

Location of migrant workers and other persons born outside the UK

New and emerging challenges of population change
Tuesday, September 16th 2008

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- ▶ CACI data
 - ▶ Local authority estimates by country of birth
 - ▶ ACORN analysis and local area estimates

CACI background

- ▶ Across government CACI provide social market analysis, customer insight and spatial analysis – delivering the most seamless means of delivering localised solutions that benefit the lives of millions
- ▶ Our clients include....



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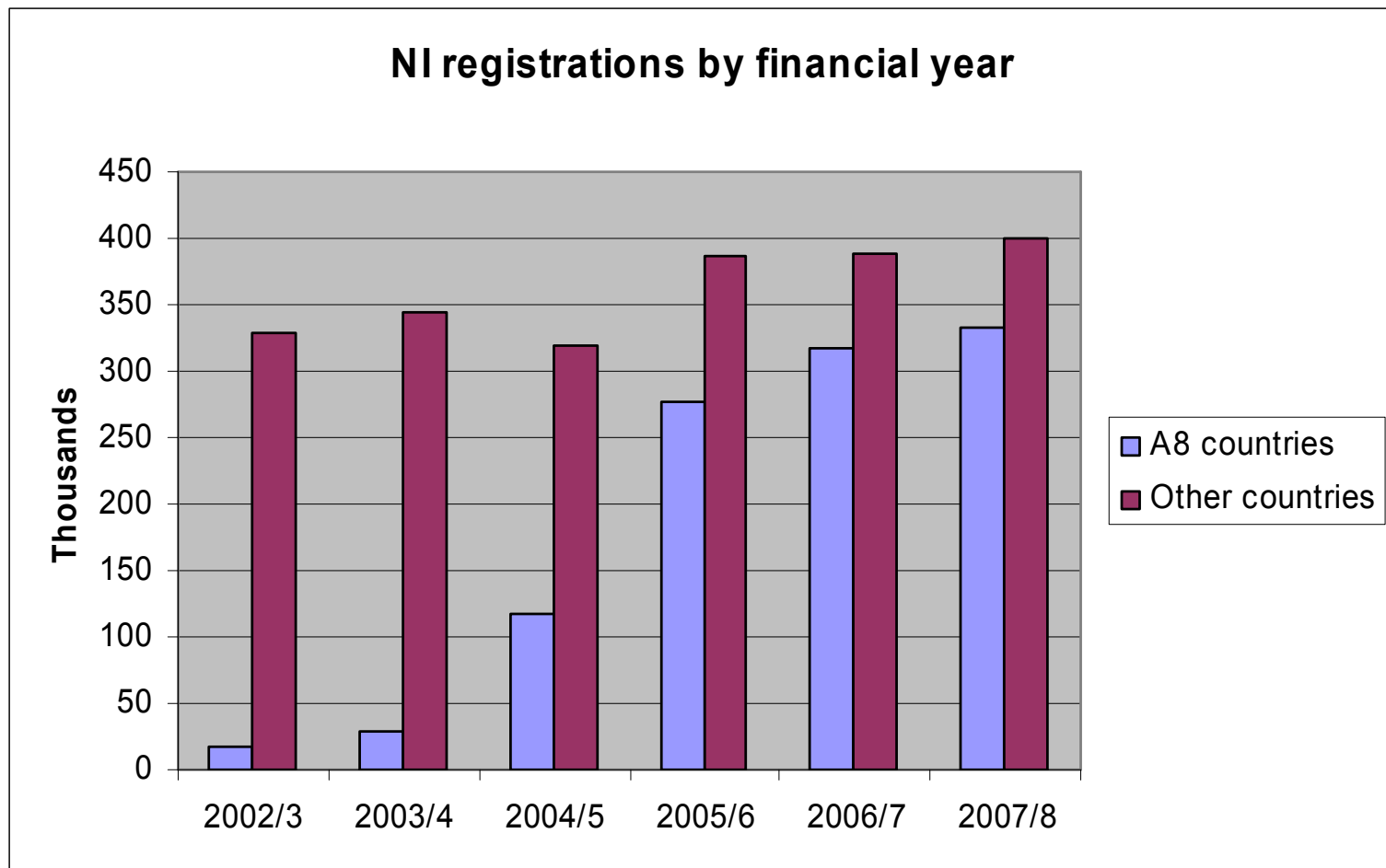
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Migration statistics

Recent history

- ▶ A8 accession in 2004 allowed workers from former eastern bloc countries to work in the UK
 - ▶ Since then, there have been over 1 million National Insurance (NI) registrations of people from these countries, more than ten times the previous annual rate.
 - ▶ In the same time period, there have been around 1.5 million NI registrations of people from the rest of the world. The annual rate of these registrations is around the same as in the previous few years.

NI registrations



A8 accession

- ▶ Migrant workers from the A8 comprise a segment clearly different from other groups having a longer historical record
 - ▶ Different industries and occupations
 - ▶ Different geographical destinations
- ▶ Crucially, the 2001 census gives little useful information.
- ▶ Other data collection methods have not proved adequate to track the resulting changes

Criticisms of ONS data

- ▶ From local authorities
- ▶ From the Treasury Subcommittee report 'Counting the Population'.
 - ▶ 'Mid-Year Population Estimates are not fit for purpose'
 - ▶ Allocation of funding to local authorities could be based upon inadequate information
 - ▶ Short-term migrants are not accounted for
 - ▶ The IPS is not fit for the purpose of measuring international migration

The ONS response

- ▶ We've got it all in hand

Short-term migrants

- ▶ These are those who intend to stay between 1-12 months
- ▶ They have not traditionally been included by ONS in population estimates
 - ▶ In conformance with UN standards
- ▶ There is
 - ▶ An 'in-stock', comprising people from abroad temporarily in the UK
 - ▶ An 'out-stock' of UK residents who are temporarily abroad.

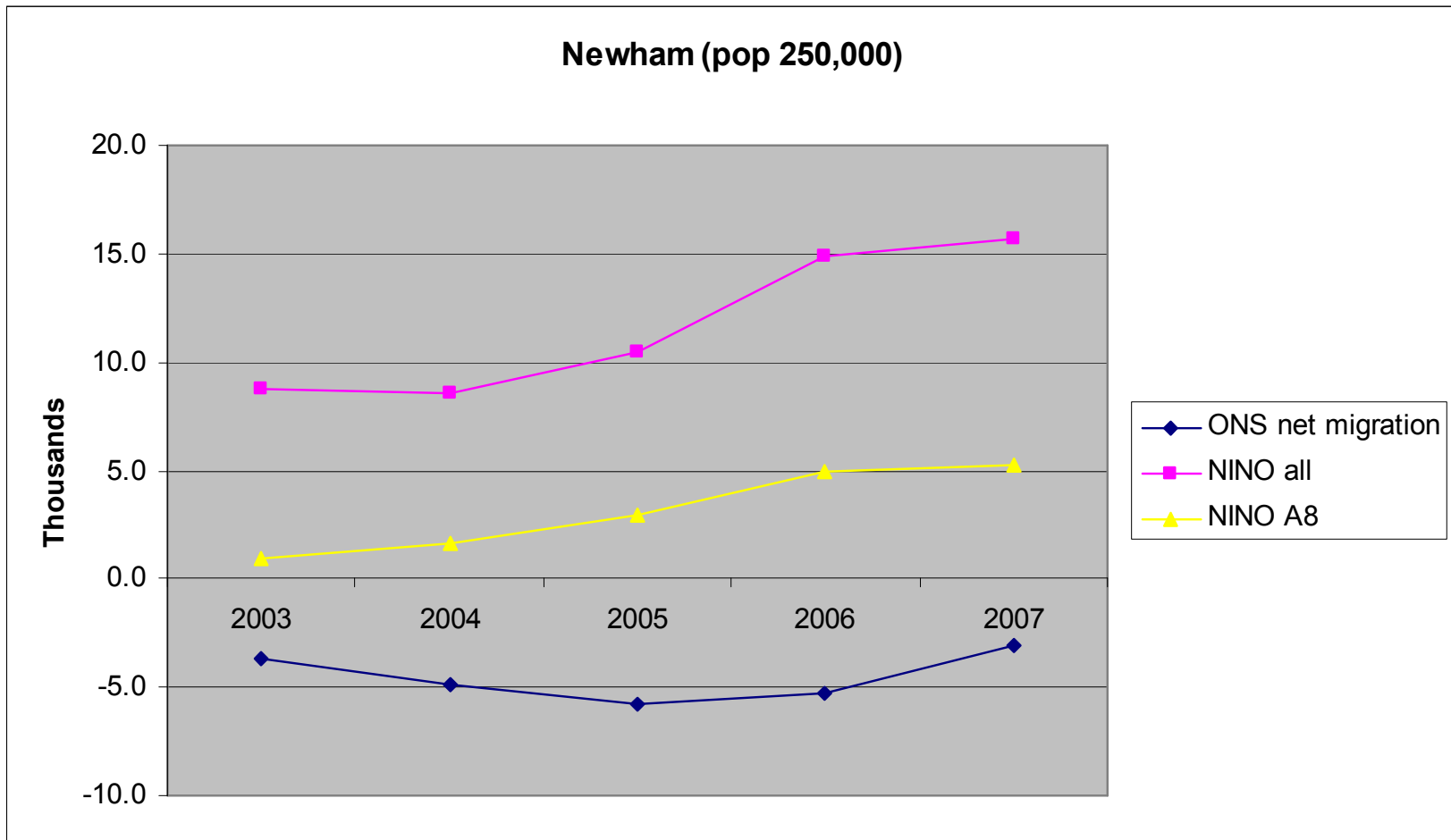
The IPS (International Passenger Survey)

- ▶ ONS's prime source of data for in-migration
- ▶ The only reliable source of data for outmigration
- ▶ Interviews
 - ▶ 250,000 per year in total
 - ▶ In 2005, migration statistics were based upon around 3,000 entering the UK and 800 leaving. Less than 100 A8 migrants were interviewed
 - ▶ Around 90% of interviews of migrants were at Heathrow
- ▶ The IPS was not designed to measure migration

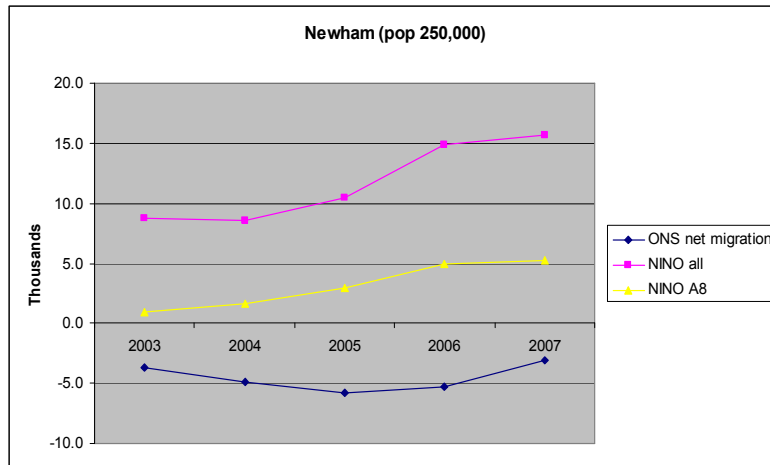
ONS proposals

- ▶ Already in place
 - ▶ A revised distribution of international migration in 2007 Mid-Year Estimates
 - ▶ Plus revisions of historical Mid-Year estimates from 2002-2006
 - ▶ 'National' estimates of short-term migrants
 - ▶ For England and Wales combined as one area
 - ▶ Improved IPS coverage
 - ▶ Co-ordinated release of population and migration statistics.

Do MYE2007 solve the problem?

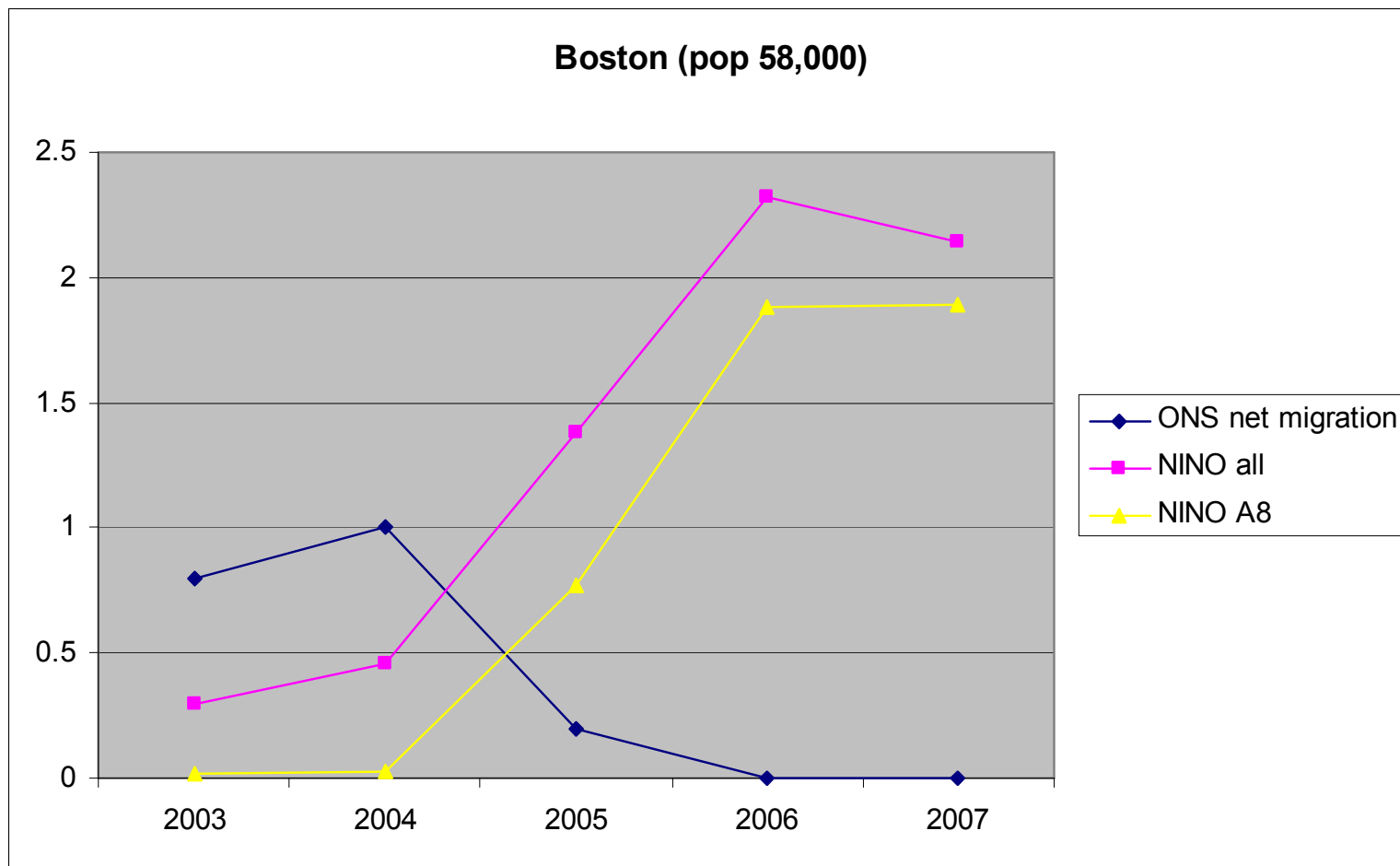


Do MYE2007 solve the problem?

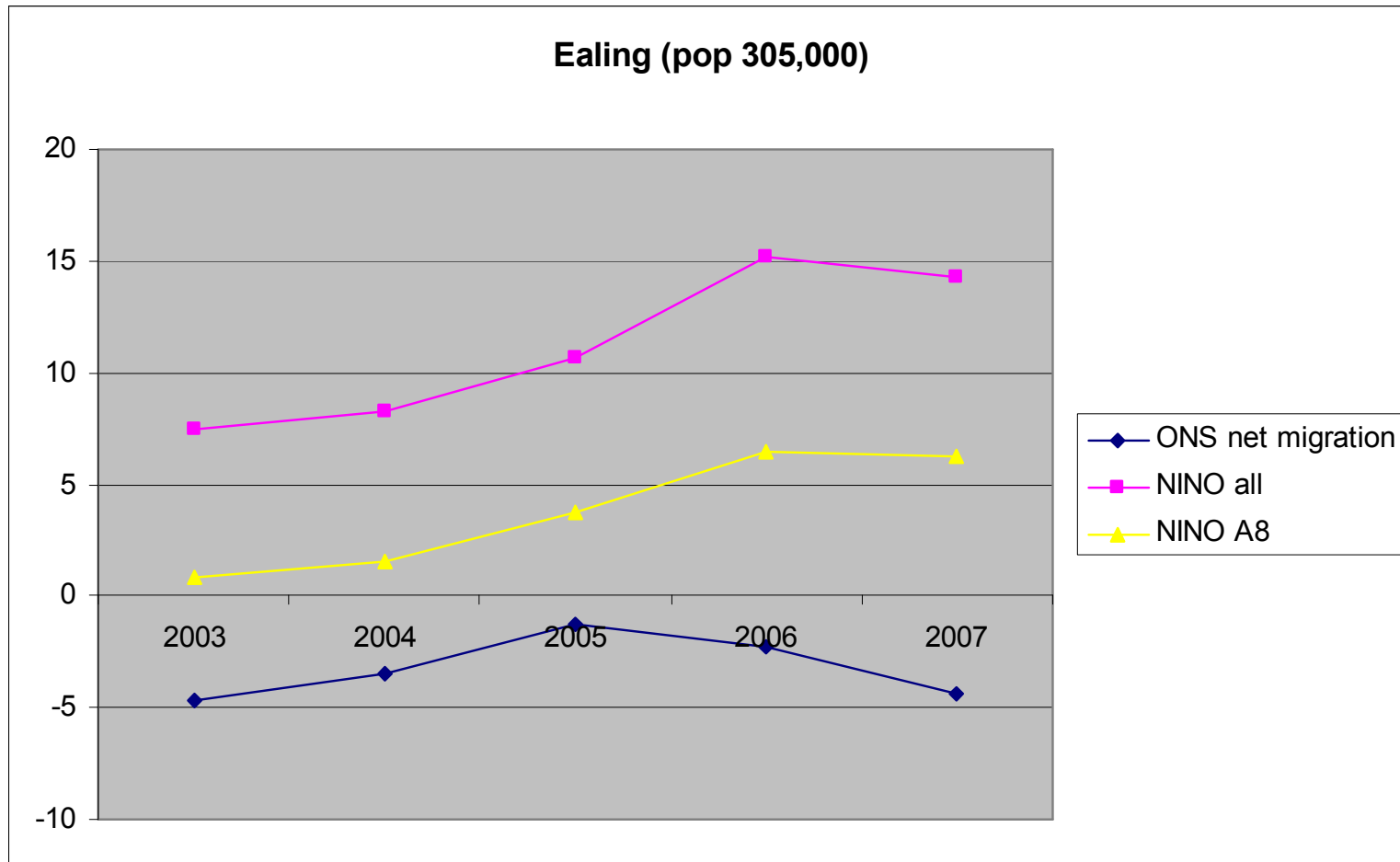


- ▶ NINO shows increase of 6000 per year – a real increase in in-migration of the measured population segment
- ▶ ONS net migration shows no change
- ▶ It is implausible that there is an exactly compensating increase in outmigration of some other segment
- ▶ 6000 people represents more than 2% of the borough population

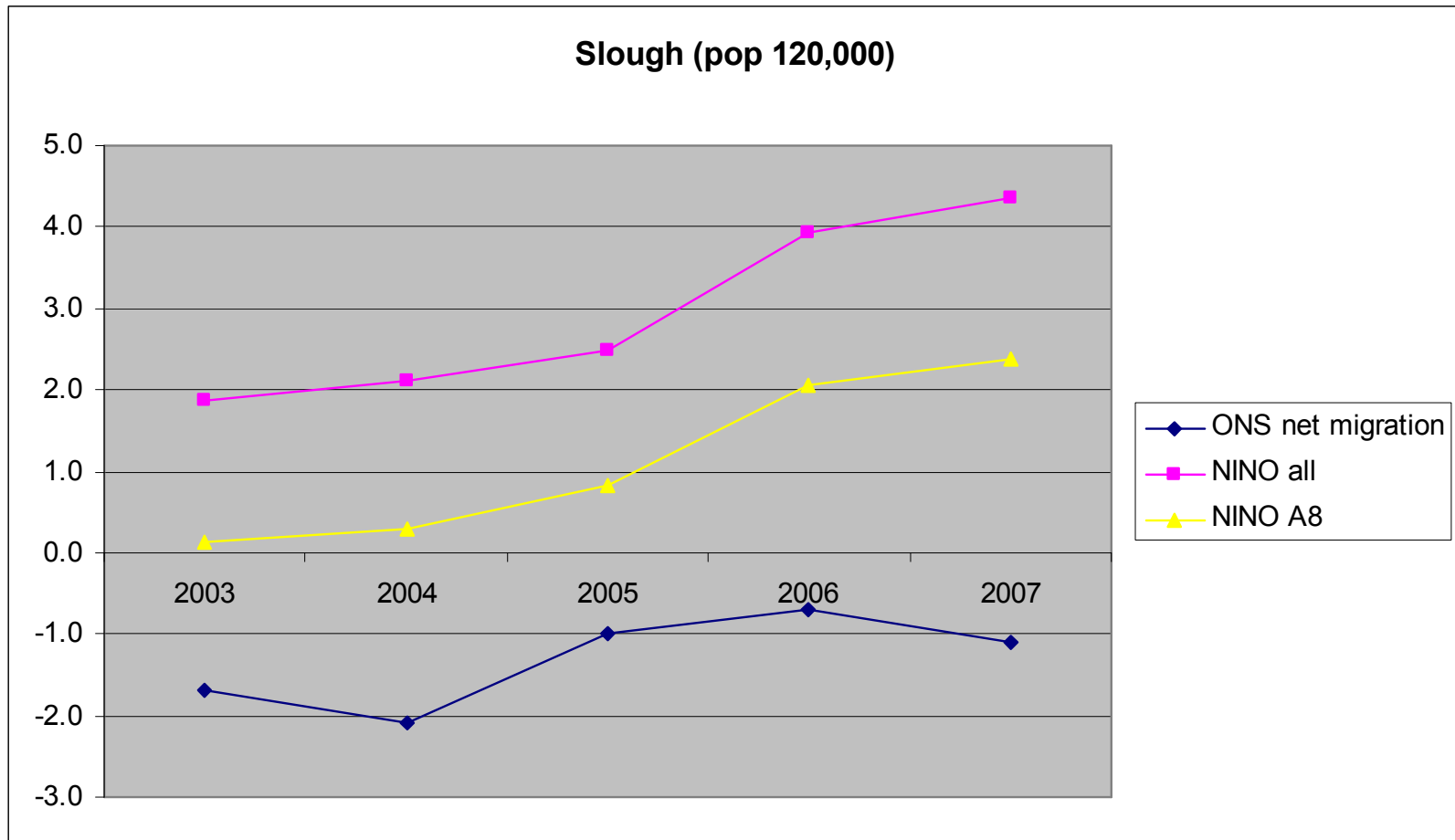
Similarly – Boston, Lincs



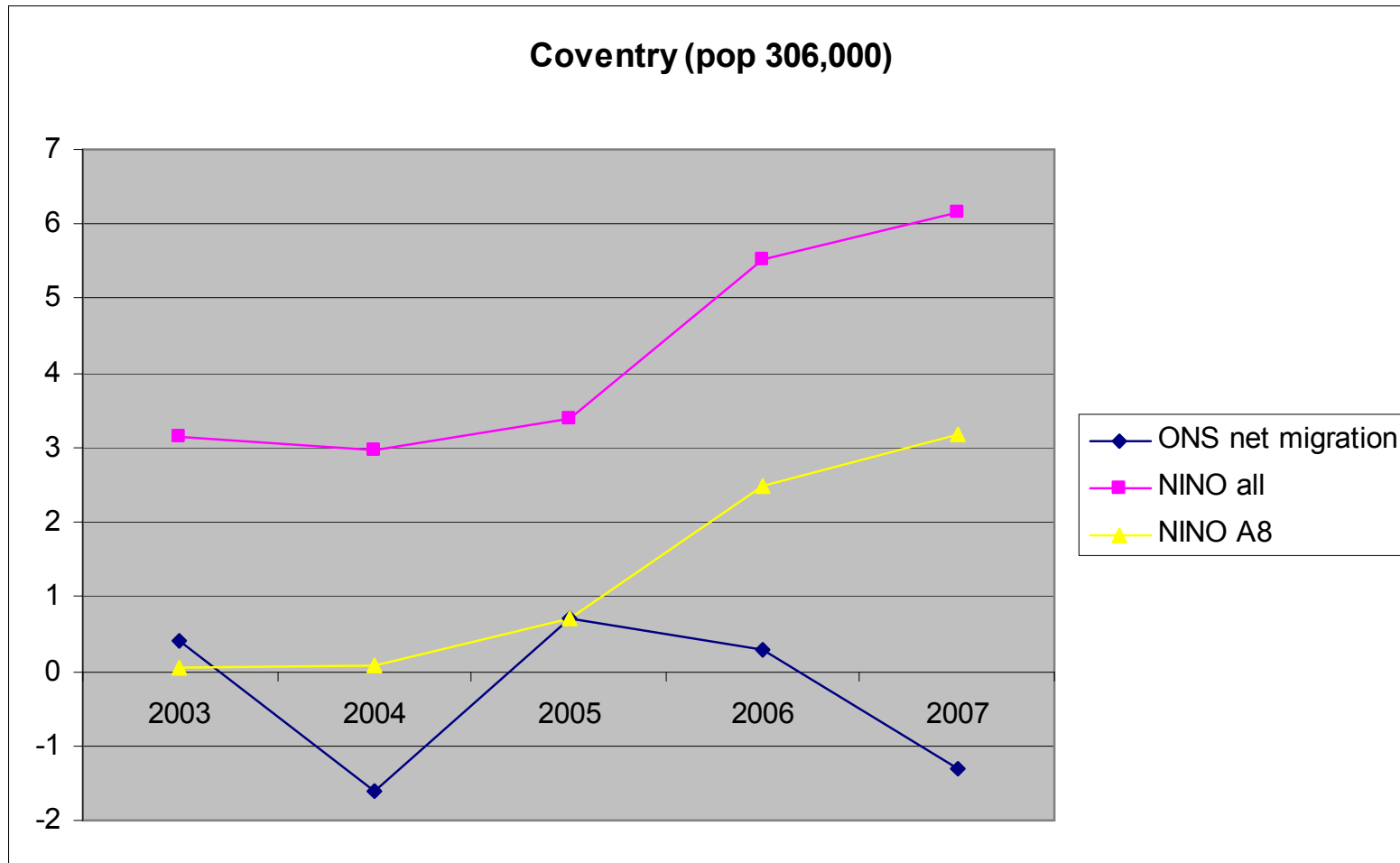
Ealing



Less clearly, Slough



Coventry



International inflows 2006-2007

Summary of international inflows 2006-2007 (thousands)

	NINo all	NINo A8	ONS international inflow
Newham	15.7	5.3	8.5
Slough	4.4	2.4	1.4
Ealing	14.3	6.2	9.2
Boston	2.1	1.9	0.2
Coventry	6.2	3.2	5.2
Wolverhampton	2.5	1.1	1.4

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Reasons for the difference

- ▶ ONS

- ▶ 'Counts of new people joining administrative sourcesare known to differ from estimates of long-term migration based on the IPS'

'Much of this difference is thought to relate to administrative sources covering moves made for shorter lengths of stay than [that] used by ONS to define a long-term migrant'

(source : 'A Reconciliation Exercise between IPS Based Estimates of International Immigration and Counts from Administrative Sources'. At <http://www.statistics.gov.uk/about/data/methodology/specific/population/future/imps/updates/default.asp>)

Short-term migrants

Stock of short-term migrants England and Wales (thousands)

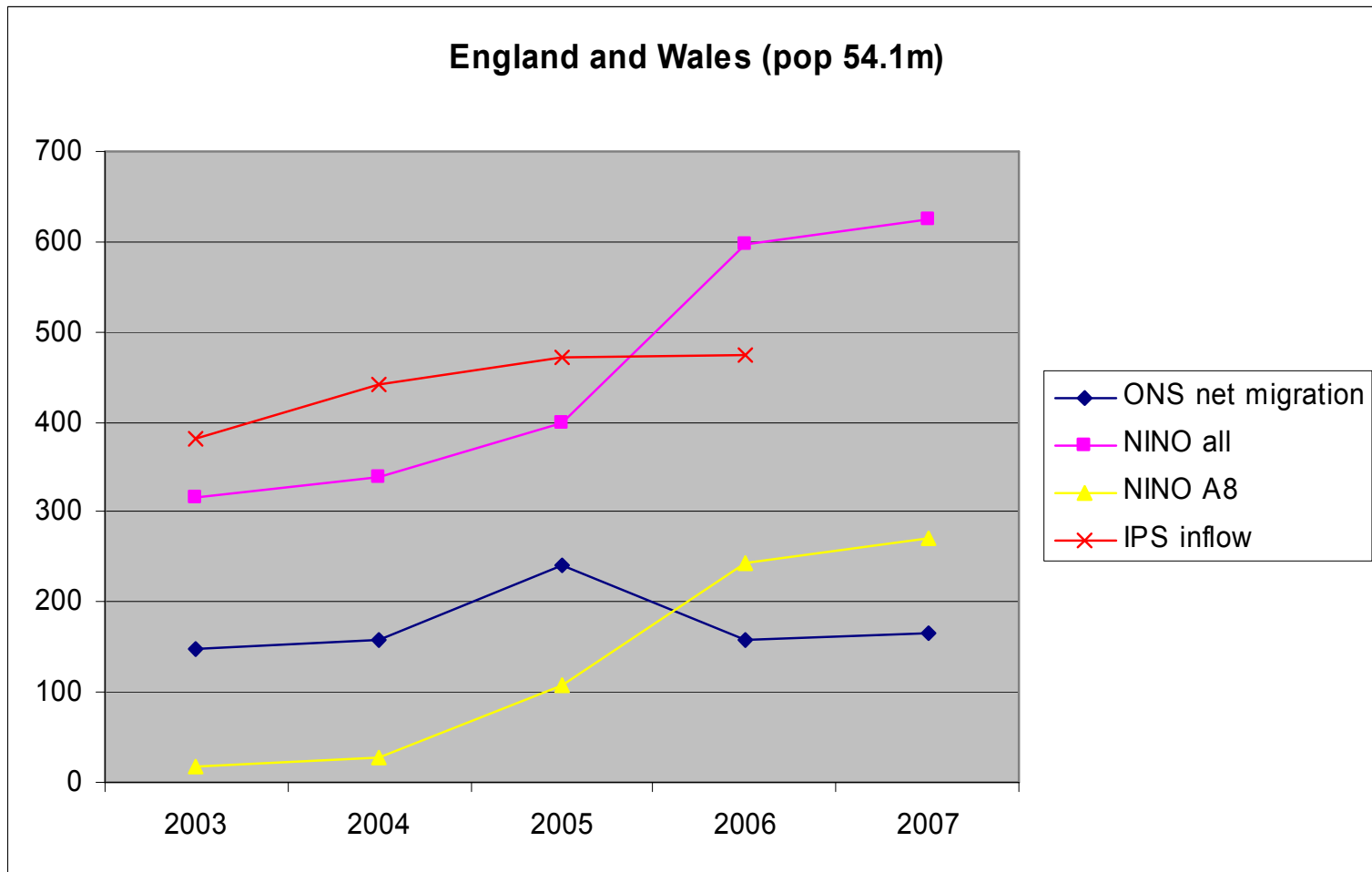
length of stay	<hr/>	
	3-12 months	1-12 months
In-stock	134	259
Out-stock	164	422

In-stock : visitors from abroad temporarily in England and Wales

Out-stock : residents of England and Wales temporarily abroad

Source : ONS

England and Wales sources



Short-term migrants

- ▶ If the increase in NI No is almost entirely due to short-term migrants, then the patterns among A8 registrations must be radically different from others.
- ▶ The 'short-term migrant' defence is a technical one – authorities may still have to provide services.
- ▶ If a short-term migrant is re-entering the country to work for a second or subsequent time, they will not have to re-register for a NI No.
- ▶ The pattern of behaviour among short-term migrants is complex. ONS 'visitor switching' may not account for this

Types of migrant

- ▶ CRONEM report
 - ▶ 'Class and Ethnicity – polish migrants in London' (Eade, Drinkwater and Garapich)
 - ▶ Identifies four types of migrant
 - ▶ *Storks* (20%) : annual migration patterns. Usually stay 2-6 months per year.
 - ▶ *Hamsters* (16%) : One-off visit to raise money. They may be short or long-term migrants
 - ▶ *Searchers* (42%) : Opportunistic, unpredictable, international migratory patterns.
 - ▶ *Stayers* (22%) Intend to remain in the UK.
 - ▶ Suggests that only a minority of short-term migrants entering the UK - those entering to work for the first time - will need to register for a NINo.

ONS plans : pre-2011 census

- ▶ 'Improved methods for distribution of international migration to local authority level, making use of more timely administrative data'
(UKSA response to 'Counting the Population')
- ▶ HESA data to get better full-time student information
- ▶ Short-term migrants at local authority level
- ▶ Expect to make improvements in 2008 Mid-Year estimates

- ▶ Replacement for the IPS from 2009
- ▶ Use of e-borders data

ONS plans : pre-2011 census

- ▶ Will these significantly improve the statistics pre-census?
- ▶ Use of administrative data
 - ▶ Possibly : if ONS accept that an administrative record such as a NINo registration is evidence of international inflow...
 - ▶ ... but the phrase 'improved methods for *distribution* ... to local authority level' may suggest a reluctance to accept that IPS may have undercounted migration in the period 2001-2008

ONS plans : pre-2011 census

- ▶ Will these significantly improve the statistics pre-census?
- ▶ Replacement for the IPS / e-borders
 - ▶ Not much, unless the migration figures 2001-2008 can also be improved
 - ▶ The new IPS gives better migration figures only for 2009-2011
 - ▶ It will hopefully improve statistics for 2011 onwards after calibration to a reference figure derived from the new census
- ▶ Short-term migrants
 - ▶ Will these be included either in the population estimates or in funding formulae ?

ONS plans – beyond the 2011 census

- ▶ Still under review
- ▶ An integrated population register is not planned, although census figures will be compared against a range of administrative sources

2011 and beyond

- ▶ Enumeration difficulties in 2011 may be greater than in 2001
 - ▶ Will the census give a reliable and complete baseline reference population figure?
- ▶ Population will become more mobile, harder to count, and more difficult to track between censuses
- ▶ Increased use of administrative sources may partially compensate for this, if ONS are prepared to accept them as evidence
 - ▶ Use of various inconsistent data sources is always difficult
 - ▶ An integrated population register may be the only satisfactory solution
 - ▶ A consistent and realistic treatment of short-term migrants seems essential

CACI Country of Birth Dataset

CACI updated estimates by country of birth

- ▶ What is it ?
 - ▶ A set of local area statistics giving estimates of population by place of birth updated to 2007
 - ▶ We use available data sources to estimate an updated distribution of population by country of birth
 - ▶ An update to Census 2001 table UV008
 - ▶ Intended to identify concentrations of particular populations
 - ▶ We do not make any changes to the ONS estimates of total population

- 1 UK
- 2 Other Western Europe
- 3 Eastern Europe
 - 3.1 Poland
 - 3.2 Czech Republic
 - 3.3 Baltic states
 - 3.4 Hungary, Slovakia, Bulgaria
 - 3.5 Former Yugoslavia
 - 3.6 Romania
 - 3.7 Albania
 - 3.8 Turkey
 - 3.9 European countries in former USSR
- 4 Africa
 - 4.1 Congo
 - 4.2 Nigeria
 - 4.3 Kenya
 - 4.4 Zimbabwe
 - 4.5 North African countries
 - 4.6 Other African countries
- 5 Asia
 - 5.1 Iran
 - 5.2 Iraq
 - 5.3 Other Middle Eastern countries
 - 5.4 Afghanistan
 - 5.5 Bangladesh
 - 5.6 India
 - 5.7 Pakistan
 - 5.8 Sri Lanka
 - 5.9 Other South Asian countries
 - 5.10 China
 - 5.11 Malaysia
 - 5.12 Singapore
 - 5.13 Other Far Eastern countries
 - 5.14 Asian countries in former USSR
- 6 North America
 - 6.1 Jamaica
 - 6.2 Other Caribbean & West Indies
 - 6.3 Other North American countries
- 7 South America
- 8 Australia, NZ & Oceania

Methodology

1. International in-migration estimates at local authority level from NINo data (by country of origin)
2. Spread to small areas
3. Estimate of international out-migration
4. Use the Labour Force Survey to control the figures.
5. Adjust to fit with 2007 population statistics

In-migration estimates

We use National Insurance Number (Nino) statistics from 2005/6 and 2006/7

Number of N I registrations,

- by local authority,
- split by country of origin (which we identify with country of birth)

Therefore this data is expected to indicate the area of a migrant's first job/home in the UK rather than their place of entry into the UK.

Spreading to local areas

Spread using the Acorn profile of each country of birth, based on the 2001 census.

- We assume immigrants will live in similar neighbourhoods to the existing populations from their country.

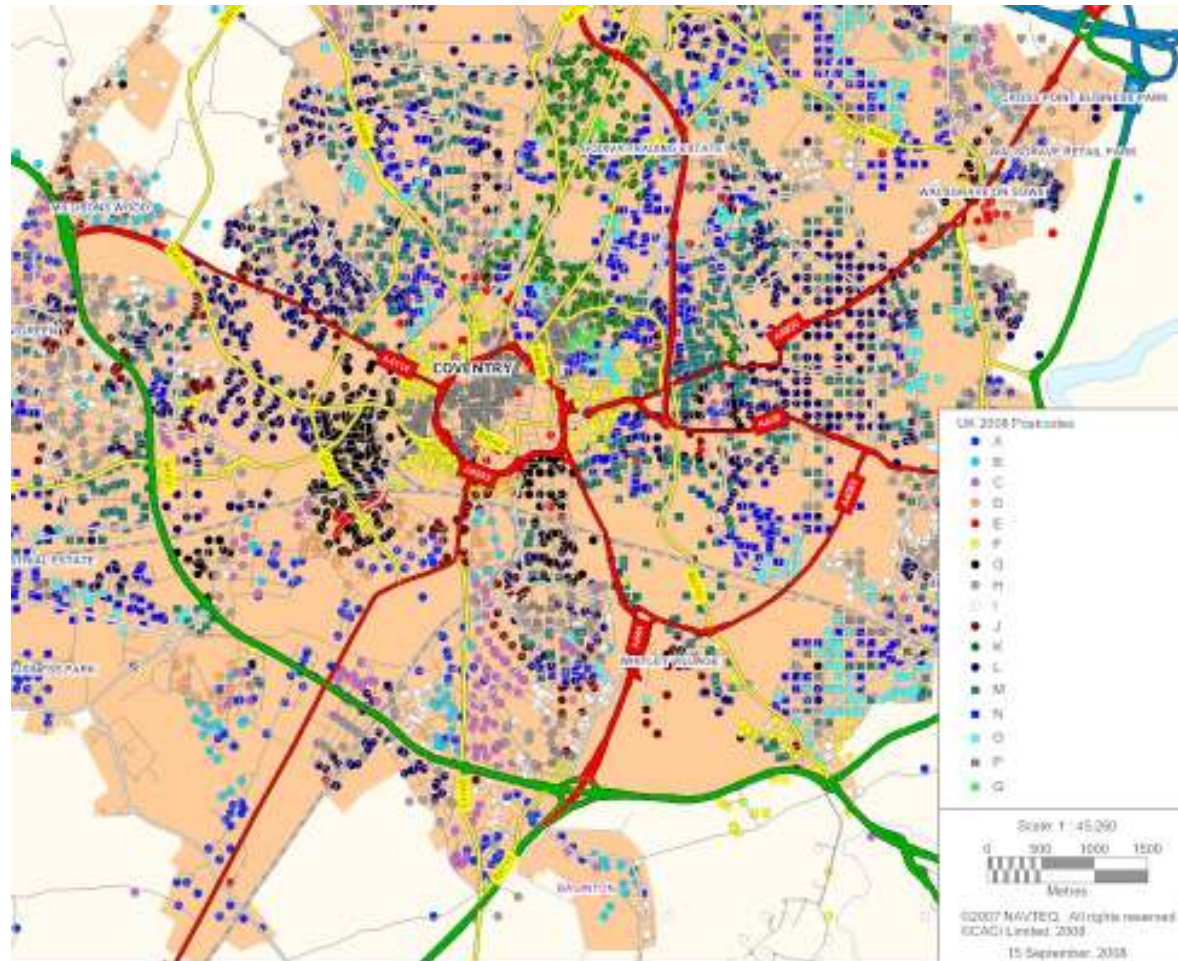
Some LA's had little or no population born in an A8 country in 2001.

- In these cases we spread using a profile of Eastern European names from the Consumer Register.
- We assume migrants will live in similar neighbourhoods to established populations that appear on the voters roll or other files, or populations which were present in 2001

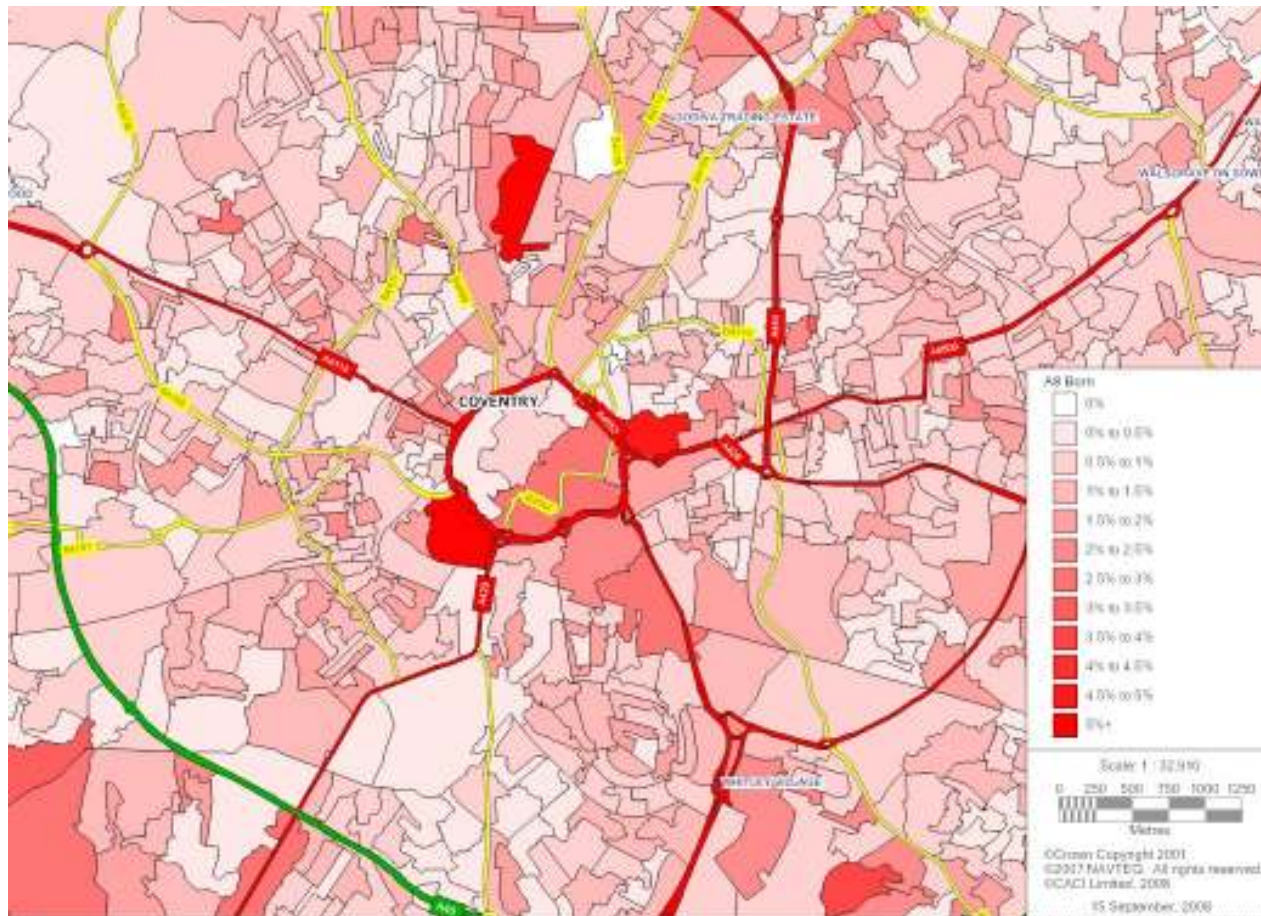
Controls

- ▶ Using the Labour Force survey gives a control figure, by Region, for the total number of non-UK born people
- ▶ It also gives controls by
 - ▶ UK born,
 - ▶ non-UK white,
 - ▶ non-UK other
- ▶ We use these as approximate controls for the detailed country of birth categories. We assume
 - ▶ Non UK born - white ethnicity, corresponds to people originating in Western Europe, Eastern Europe, North America, Australia, New Zealand and Oceania.
 - ▶ Non UK born- other ethnicity, corresponds to people originating in Africa, Asia and South America.
 - ▶ We realise that a significant proportion of migrants from these countries will have white ethnicity, but this appears to be the best approximation available.
 - ▶ The counts of migrant workers from those countries where white ethnicity is most likely, such as South Africa or Zimbabwe, are relatively small compared to those from other countries.

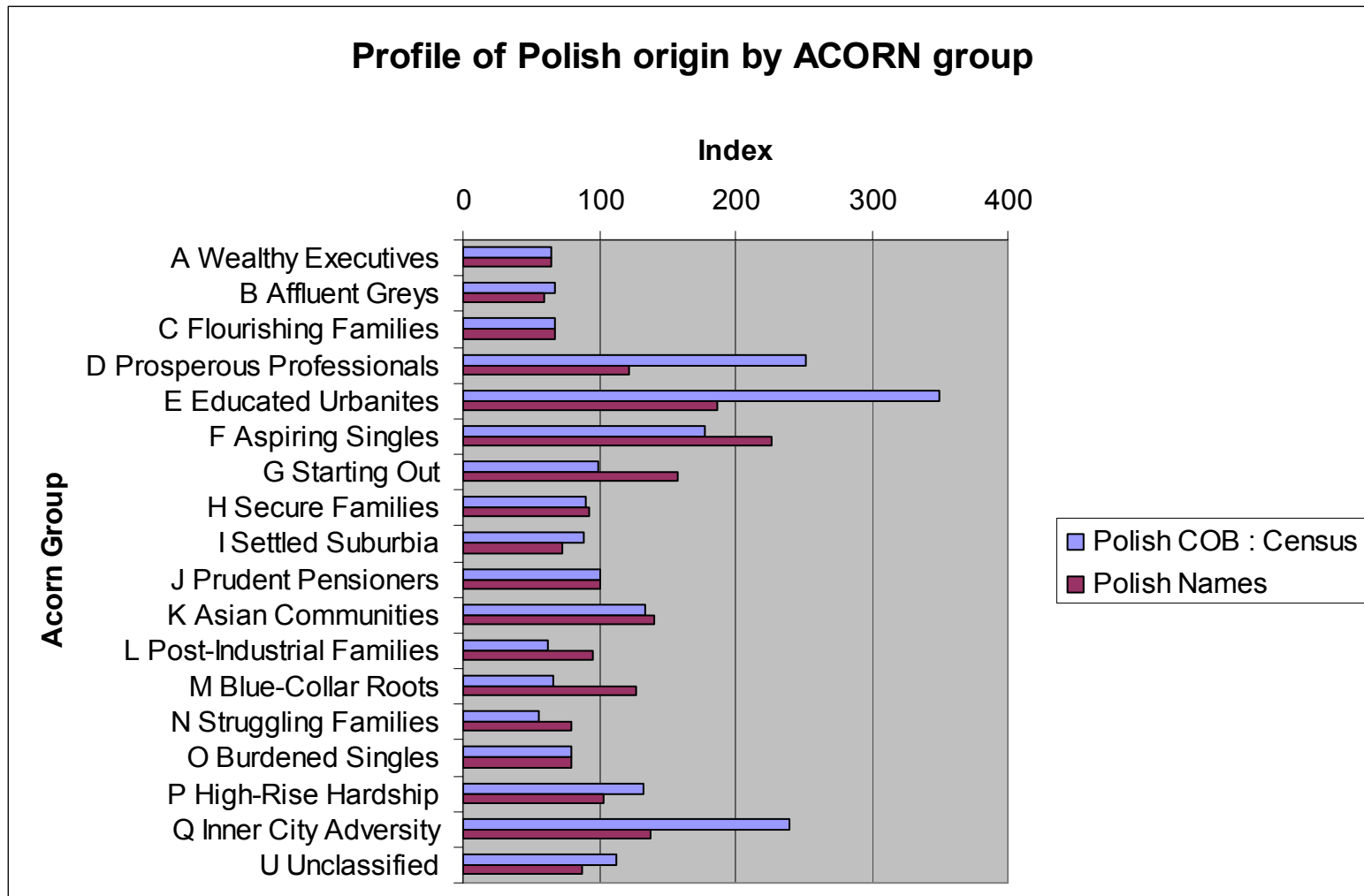
Coventry - ACORN



Coventry – A8 country of birth



Spreading population to local areas



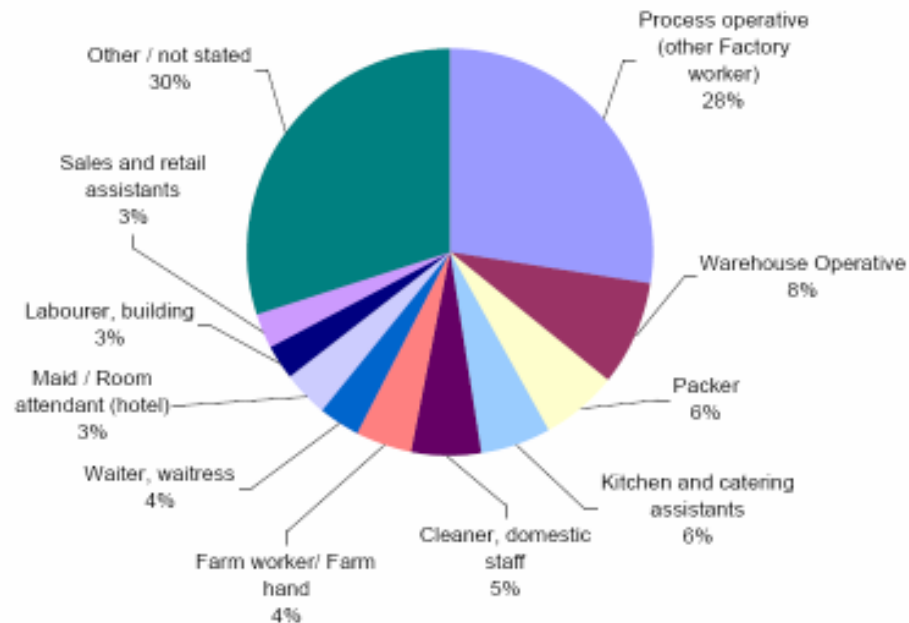
Spreading population to local areas

- ▶ Research issues
 - ▶ Residence areas of existing Polish population captured on the census, or on the CACI Consumer Register, indicates high levels of presence in some upmarket urban areas.
 - ▶ Spreading of new A8 migrant population according to these patterns may have led to population being over-allocated to some affluent areas.

Occupation of registered workers

6. Occupations⁷ in which registered workers are employed

Figure 6 – Top 10 occupations in which registered workers are employed, July 2004 - June 2008 (May/June 2004 data not available)



Source : UK Borders Agency, Accession Monitoring Report

Summary

- ▶ International migration has been undercounted in the period 2001-2007, and there are few positive signs that an effective retrospective correction will be made before the publication of the 2011 census
- ▶ Population totals may remain contentious after the 2011 census in the absence of an integrated population statistics system
- ▶ Some useful independent work, such as updates to country-of-birth estimates, can be made in the meantime.