midlands	718	13	705
Derbyshire Dales	East Midlands	0	0	0
Derry and Strabane	Northern Ireland	0	0	0
Doncaster	Yorkshire and The Humber	261	4	257
Dover	South East	0	0	0
Dudley	West Midlands	230	2	228
Dumfries and Galloway	Scotland	0	0	0
Dundee	Scotland	15	15	0
Ealing	London	135	110	25
East Ayrshire	Scotland	0	0	0
East Cambridgeshire	East of England	0	0	0
East Devon	South West	0	0	0
East Dorset	South West	0	0	0
East Dunbartonshire	Scotland	0	0	0
East Hampshire	South East	0	0	0
East Hertfordshire	East of England	2	2	0
East Lindsey	East Midlands	1	1	0
East Lothian	Scotland	0	0	0
East Northamptonshire	East Midlands	0	0	0
East Renfrewshire	Scotland	0	0	0
East Riding of Yorkshire	Yorkshire and The Humber	0	0	0
East Staffordshire	West Midlands	2	2	0
Eastbourne	South East	0	0	0
Eastleigh	South East	1	1	0
Eden	North West	0	0	0
Edinburgh	Scotland	14	14	0
Eilean Siar	Scotland	0	0	0
Elmbridge	South East	1	1	0
Enfield	London	160	117	43
Epping Forest	East of England	11	3	8
Epsom and Ewell	South East	1	1	0

Local Authority	Region	Total supported under Section 95	Subsistence only	In dispersed accommodation
Erewash	East Midlands	1	1	0
Exeter	South West	2	2	0
Falkirk	Scotland	1	1	0
Fareham	South East	0	0	0
Fenland	East of England	3	3	0
Fermanagh and Omagh	Northern Ireland	0	0	0
Fife	Scotland	2	2	0
Flintshire	Wales	0	0	0
Forest Heath	East of England	0	0	0
Forest of Dean	South West	0	0	0
Fylde	North West	0	0	0
Gateshead	North East	261	10	251
Gedling	East Midlands	0	0	0
Glasgow	Scotland	3,084	17	3,067
Gloucester	South West	112	4	108
Gosport	South East	0	0	0
Gravesham	South East	1	1	0
Great Yarmouth	East of England	0	0	0
Greenwich	London	84	32	52
Guildford	South East	3	3	0
Gwynedd	Wales	3	3	0
Hackney	London	36	32	4
Halton	North West	2	2	0
Hambleton	Yorkshire and The Humber	0	0	0
Hammersmith and Fulham	London	25	25	0
Harborough	East Midlands	0	0	0
Haringey	London	126	48	78
Harlow	East of England	2	2	0
Harrogate	Yorkshire and The Humber	0	0	0
Harrow	London	51	47	4
Hart	South East	0	0	0
Hartlepool	North East	134	0	134

Local Authority	Region	Total supported under Section 95	Subsistence only	In dispersed accommodation
Hastings	South East	80	7	73
Havant	South East	0	0	0
Havering	London	57	16	41
Herefordshire	West Midlands	0	0	0
Hertsmere	East of England	4	4	0
High Peak	East Midlands	0	0	0
Highland	Scotland	0	0	0
Hillingdon	London	149	74	75
Hinckley and Bosworth	East Midlands	0	0	0
Horsham	South East	2	2	0
Hounslow	London	82	64	18
Huntingdonshire	East of England	0	0	0
Hyndburn	North West	3	3	0
Inverclyde	Scotland	0	0	0
Ipswich	East of England	76	2	74
Isle of Anglesey	Wales	0	0	0
Isle of Wight	South East	0	0	0
Isles of Scilly	South West	0	0	0
Islington	London	26	26	0
Kensington and Chelsea	London	14	14	0
Kettering	East Midlands	0	0	0
King's Lynn and West Norfolk	East of England	0	0	0
Kingston upon Hull	Yorkshire and The Humber	269	6	263
Kingston upon Thames	London	35	35	0
Kirklees	Yorkshire and The Humber	424	6	418
Knowsley	North West	1	1	0
Lambeth	London	41	41	0
Lancaster	North West	8	0	8
Leeds	Yorkshire and The Humber	588	23	565
Leicester	East Midlands	918	43	875
Lewes	South East	6	6	0

Local Authority	Region	Total supported under Section 95	Subsistence only	In dispersed accommodation
Lewisham	London	83	67	16
Lichfield	West Midlands	0	0	0
Lincoln	East Midlands	0	0	0
Lisburn and Castlereagh	Northern Ireland	0	0	0
Liverpool	North West	1,556	32	1,524
Luton	East of England	75	36	39
Maidstone	South East	0	0	0
Maldon	East of England	0	0	0
Malvern Hills	West Midlands	0	0	0
Manchester	North West	1,103	149	954
Mansfield	East Midlands	2	2	0
Medway	South East	5	5	0
Melton	East Midlands	0	0	0
Mendip	South West	0	0	0
Merthyr Tydfil	Wales	0	0	0
Merton	London	29	24	5
Mid and East Antrim	Northern Ireland	0	0	0
Mid Devon	South West	0	0	0
Mid Suffolk	East of England	1	1	0
Mid Sussex	South East	1	1	0
Mid Ulster	Northern Ireland	0	0	0
Middlesbrough	North East	917	4	913
Midlothian	Scotland	0	0	0
Milton Keynes	South East	17	17	0
Mole Valley	South East	0	0	0
Monmouthshire	Wales	0	0	0
Moray	Scotland	0	0	0
Neath Port Talbot	Wales	1	1	0
New Forest	South East	0	0	0
Newark and Sherwood	East Midlands	0	0	0
Newcastle upon Tyne	North East	572	16	556
Newcastle-under-Lyme	West Midlands	0	0	0

Local Authority	Region	Total supported under Section 95	Subsistence only	In dispersed accommodation
Newham	London	274	163	111
Newport	Wales	464	3	461
Newry, Mourne and Down	Northern Ireland	0	0	0
North Ayrshire	Scotland	0	0	0
North Devon	South West	0	0	0
North Dorset	South West	0	0	0
North Down and Ards	Northern Ireland	1	1	0
North East Derbyshire	East Midlands	0	0	0
North East Lincolnshire	Yorkshire and The Humber	0	0	0
North Hertfordshire	East of England	3	3	0
North Kesteven	East Midlands	0	0	0
North Lanarkshire	Scotland	0	0	0
North Lincolnshire	Yorkshire and The Humber	0	0	0
North Norfolk	East of England	0	0	0
North Somerset	South West	1	1	0
North Tyneside	North East	114	10	104
North Warwickshire	West Midlands	0	0	0
North West Leicestershire	East Midlands	0	0	0
Northampton	East Midlands	7	7	0
Northumberland	North East	1	1	0
Norwich	East of England	123	4	119
Nottingham	East Midlands	870	33	837
Nuneaton and Bedworth	West Midlands	1	1	0
Oadby and Wigston	East Midlands	3	3	0
Oldham	North West	682	37	645
Orkney Islands	Scotland	0	0	0
Other and Unknown	Other and Unknown	175	30	145
Oxford	South East	10	9	1
Pembrokeshire	Wales	0	0	0
Pendle	North West	5	5	0

Local Authority	Region	Total supported under Section 95	Subsistence only	In dispersed accommodation
Perth and Kinross	Scotland	2	2	0
Peterborough	East of England	153	7	146
Plymouth	South West	258	2	256
Poole	South West	1	1	0
Portsmouth	South East	136	3	133
Powys	Wales	1	1	0
Preston	North West	139	1	138
Purbeck	South West	0	0	0
Reading	South East	10	10	0
Redbridge	London	193	87	106
Redcar and Cleveland	North East	10	1	9
Redditch	West Midlands	5	5	0
Reigate and Banstead	South East	1	1	0
Renfrewshire	Scotland	4	2	2
Rhondda Cynon Taf	Wales	0	0	0
Ribble Valley	North West	0	0	0
Richmond upon Thames	London	20	20	0
Richmondshire	Yorkshire and The Humber	0	0	0
Rochdale	North West	1,044	24	1,020
Rochford	East of England	2	2	0
Rossendale	North West	0	0	0
Rother	South East	0	0	0
Rotherham	Yorkshire and The Humber	375	6	369
Rugby	West Midlands	0	0	0
Runnymede	South East	1	1	0
Rushcliffe	East Midlands	0	0	0
Rushmoor	South East	2	2	0
Rutland	East Midlands	0	0	0
Ryedale	Yorkshire and The Humber	0	0	0
Salford	North West	711	15	696
Sandwell	West Midlands	802	15	787

Local Authority	Region	Total supported under Section 95	Subsistence only	In dispersed accommodation
Scarborough	Yorkshire and The Humber	0	0	0
Scottish Borders	Scotland	0	0	0
Sedgemoor	South West	0	0	0
Sefton	North West	7	7	0
Selby	Yorkshire and The Humber	0	0	0
Sevenoaks	South East	0	0	0
Sheffield	Yorkshire and The Humber	769	18	751
Shepway	South East	0	0	0
Shetland Islands	Scotland	0	0	0
Shropshire	West Midlands	0	0	0
Slough	South East	34	31	3
Solihull	West Midlands	2	2	0
South Ayrshire	Scotland	2	2	0
South Bucks	South East	0	0	0
South Cambridgeshire	East of England	2	2	0
South Derbyshire	East Midlands	0	0	0
South Gloucestershire	South West	42	1	41
South Hams	South West	0	0	0
South Holland	East Midlands	0	0	0
South Kesteven	East Midlands	0	0	0
South Lakeland	North West	0	0	0
South Lanarkshire	Scotland	4	1	3
South Norfolk	East of England	1	1	0
South Northamptonshire	East Midlands	1	1	0
South Oxfordshire	South East	2	0	2
South Ribble	North West	0	0	0
South Somerset	South West	2	0	2
South Staffordshire	West Midlands	0	0	0
South Tyneside	North East	55	0	55
Southampton	South East	80	4	76
Southend-on-Sea	East of England	9	2	7

Local Authority	Region	Total supported under Section 95	Subsistence only	In dispersed accommodation
Southwark	London	59	58	1
Spelthorne	South East	5	5	0
St. Albans	East of England	9	9	0
St. Edmundsbury	East of England	0	0	0
St. Helens	North West	4	4	0
Stafford	West Midlands	0	0	0
Staffordshire Moorlands	West Midlands	0	0	0
Stevenage	East of England	2	2	0
Stirling	Scotland	1	1	0
Stockport	North West	118	11	107
Stockton-on-Tees	North East	793	2	791
Stoke-on-Trent	West Midlands	716	10	706
Stratford-on-Avon	West Midlands	0	0	0
Stroud	South West	0	0	0
Suffolk Coastal	East of England	2	0	2
Sunderland	North East	171	0	171
Surrey Heath	South East	2	2	0
Sutton	London	11	7	4
Swale	South East	1	1	0
Swansea	Wales	843	3	840
Swindon	South West	169	1	168
Tameside	North West	309	3	306
Tamworth	West Midlands	0	0	0
Tandridge	South East	1	1	0
Taunton Deane	South West	1	1	0
Teignbridge	South West	0	0	0
Telford and Wrekin	West Midlands	3	3	0
Tendring	East of England	0	0	0
Test Valley	South East	0	0	0
Tewkesbury	South West	4	0	4
Thanet	South East	0	0	0
The Vale of Glamorgan	Wales	0	0	0
Three Rivers	East of England	0	0	0
Thurrock	East of England	39	11	28

Local Authority	Region	Total supported under Section 95	Subsistence only	In dispersed accommodation
Tonbridge and Malling	South East	0	0	0
Torbay	South West	0	0	0
Torfaen	Wales	0	0	0
Torridge	South West	0	0	0
Tower Hamlets	London	17	17	0
Trafford	North West	118	9	109
Tunbridge Wells	South East	0	0	0
Uttlesford	East of England	0	0	0
Vale of White Horse	South East	4	2	2
Wakefield	Yorkshire and The Humber	46	8	38
Walsall	West Midlands	247	5	242
Waltham Forest	London	143	98	45
Wandsworth	London	24	24	0
Warrington	North West	2	2	0
Warwick	West Midlands	0	0	0
Watford	East of England	16	16	0
Waveney	East of England	0	0	0
Waverley	South East	2	2	0
Wealden	South East	0	0	0
Wellingborough	East Midlands	7	7	0
Welwyn Hatfield	East of England	2	0	2
West Berkshire	South East	0	0	0
West Devon	South West	0	0	0
West Dorset	South West	0	0	0
West Dunbartonshire	Scotland	0	0	0
West Lancashire	North West	53	2	51
West Lindsey	East Midlands	1	1	0
West Lothian	Scotland	1	1	0
West Oxfordshire	South East	0	0	0
West Somerset	South West	0	0	0
Westminster	London	35	35	0
Weymouth and Portland	South West	0	0	0

Local Authority	Region	Total supported under Section 95	Subsistence only	In dispersed accommodation
Wigan	North West	739	22	717
Wiltshire	South West	2	2	0
Winchester	South East	0	0	0
Windsor and Maidenhead	South East	3	3	0
Wirral	North West	3	3	0
Woking	South East	0	0	0
Wokingham	South East	0	0	0
Wolverhampton	West Midlands	689	15	674
Worcester	West Midlands	2	2	0
Worthing	South East	1	1	0
Wrexham	Wales	90	1	89
Wychavon	West Midlands	0	0	0
Wycombe	South East	42	14	28
Wyre	North West	2	2	0
Wyre Forest	West Midlands	1	1	0
York	Yorkshire and The Humber	0	0	0

Source: [Home Office Immigration Statistics, October to December 2015, Asylum Tables Volume 4, Table as_16_q](#)

Notes

1. The data include dependants in receipt of support.
2. The data excludes unaccompanied asylum seeking children supported by Local Authorities.
3. The data on asylum seekers in dispersed accommodation excludes those in initial accommodation.

Annex 2: Asylum seekers in receipt of Section 95 support, by local authority, as at end of quarter Q4 2015 [in numerical order of total supported under s95]

Local Authority	Region	Total supported under Section 95	Subsistence only	In dispersed accommodation
Glasgow	Scotland	3,084	17	3,067
Birmingham	West Midlands	1,775	101	1,674
Liverpool	North West	1,556	32	1,524
Cardiff	Wales	1,450	8	1,442
Manchester	North West	1,103	149	954
Rochdale	North West	1,044	24	1,020
Bolton	North West	1,034	11	1,023
Leicester	East Midlands	918	43	875
Middlesbrough	North East	917	4	913
Nottingham	East Midlands	870	33	837
Swansea	Wales	843	3	840
Sandwell	West Midlands	802	15	787
Stockton-on-Tees	North East	793	2	791
Sheffield	Yorkshire and The Humber	769	18	751
Wigan	North West	739	22	717
Derby	East Midlands	718	13	705
Stoke-on-Trent	West Midlands	716	10	706
Salford	North West	711	15	696
Bradford	Yorkshire and The Humber	700	16	684
Wolverhampton	West Midlands	689	15	674
Oldham	North West	682	37	645
Leeds	Yorkshire and The Humber	588	23	565
Newcastle upon Tyne	North East	572	16	556
Coventry	West Midlands	551	40	511
Belfast	Northern Ireland	544	5	539
Newport	Wales	464	3	461
Bury	North West	458	3	455
Barnsley	Yorkshire and The Humber	435	2	433

Local Authority	Region	Total supported under Section 95	Subsistence only	In dispersed accommodation
Kirklees	Yorkshire and The Humber	424	6	418
Rotherham	Yorkshire and The Humber	375	6	369
Blackburn with Darwen	North West	334	11	323
Bristol	South West	328	31	297
Tameside	North West	309	3	306
Newham	London	274	163	111
Kingston upon Hull	Yorkshire and The Humber	269	6	263
Calderdale	Yorkshire and The Humber	266	0	266
Doncaster	Yorkshire and The Humber	261	4	257
Gateshead	North East	261	10	251
Plymouth	South West	258	2	256
Walsall	West Midlands	247	5	242
Dudley	West Midlands	230	2	228
Redbridge	London	193	87	106
Other and Unknown	Other and Unknown	175	30	145
Sunderland	North East	171	0	171
Swindon	South West	169	1	168
Barking and Dagenham	London	167	57	110
Enfield	London	160	117	43
Peterborough	East of England	153	7	146
Hillingdon	London	149	74	75
Waltham Forest	London	143	98	45
Croydon	London	141	65	76
Preston	North West	139	1	138
Portsmouth	South East	136	3	133
Ealing	London	135	110	25
Hartlepool	North East	134	0	134
Haringey	London	126	48	78
Norwich	East of England	123	4	119
Stockport	North West	118	11	107

Local Authority	Region	Total supported under Section 95	Subsistence only	In dispersed accommodation
Trafford	North West	118	9	109
North Tyneside	North East	114	10	104
Gloucester	South West	112	4	108
Wrexham	Wales	90	1	89
Brent	London	85	80	5
Greenwich	London	84	32	52
Lewisham	London	83	67	16
Hounslow	London	82	64	18
Hastings	South East	80	7	73
Southampton	South East	80	4	76
Ipswich	East of England	76	2	74
Luton	East of England	75	36	39
Barnet	London	71	49	22
Southwark	London	59	58	1
Havering	London	57	16	41
South Tyneside	North East	55	0	55
West Lancashire	North West	53	2	51
Harrow	London	51	47	4
Wakefield	Yorkshire and The Humber	46	8	38
South Gloucestershire	South West	42	1	41
Wycombe	South East	42	14	28
Lambeth	London	41	41	0
Thurrock	East of England	39	11	28
Hackney	London	36	32	4
Kingston upon Thames	London	35	35	0
Westminster	London	35	35	0
Slough	South East	34	31	3
Bexley	London	30	6	24
Merton	London	29	24	5
Islington	London	26	26	0
Camden	London	25	23	2
Hammersmith and Fulham	London	25	25	0

Local Authority	Region	Total supported under Section 95	Subsistence only	In dispersed accommodation
Wandsworth	London	24	24	0
Richmond upon Thames	London	20	20	0
Brighton and Hove	South East	19	19	0
Bromley	London	18	13	5
Milton Keynes	South East	17	17	0
Tower Hamlets	London	17	17	0
Bedford	East of England	16	16	0
Watford	East of England	16	16	0
Dundee	Scotland	15	15	0
Edinburgh	Scotland	14	14	0
Kensington and Chelsea	London	14	14	0
Crawley	South East	12	12	0
Epping Forest	East of England	11	3	8
Sutton	London	11	7	4
Oxford	South East	10	9	1
Reading	South East	10	10	0
Redcar and Cleveland	North East	10	1	9
Bournemouth	South West	9	9	0
Southend-on-Sea	East of England	9	2	7
St. Albans	East of England	9	9	0
Adur	South East	8	8	0
Basildon	East of England	8	8	0
Lancaster	North West	8	0	8
Northampton	East Midlands	7	7	0
Sefton	North West	7	7	0
Wellingborough	East Midlands	7	7	0
Colchester	East of England	6	6	0
Lewes	South East	6	6	0
Blackpool	North West	5	5	0
Bracknell Forest	South East	5	5	0
Broadland	East of England	5	1	4
Dartford	South East	5	5	0
Medway	South East	5	5	0

Local Authority	Region	Total supported under Section 95	Subsistence only	In dispersed accommodation
Pendle	North West	5	5	0
Redditch	West Midlands	5	5	0
Spelthorne	South East	5	5	0
Bridgend	Wales	4	4	0
Burnley	North West	4	4	0
Cannock Chase	West Midlands	4	4	0
Canterbury	South East	4	4	0
Castle Point	East of England	4	4	0
Chelmsford	East of England	4	4	0
Dacorum	East of England	4	4	0
Hertsmere	East of England	4	4	0
Renfrewshire	Scotland	4	2	2
South Lanarkshire	Scotland	4	1	3
St. Helens	North West	4	4	0
Tewkesbury	South West	4	0	4
Vale of White Horse	South East	4	2	2
Aylesbury Vale	South East	3	3	0
Braintree	East of England	3	3	0
Broxbourne	East of England	3	0	3
Broxtowe	East Midlands	3	0	3
Fenland	East of England	3	3	0
Guildford	South East	3	3	0
Gwynedd	Wales	3	3	0
Hyndburn	North West	3	3	0
North Hertfordshire	East of England	3	3	0
Oadby and Wigston	East Midlands	3	3	0
Telford and Wrekin	West Midlands	3	3	0
Windsor and Maidenhead	South East	3	3	0
Wirral	North West	3	3	0
Babergh	East of England	2	2	0
Charnwood	East Midlands	2	2	0
Cherwell	South East	2	2	0
East Hertfordshire	East of England	2	2	0
East Staffordshire	West Midlands	2	2	0

Local Authority	Region	Total supported under Section 95	Subsistence only	In dispersed accommodation
Exeter	South West	2	2	0
Fife	Scotland	2	2	0
Halton	North West	2	2	0
Harlow	East of England	2	2	0
Horsham	South East	2	2	0
Mansfield	East Midlands	2	2	0
Perth and Kinross	Scotland	2	2	0
Rochford	East of England	2	2	0
Rushmoor	South East	2	2	0
Solihull	West Midlands	2	2	0
South Ayrshire	Scotland	2	2	0
South Cambridgeshire	East of England	2	2	0
South Oxfordshire	South East	2	0	2
South Somerset	South West	2	0	2
Stevenage	East of England	2	2	0
Suffolk Coastal	East of England	2	0	2
Surrey Heath	South East	2	2	0
Warrington	North West	2	2	0
Waverley	South East	2	2	0
Welwyn Hatfield	East of England	2	0	2
Wiltshire	South West	2	2	0
Worcester	West Midlands	2	2	0
Wyre	North West	2	2	0
Ashfield	East Midlands	1	1	0
Bassetlaw	East Midlands	1	1	0
Bath and North East Somerset	South West	1	1	0
Blaby	East Midlands	1	1	0
Breckland	East of England	1	1	0
Bromsgrove	West Midlands	1	1	0
East Lindsey	East Midlands	1	1	0
Eastleigh	South East	1	1	0
Elmbridge	South East	1	1	0
Epsom and Ewell	South East	1	1	0
Erewash	East Midlands	1	1	0

Local Authority	Region	Total supported under Section 95	Subsistence only	In dispersed accommodation
Falkirk	Scotland	1	1	0
Gravesham	South East	1	1	0
Knowsley	North West	1	1	0
Mid Suffolk	East of England	1	1	0
Mid Sussex	South East	1	1	0
Neath Port Talbot	Wales	1	1	0
North Down and Ards	Northern Ireland	1	1	0
North Somerset	South West	1	1	0
Northumberland	North East	1	1	0
Nuneaton and Bedworth	West Midlands	1	1	0
Poole	South West	1	1	0
Powys	Wales	1	1	0
Reigate and Banstead	South East	1	1	0
Runnymede	South East	1	1	0
South Norfolk	East of England	1	1	0
South Northamptonshire	East Midlands	1	1	0
Stirling	Scotland	1	1	0
Swale	South East	1	1	0
Tandridge	South East	1	1	0
Taunton Deane	South West	1	1	0
West Lindsey	East Midlands	1	1	0
West Lothian	Scotland	1	1	0
Worthing	South East	1	1	0
Wyre Forest	West Midlands	1	1	0
Aberdeen	Scotland	0	0	0
Aberdeenshire	Scotland	0	0	0
Allerdale	North West	0	0	0
Amber Valley	East Midlands	0	0	0
Angus	Scotland	0	0	0
Antrim and Newtownabbey	Northern Ireland	0	0	0
Argyll and Bute	Scotland	0	0	0

Local Authority	Region	Total supported under Section 95	Subsistence only	In dispersed accommodation
Armagh, Banbridge and Craigavon	Northern Ireland	0	0	0
Arun	South East	0	0	0
Ashford	South East	0	0	0
Barrow-in-Furness	North West	0	0	0
Basingstoke and Deane	South East	0	0	0
Blaenau Gwent	Wales	0	0	0
Bolsover	East Midlands	0	0	0
Boston	East Midlands	0	0	0
Brentwood	East of England	0	0	0
Caerphilly	Wales	0	0	0
Cambridge	East of England	0	0	0
Carlisle	North West	0	0	0
Carmarthenshire	Wales	0	0	0
Causeway Coast and Glens	Northern Ireland	0	0	0
Central Bedfordshire	East of England	0	0	0
Ceredigion	Wales	0	0	0
Cheltenham	South West	0	0	0
Cheshire East	North West	0	0	0
Cheshire West and Chester	North West	0	0	0
Chesterfield	East Midlands	0	0	0
Chichester	South East	0	0	0
Chiltern	South East	0	0	0
Chorley	North West	0	0	0
Christchurch	South West	0	0	0
City of London	London	0	0	0
Clackmannanshire	Scotland	0	0	0
Conwy	Wales	0	0	0
Copeland	North West	0	0	0
Corby	East Midlands	0	0	0
Cornwall	South West	0	0	0
Cotswold	South West	0	0	0
County Durham	North East	0	0	0

Local Authority	Region	Total supported under Section 95	Subsistence only	In dispersed accommodation
Craven	Yorkshire and The Humber	0	0	0
Darlington	North East	0	0	0
Daventry	East Midlands	0	0	0
Denbighshire	Wales	0	0	0
Derbyshire Dales	East Midlands	0	0	0
Derry and Strabane	Northern Ireland	0	0	0
Dover	South East	0	0	0
Dumfries and Galloway	Scotland	0	0	0
East Ayrshire	Scotland	0	0	0
East Cambridgeshire	East of England	0	0	0
East Devon	South West	0	0	0
East Dorset	South West	0	0	0
East Dunbartonshire	Scotland	0	0	0
East Hampshire	South East	0	0	0
East Lothian	Scotland	0	0	0
East Northamptonshire	East Midlands	0	0	0
East Renfrewshire	Scotland	0	0	0
East Riding of Yorkshire	Yorkshire and The Humber	0	0	0
Eastbourne	South East	0	0	0
Eden	North West	0	0	0
Eilean Siar	Scotland	0	0	0
Fareham	South East	0	0	0
Fermanagh and Omagh	Northern Ireland	0	0	0
Flintshire	Wales	0	0	0
Forest Heath	East of England	0	0	0
Forest of Dean	South West	0	0	0
Fylde	North West	0	0	0
Gedling	East Midlands	0	0	0
Gosport	South East	0	0	0
Great Yarmouth	East of England	0	0	0

Local Authority	Region	Total supported under Section 95	Subsistence only	In dispersed accommodation
Hambleton	Yorkshire and The Humber	0	0	0
Harborough	East Midlands	0	0	0
Harrogate	Yorkshire and The Humber	0	0	0
Hart	South East	0	0	0
Havant	South East	0	0	0
Herefordshire	West Midlands	0	0	0
High Peak	East Midlands	0	0	0
Highland	Scotland	0	0	0
Hinckley and Bosworth	East Midlands	0	0	0
Huntingdonshire	East of England	0	0	0
Inverclyde	Scotland	0	0	0
Isle of Anglesey	Wales	0	0	0
Isle of Wight	South East	0	0	0
Isles of Scilly	South West	0	0	0
Kettering	East Midlands	0	0	0
King's Lynn and West Norfolk	East of England	0	0	0
Lichfield	West Midlands	0	0	0
Lincoln	East Midlands	0	0	0
Lisburn and Castlereagh	Northern Ireland	0	0	0
Maidstone	South East	0	0	0
Maldon	East of England	0	0	0
Malvern Hills	West Midlands	0	0	0
Melton	East Midlands	0	0	0
Mendip	South West	0	0	0
Merthyr Tydfil	Wales	0	0	0
Mid Devon	South West	0	0	0
Mid Ulster	Northern Ireland	0	0	0
Mid and East Antrim	Northern Ireland	0	0	0
Midlothian	Scotland	0	0	0
Mole Valley	South East	0	0	0
Monmouthshire	Wales	0	0	0

Local Authority	Region	Total supported under Section 95	Subsistence only	In dispersed accommodation
Moray	Scotland	0	0	0
New Forest	South East	0	0	0
Newark and Sherwood	East Midlands	0	0	0
Newcastle-under-Lyme	West Midlands	0	0	0
Newry, Mourne and Down	Northern Ireland	0	0	0
North Ayrshire	Scotland	0	0	0
North Devon	South West	0	0	0
North Dorset	South West	0	0	0
North East Derbyshire	East Midlands	0	0	0
North East Lincolnshire	Yorkshire and The Humber	0	0	0
North Kesteven	East Midlands	0	0	0
North Lanarkshire	Scotland	0	0	0
North Lincolnshire	Yorkshire and The Humber	0	0	0
North Norfolk	East of England	0	0	0
North Warwickshire	West Midlands	0	0	0
North West Leicestershire	East Midlands	0	0	0
Orkney Islands	Scotland	0	0	0
Pembrokeshire	Wales	0	0	0
Purbeck	South West	0	0	0
Rhondda Cynon Taf	Wales	0	0	0
Ribble Valley	North West	0	0	0
Richmondshire	Yorkshire and The Humber	0	0	0
Rossendale	North West	0	0	0
Rother	South East	0	0	0
Rugby	West Midlands	0	0	0
Rushcliffe	East Midlands	0	0	0
Rutland	East Midlands	0	0	0
Ryedale	Yorkshire and The Humber	0	0	0
Scarborough	Yorkshire and The Humber	0	0	0

Local Authority	Region	Total supported under Section 95	Subsistence only	In dispersed accommodation
Scottish Borders	Scotland	0	0	0
Sedgemoor	South West	0	0	0
Selby	Yorkshire and The Humber	0	0	0
Sevenoaks	South East	0	0	0
Shepway	South East	0	0	0
Shetland Islands	Scotland	0	0	0
Shropshire	West Midlands	0	0	0
South Bucks	South East	0	0	0
South Derbyshire	East Midlands	0	0	0
South Hams	South West	0	0	0
South Holland	East Midlands	0	0	0
South Kesteven	East Midlands	0	0	0
South Lakeland	North West	0	0	0
South Ribble	North West	0	0	0
South Staffordshire	West Midlands	0	0	0
St. Edmundsbury	East of England	0	0	0
Stafford	West Midlands	0	0	0
Staffordshire Moorlands	West Midlands	0	0	0
Stratford-on-Avon	West Midlands	0	0	0
Stroud	South West	0	0	0
Tamworth	West Midlands	0	0	0
Teignbridge	South West	0	0	0
Tendring	East of England	0	0	0
Test Valley	South East	0	0	0
Thanet	South East	0	0	0
The Vale of Glamorgan	Wales	0	0	0
Three Rivers	East of England	0	0	0
Tonbridge and Malling	South East	0	0	0
Torbay	South West	0	0	0
Torfaen	Wales	0	0	0
Torridge	South West	0	0	0
Tunbridge Wells	South East	0	0	0

Local Authority	Region	Total supported under Section 95	Subsistence only	In dispersed accommodation
Uttlesford	East of England	0	0	0
Warwick	West Midlands	0	0	0
Waveney	East of England	0	0	0
Wealden	South East	0	0	0
West Berkshire	South East	0	0	0
West Devon	South West	0	0	0
West Dorset	South West	0	0	0
West Dunbartonshire	Scotland	0	0	0
West Oxfordshire	South East	0	0	0
West Somerset	South West	0	0	0
Weymouth and Portland	South West	0	0	0
Winchester	South East	0	0	0
Woking	South East	0	0	0
Wokingham	South East	0	0	0
Wychavon	West Midlands	0	0	0
York	Yorkshire and The Humber	0	0	0

Source: [Home Office Immigration Statistics, October to December 2015, Asylum Tables Volume 4, Table as_16_q](#)

Notes

1. The data include dependants in receipt of support.
2. The data excludes unaccompanied asylum seeking children supported by Local Authorities.
3. The data on asylum seekers in dispersed accommodation excludes those in initial accommodation.

Conclusions and recommendations

Asylum applications

1. UKVI altered its service standards timetable so that a higher proportion of new straightforward claims for asylum are given an initial decision within six months. This is at the same time as the number of applications is rising. The total number of main applications in the year ending September 2015 was 19% higher than in the year ending September 2014. In Q3 2015 the number of main applicants and dependants reached 12,028 compared to 7,567 in Q2 2015. (Paragraph 14)
2. The number of asylum applications surpassed the number of decisions made in Q3 2015. We are concerned that the department may not be able to maintain the service levels it has set itself on initial decisions for new asylum claims within 6 months. To do so may require further funding and resources. (Paragraph 15)
3. We recommend that the Home Office reconsider its country guidance on Eritrea, taking into account the findings of the Independent Advisory Group on Country of Origin Information. We will continue to monitor closely the proportion of successful and unsuccessful asylum applications from Eritreans. (Paragraph 21)

COMPASS contracts and asylum accommodation

4. Accommodation for asylum seekers in Middlesbrough had doors that were painted a predominant colour. This was clearly wrong. We welcome the decision that the doors will be repainted, and that the repainting will be expedited, so that within a matter of weeks no single colour will predominate. Jomast and G4S must inform us when the repainting has been completed. (Paragraph 30)
5. It is appalling that asylum seekers should be required to wear wristbands. This stigmatises asylum seekers, and makes them easily identifiable and therefore open to harassment and abuse. We struggle to see how this practice could ever have been considered acceptable in the first place. It risks besmirching the UK's reputation in relation to its asylum practices. We believe it is laughable for Mr Vyvyan-Robinson to have suggested that a wristband worn by an asylum seeker is the same as a wristband worn by someone on holiday. It is vital that organisations receiving taxpayer money should be sensitive to the needs of the work they are doing. It is also vital that private organisations who perform public functions should adhere to the same standards that the public would expect of a publicly-delivered service. (Paragraph 34)
6. We welcome Clearsprings' decision to end the use of wristbands and move to a smart card system for monitoring entitlement to meals. The problems caused by wristbands demonstrate the importance of greater use of technology such as smart cards when dealing with asylum seeker entitlements. We expect all providers of asylum seeker support services to use technological solutions to develop more sophisticated and appropriate mechanisms to monitor entitlement. (Paragraph 35)
7. The response to both the red door and wristband episodes has been one of damage limitation and managing perceptions. A situation that was considered acceptable

is now accepted as being ill-judged. It appears that the predominance of red doors in asylum seeker accommodation was inadvertent rather than a deliberate identification system; and similarly, the use of wristbands was a means of ensuring only those who were entitled to them received meals at Lynx House. There seems to be an acute lack of awareness of the particular sensitivities of asylum seekers and why making them identifiable in such ways is wrong. (Paragraph 43)

8. The complaints and inspection processes operated by the contractors and the Home Office appear to be flawed if they failed to identify the issues with red doors and wristbands. The COMPASS contract does not seem to make it clear who is accountable for making sure issues such as the red doors are acted upon when issues arise outside a formal complaints mechanism. Moreover, it is obvious that asylum seekers are unlikely to complain to an organisation that they see as having absolute control over their future. If you have been arrested, imprisoned and tortured for your beliefs in your home country, you are likely to be suspicious of someone who assures you a complaint mechanism is anonymous. The Home Office should encourage the providers to establish user-groups for asylum seekers in their accommodation. This would enable asylum seekers to present problems and complaints with the reassurance of a collective viewpoint, and without individuals feeling at risk from having to identify themselves as complainants. (Paragraph 44)
9. Delivery of the COMPASS contract has been mostly unsatisfactory to date. The only benefit so far gained from reducing the number of contracts from 22 to six—and essentially down to three because there are only three providers—has been to make managing the contracts administratively easier for the Home Office. However, these extremely unfortunate episodes of red doors and wristbands have highlighted some of the problems around oversight of the contracts, particularly in relation to ensuring that the way asylum seekers are accommodated and treated meets basic standards. (Paragraph 45)
10. We intend to examine these matters further. In particular, we plan to investigate the following issues:
 - The quality of accommodation provided in all parts of the UK under the COMPASS contract.
 - The effectiveness of the Home Office inspection regime in ensuring minimum standards are met within each region, and whether the Home Office team of 17 inspectors is sufficient.
 - The complaint system operated by contractors in each region; the number and characteristics of the complaints received; and any information gathered through informal reporting systems separate from those managed by contractors.
 - What financial penalties the contractor or sub-contractor have incurred under COMPASS and for what reasons.

We were not able to take evidence from Serco—the other main COMPASS contractor—for the purposes of this report, but we intend to do so in the future. (Paragraph 46)

11. Both G4S and Clearsprings told us that finding sufficient accommodation for asylum seekers in parts of the country is difficult, and this is clearly made more difficult by some local authorities being unwilling to take part in the dispersal system. Clearsprings, which holds the contract in parts of the country with the most expensive rents, made it clear that they would welcome more local authorities providing dispersal accommodation. The Home Office has said it wants more local authorities to take part. Asylum seekers should be dispersed throughout the country and therefore we recommend that more local authorities take part in the dispersal accommodation system and provide suitable accommodation for asylum seekers. Local authorities who have very few, and in many instances no, asylum seekers should be actively encouraged by Ministers to volunteer in the existing scheme. As for Middlesbrough, it is clear that there is disagreement about whether the number of asylum seekers has gone down since the one in 200 ratio of asylum seeker to local resident was breached. It is not clear who holds responsibility for allowing the one in 200 ratio to be breached, nor for making sure it is reduced. (Paragraph 50)
12. The Chief Executive of G4S told us that the number of asylum seekers in their contract area had risen from 9,000 to 17,000. If these numbers keep rising, the pressure on available dispersal accommodation will remain high, and it is likely that other forms of accommodation may need to be used to provide temporary accommodation for asylum seekers. Problems have arisen with asylum seekers being accommodated in hotels where there are also paying guests, because of the different rules which apply to asylum seeker guests about meals and other issues. It seems to us that, where it is necessary to use temporary accommodation for asylum seekers, it would be sensible to designate this accommodation as hostels entirely for this purpose. However, the Home Office would need first to assess the cost implications for public funds and contractors, based on projections of the fluctuations in numbers of asylum seekers needing this type of alternative accommodation. G4S informed us that they are paid an average of £9.35 per asylum seeker per night. (Paragraph 52)

Syrian refugees

13. In our last Report on the work of the Immigration Directorates (Q2 2015) we welcomed the Prime Minister's pledge to resettle 20,000 Syrians before the end of this Parliament. We would like to congratulate all those involved in ensuring that the Prime Minister's commitment to resettle 1,000 Syrian refugees by Christmas 2015 was delivered, and in particular the Minister for Syrian Refugees and his team who hit the Prime Minister's target and found suitable accommodation. We also expressed concern about whether the UK would be able to increase its capacity to resettle this number of refugees to such a short timescale. We reiterate that concern, particularly in light of the evidence we have heard regarding the COMPASS contracts and the problems with finding sufficient suitable dispersal accommodation. We hope that the Government will continue to explore how individual members of the public can help to provide support and accommodation for the Syrian refugees. While accepting that those who so offer will undoubtedly have genuine and generous reasons for doing so, local authorities must be satisfied about the proposed arrangements. We will continue to monitor the number of Syrians resettled under the Syrian Vulnerable Persons Scheme. (Paragraph 57)

14. In its response to this report, the Government must set out what action is being taken in relation to unaccompanied children at risk in conflict regions, following the recent discussions with the UNHCR and the Government's announcement of 28 January 2016. This should include an estimate of the numbers of children who (a) will be resettled in the UK direct from conflict zones and (b) will be resettled in the UK from Europe. The Government should also clarify whether its plans include resettling unaccompanied children who may be in transit from conflict regions and still at risk. It should also specify where in Europe it is deploying additional resources and expertise to help protect unaccompanied children. (Paragraph 58)

Spouse visas and the £18,600 threshold

15. We agree that the same rules should apply to a British citizen and to a citizen of an EU country residing in the UK, who both wish to bring a non-EU spouse to the UK. The Prime Minister told the House of Commons that these rules had now been accepted by EU partners and we welcome the Prime Minister's achievements. (Paragraph 65)
16. We note that the minimum income threshold rules have been challenged in the courts, that the most recent decision in the Court of Appeal upheld the rules, and that the case is now before the Supreme Court. We remain open to the possibility of holding an inquiry into the minimum income threshold if these developments do not resolve the matter satisfactorily (Paragraph 66)
17. We have received representations concerning English Language testing. We will consider these matters in our next report. (Paragraph 67)

Immigration detention and the Shaw Review

18. We support the broad thrust of the Government's overall approach to implementing the recommendations in the Shaw review. While the Government is proving elusive on which recommendations it agrees with and which it does not, we agree, in principle, on the areas of action it has chosen to pursue: detention reviews, not detaining people at risk, and improving healthcare. The remedial measures set out by the Minister for immigration should, once implemented, greatly reduce the number of people entering detention, and the length of time detainees are held. (Paragraph 79)
19. We support the recommendations of the Shaw review regarding presumptions against detention for vulnerable people. We note that this means people who are vulnerable, and who may have suffered torture, will have to be managed in the community while their claims are considered. The Minister's statement that the mental health needs assessment and action plan will be carried out together with the Department of Health and NHS is important. Consideration needs to be given to how provision will be made available for such healthcare in the community. (Paragraph 80)
20. In the Government response to this report, the Minister should explain why he could not give this Committee an assurance that he would accept Mr Shaw's

recommendation for an absolute exclusion from detention for pregnant women. (Paragraph 81)

21. We support Stephen Shaw's recommendation that the Home Office should close the pre-departure accommodation provided at the Cedars near Gatwick Airport, or change its use, so that it provides better value for the taxpayer. We regard the existing level of expenditure per detainee at this facility as outrageous and unsustainable. Mr Shaw referred to the accommodation as "palatial". It is unacceptable that so much money is being expended on this establishment when the Home Office itself is being squeezed for funds. The Government should set out the cost for creating and maintaining the Cedars to date. (Paragraph 82)
22. Stephen Shaw said it should be possible to see change in the number of people detained and the length of their detention within 12 months, or possibly even by the autumn. The Minister has set out a timescale for the range of actions that he expects to take place as a consequence of the Shaw review. We regularly monitor measures relating to immigration detention, and we will return to the issue of how many people are being detained and the length of time they spend in detention. If we do not see significant progress then we will revisit the issue of a maximum time limit on detention. (Paragraph 83)

Rule 35 reports

23. The Rule 35 Reports process was heavily criticised in the Shaw review, and he recommended that the Government immediately consider an alternative to the Rule 35 mechanism. In its response to this report, the Government should set out its response to Stephen Shaw's specific recommendation on Rule 35. (Paragraph 86)

Foreign national offenders and ex-foreign national offenders (FNOs)

24. We remain unconvinced that the process for the general public to report suspected illegal activity relating to immigration is working as effectively as it could when so many reports do not lead to removals. The Government should tell us how many individuals have been arrested as a result of immigration enforcement action, and how many removals resulted from those actions. (Paragraph 93)
25. We welcome the Voluntary Return Service initiative as a useful additional tool for encouraging removals from the UK. We request that the Government provides quarterly figures on the numbers leaving the UK under this programme, and the main countries of destination for those taking part. (Paragraph 94)
26. The Government should inform us in response to this report how many individuals are in the UK whom the UK would like to deport, whose circumstances reflect the same principles as highlighted by the case of the Zimbabwean Andre Babbage and the Moroccan CS. The Director General of Immigration Enforcement, Mandie Campbell, should note that when called to give evidence to this Committee she should have figures readily available, as her colleague Sarah Rapson has done. This would enable more effective scrutiny of the Immigration Enforcement section, rather than leading to an exchange of correspondence after the session. (Paragraph 96)

Immigration backlogs

27. Our predecessor Committee regularly expressed its concern about the immigration backlogs. The current backlog of cases reached 358,923 in Q3 2015, an increase of 7,000 from a year earlier. It is deeply concerning that there has been so little improvement and we have to return and restate the issue again. (Paragraph 97)

Formal Minutes

Monday 29 February 2016

Members present:

Keith Vaz, in the Chair

James Berry

Tim Loughton

Nusrat Ghani

Stuart C. McDonald

Mr Ranil Jayawardena

Mr David Winnick

Draft Report (*The work of the Immigration Directorates (Q3 2015)*), proposed by the Chair, brought up and read.

Ordered, That the draft Report be read a second time, paragraph by paragraph.

Paragraphs 1 to 97 read and agreed to.

Annexes agreed to.

Resolved, That the Report be the Sixth Report of the Committee to the House.

Ordered, That the Chair make the Report to the House.

Ordered, That embargoed copies of the Report be made available, in accordance with the provisions of Standing Order No. 134.

[Adjourned till Tuesday 1 March at 1.00 pm]

Witnesses

The following witnesses gave evidence. Transcripts can be viewed on the [inquiry page](#) of the Committee's website.

Tuesday 9 February 2016

Question number

Stephen Shaw, Author of the Review into the Welfare in Detention of Vulnerable Persons

[Q1–30](#)

Rt Hon James Brokenshire MP, Minister for Immigration, **Mandie Campbell**, Director General, Immigration Enforcement Directorate, and **Sarah Rapson**, Director General, UK Visas and Immigration Directorate

[Q31–153](#)

James Vyvyan-Robinson, Managing Director, Clearsprings Group

[Q154–242](#)

The Committee also held an evidence session on [Asylum Accommodation](#) (HC 769)

Tuesday 26 January 2016

Peter Neden, Regional President (UK and Ireland), **John Whitwam**, Managing Director, Immigration and Borders, G4S, and **Stuart Monk**, Owner and Managing Director, Jomast

[Q1–170](#)

Published written evidence

The following written evidence was received and can be viewed on the [inquiry page](#) of the Committee's website. ID numbers are generated by the evidence processing system and so may not be complete.

- 1 David Budd, Elected Mayor of Middlesbrough ([ID30002](#))
- 2 Sile Reynolds, Lead Asylum Policy Advisor, Freedom from Torture ([ID30001](#))

The Committee also received written evidence relating to its Asylum Accommodation oral evidence session (HC 769). This can be viewed on the [inquiry page](#) of the Committee's website. ACC numbers are generated by the evidence processing system and so may not be complete.

- 1 John Whitwam, Managing Director, G4S Immigration & Borders ([ACC0001](#))
- 2 Stuart Monk, Managing Director, Jomast ([ACC0002](#))
- 3 Revd Dominic Black ([ACC0003](#))
- 4 Dorothy Ismail ([ACC0004](#))
- 5 John Grayson, SYMAAG ([ACC0005](#))
- 6 James Vyvyan-Robinson, Managing Director, Clearsprings Group ([ACC0006](#))
- 7 Peter Neden, Regional President - G4S UK & Ireland ([ACC0007](#))
- 8 Rupert Soames, Chief Executive, Serco Group ([ACC0008](#))
- 9 Suzanne Fletcher MBE ([ACC0009](#))
- 10 Rupert Soames, Chief Executive, Serco Group ([ACC0010](#))
- 11 James Vyvyan-Robinson, Managing Director, Clearsprings Group ([ACC0011](#))

List of Reports from the Committee during the current Parliament

All publications from the Committee are available on the Committee's website at www.parliament.uk/homeaffairscom.

The reference number of the Government's response to each Report is printed in brackets after the HC printing number.

Session 2015–16

First Report	Psychoactive substances	HC 361 (HC 755)
Second Report	The work of the Immigration Directorates (Q2 2015)	HC 512 (HC 693)
Third Report	Police investigations and the role of the Crown Prosecution Service	HC 534
Fourth Report	Reform of the Police Funding Formula	HC 476
Fifth Report	Immigration: skill shortages	HC 429 (HC 857)
First Special Report	The work of the Immigration Directorates: Calais: Government Response to the Committee's Eighteenth Report of Session 2014–15	HC 380
Second Special Report	Out-of-court Disposals: Government Response to the Committee's Fourteenth Report of Session 2014–15	HC 379
Third Special Report	The work of the Immigration Directorates (Q2 2015): Government Response to the Committee's Second Report of Session 2015–16	HC 693
Fourth Special Report	Psychoactive substances: Government Response to the Committee's First Report of Session 2015–16	HC 755
Fifth Special Report	Immigration: skill shortages: Government Response to the Committee's Fifth Report of Session 2015–16	HC 857