

National Insurance registrations by A8 nationals A surrogate for short-term migration?

**Table 1: NINO Registrations by Country of Origin: 2002/03 & 2005/06:
England and London**

	ENGLAND		LONDON	
	2002/03	2005/06	2002/03	2005/06
ALL	308980	578830	148020	235640
EU15	62140	82750	29880	42610
A8	10810	227420	7150	61450
Cyprus/Malta	500	1610	160	860
Bulgaria/Romania	5690	4830	3780	1750
Other Europe	14640	14930	7800	7120
Old Commonwealth + USA	48740	62660	26760	37330
South Asia	51920	76030	21610	34270
Rest of World	114540	108600	50880	50250
EU15 + A8	72950	310170	37030	104060
ALL less A8	298170	351410	140870	174190

This *Update* looks at data released last year by DWP relating to National Insurance numbers (NINOs) issued to overseas nationals (see *DMAG Briefing 2006/24*) and makes comparisons with ONS estimates of long-term international migration to draw conclusions about short-term migration. Over three years from 2002/03 to 2005/06 the number of NINOs issued to overseas nationals in England rose by 270 thousand, reaching 579 thousand. London accounted for 88 thousand (32 per cent) of the increase. Recent data for the UK shows that registrations rose by another 51 thousand to reach 713 thousand in 2006/07. The LA distribution of this total is due to be released in mid-August.

The vast majority of the increase in England was from the A8 countries, that is the eight Eastern European countries that joined the EU in May 2004. Their numbers, amounting to 217 thousand, accounted for 80 per cent of the total increase. Other significant increases were seen from South Asia (24 thousand or 9 per cent) and the EU15 (21 thousand or 8 per cent). Small declines were recorded for Bulgaria/Romania and the Rest of the World. In terms of the percentage increase from the base year (2002/03) the growth of registrations from A8 countries was phenomenal at over 2000 per cent.

**Table 2: NINO Registrations by Country of Origin: 2002/03 & 2005/06:
England and London: Changes**

	Change		% Change	
	ENGLAND	LONDON	ENGLAND	LONDON
ALL	269850	87620	87.34	59.19
EU15	20610	12730	33.17	42.60
A8	216610	54300	2003.79	759.44
Cyprus/Malta	1110	700	222.00	437.50
Bulgaria/Romania	-860	-2030	-15.11	-53.70
Other Europe	290	-680	1.98	-8.72
Old Commonwealth + USA	13920	10570	28.56	39.50
South Asia	24110	12660	46.44	58.58
Rest of World	-5940	-630	-5.19	-1.24
EU15 + A8	237220	67030	325.18	181.02
ALL less A8	53240	33320	17.86	23.65

The increase in NINO registrations in London was spread more widely amongst origins, with 54 thousand (62 per cent) from the A8, 13 thousand (15 per cent) from the EU15, 13 thousand (14 per cent) from South Asia and 11 thousand (12 per cent) from the Old Commonwealth together with USA. The percentage growth from A8 countries was modest compared to England as a whole, but still in excess of 750 per cent.

For all origins other than the A8 countries, London accounted for 63 per cent of the national increase of 53 thousand over the three-year period. This may be compared to 25 per cent of the increase from A8 countries.

At the local authority level the number of registrations in 2005/06 show a polarised pattern. Table 3 shows the twenty local authorities with the highest numbers of new NINO registrations: only four were outside London, with the highest non-London authority being Birmingham, England's most populous authority, at fifth. London accounted for nearly 41 per cent of all registrations and 24 local authorities each had over 1 per cent of the England total, accounting for 40 per cent of registrations.

**Table 3: Total NINO Registrations in 2005/06
(England, London and Top Twenty LAs)**

	Number	%
ENGLAND	578,830	100.00
LONDON	235,640	40.71
Ealing	15,250	2.63
Brent	15,060	2.60
Newham	14,880	2.57
Wandsworth	11,420	1.97
Birmingham	11,060	1.91
Westminster	10,960	1.89
Manchester	10,810	1.87
Hounslow	10,600	1.83
Lambeth	10,460	1.81
Tower Hamlets	10,430	1.80
Waltham Forest	9,990	1.73
Southwark	9,670	1.67
Haringey	9,580	1.66
Hammersmith and Fulham	9,410	1.63
Barnet	8,840	1.53
Camden	7,780	1.34
Hackney	7,640	1.32
Leicester	7,620	1.32
Leeds	7,190	1.24
Islington	6,790	1.17

**Table 4: A8 NINO Registrations in 2005/06
(England, London and Top Twenty LAs)**

	Number	%
ENGLAND	227,420	100.00
LONDON	61,450	27.02
Ealing	6,340	2.79
Newham	4,810	2.12
Brent	4,040	1.78
Haringey	3,980	1.75
Waltham Forest	3,930	1.73
Peterborough	3,900	1.71
Manchester	3,890	1.71
Hounslow	3,640	1.60
Birmingham	3,360	1.48
Barnet	3,200	1.41
Luton	3,140	1.38
Leicester	3,050	1.34
Southampton	3,030	1.33
Northampton	2,950	1.30
Leeds	2,840	1.25
Wandsworth	2,590	1.14
Lambeth	2,560	1.13
Coventry	2,480	1.09
Herefordshire	2,350	1.03
Hackney	2,260	0.99

Considering just new A8 registrations, Table 4 shows that ten LAs from outside London feature in the top twenty, with a spread of types of authority from large cities (Manchester and Birmingham) to regional centres (Southampton) and largely rural areas (Peterborough and Herefordshire). The greatest number of registrations in a single authority was 6,340 in Ealing. Nine London boroughs each had more than 2,500 registrations. These accounted for over 35 thousand registrations or 57 per cent of the London total. Looking at non-A8 registrations in 2005/06 the top five boroughs accounted for 28 per cent of all such registrations.

For both A8 and non-A8 registrations in London the distribution across the boroughs became more polarised than in 2002/03. Seven London boroughs have had increases of A8 registrations of over 1000 per cent and six have seen an absolute increase in excess of 2,500. Only Camden, Kensington & Chelsea and Westminster had increases of less than 500 per cent but even in these three boroughs there was a gross increase of 2,200.

Outside London in 2005/06 eight authorities registered more than 2,500 A8 nationals, each having had fewer than 100 registrations in 2002/03. While most were large cities the highest number of new registrations was in Peterborough (3,900).

**Table 5: A8 Citizens Migration 2003 to 2005
United Kingdom: thousands**

	Inflow	Outflow	Net Flow
2003 2nd Half	5	7	-2
2004 1st Half	15	3	12
2003-04	20	10	10
2004 2nd Half	37	-	37
2004	52	4	49
2005 1st Half	41	3	38
2004-05	78	4	74
2005 2nd Half	39	12	27
2005	80	16	64

Source: ONS International Migration MN32 Tables 1.3, 2.1a, 2.1b.

A8 registrants in England have far outstripped the number of new long-term immigrants from A8 countries to the UK. Table 5 shows recent flows of long-term migrants, mostly based on the International Passenger Survey (IPS). The inflow grew quickly after accession, reaching 41 thousand in the first half of 2005 and 80 thousand in the whole of 2005. NINO registrants have frequently arrived in the UK in years prior to the year of registration, however since A8 accession the percentage registering in the year of arrival has increased from 34 per cent in 2002/03 to 50 per cent in 2005/06 and to 57 per cent in 2006/07 (Source: *National Insurance Number Allocations to Overseas Nationals Entering the UK: 2006/07*: DWP, 2007).

**Table 6: A12 NINO Registrations and A8 Migration
2000/01 to 2006/07: United Kingdom: thousands**

	NINO Year of Arrival	NINO Year of Registration	Migration Inflow (A8 only)
2000/01	15	-	-
2001/02	20	-	-
2002/03	29	18	-
2003/04	52	29	20
2004	-	-	52
2004/05	198	119	78
2005	-	-	80
2005/06	262*	277	-
2006/07	-	321	-

* incomplete

Sources: ONS International Migration MN32 Tables 1.3, 2.1a.

DWP: National Insurance Number Allocations to Overseas Nationals Entering the UK: 2006/07 Tables 2, 6

Table 6 compares NINO registration from all twelve recent EU Accession countries, mainly the A8, with the A8 inflows as presented in Table 5. Whether the year of arrival or the year of registration is taken, the NINO flows far outweigh the 'official' migration estimates that feed into local authority mid-year estimates. In 2004/05 'arrivals' exceeded the migration inflow by 120 thousand. This figure is likely to be dwarfed when migration data and final NINO data for 2005/06 arrivals are available. If past trends in year of arrival / year of registration are a guide there may be a further 40 thousand A12 registrations based on arrivals in 2005/06 in the two years 2007/08 and 2008/09.

It is possible that the gross migration inflow from A8 to the UK in 2005/06 will remain around 80 thousand while the A12 NINO registrants amounted to 277 thousand out of a total of over 300 thousand A12 citizens who came to the UK in 2005/06 and who may register for a NINO by 2008/09. The difference in these three figures may be mainly accounted for by short-term migration. The international migration inflows are largely based upon the International Passenger Survey, which relies upon the stated intent of respondents to remain for 12 months or more in the UK. The issue of a National Insurance number does not have this restriction, therefore as many as 200 thousand A8 registrants in 2005/06 may have been intending to be present in the UK for less than a year. To illustrate the potential impact, if 200 thousand short-term migrants arrive in the UK and each stays for six months at any time there will be about 100 thousand short-term migrants in the country. Whether an average of six months is realistic is another unknown factor. There is, therefore, a very significant, but unquantified, A8 population in the country that, by definition, cannot be assigned to local authorities in the mid-year estimates.

As the short-term migrants are not counted in the estimates they are also not considered in ONS national or subnational population projections. Since the subnational population projections are used to allocate local authority Revenue Support Grant the numbers of short-term A8 migrants will not influence local government funding, although by their economic activity they are adding to the gross national product and paying income taxes and national insurance contributions. Any burdens that the A8 short-term migrants are placing on local services will not be spread evenly around the country. As Table 4 shows the distribution, while being widespread, is focussed on particular areas, some of which have not received significant international migration in the past. In 2005/06 every local authority in England had some A8 registration. Only 39 authorities, out of 354, had fewer than a hundred while 63 had more than a thousand. The impact of the A8 registration can be seen in the 159 authorities where they account for half or more of all new overseas NINO registrations. In 21 authorities they account for more than 75 per cent with the peak being 90 per cent in Corby.

There is no conclusive evidence as to whether the NINO registrants intend to remain in England for the short-term (less than 12 months) or the long-term. Nor is it known to what extent intentions are realised or altered. It is clear that the ONS mid-2005 population estimates account for no more than a small proportion of their numbers, particularly of A8 citizens, and the mid-2004 estimates, the base for the projections on which local authority funding will be based, will contain virtually none.

If the majority of A8 NINO registrants are short-term migrants there is no further NINO evidence as to how long an individual intends to remain in the UK or actually stays in the UK. If they are short-term migrants all the evidence points to there being a turnover effect of replacement by other A8 migrants since mid-2004. In fact the impact is not just replacement as numbers of new A8 registrations have risen annually. Since January 2007 the new Accession countries of Bulgaria and Romania have helped to maintain the rising flow.

More needs to be known about the use of National Insurance numbers issued to non-UK nationals. For example, information on how long the numbers remain active will help to gauge the impact of potential return or onward migration from the UK. By interviewing people leaving the UK the IPS can be used to measure the difference between intended and actual length of stay by purpose of stay (ie employment or study) to assist in estimating stocks of short-term migrants.

Between 2002/03 and 2005/06 there were also significant increases in NINO registrations from the EU15, the Old Commonwealth & USA and South Asia. However the combined total of registrations in 2005/06 was, at 221 thousand, less than those from the A8 and the growth in the flows over three years amounted to just 59 thousand, about 36 per cent. Those from the EU15 and the Old Commonwealth/USA will be a continuation of the well-established mix of long-term migrants (including students) and short-term migrants, while those from South Asia are most likely to be long-term migrants.

While NINO registration data become available within a few months, the estimates of international migration for 2007 are not expected to emerge until late 2008 as an ONS *First Release* and not be fully reported until Spring 2009 in the ONS publication *MN34: International Migration: 2007*. The full impact of the accession of Bulgaria and Romania on the NINO data and international migration flow data is yet to be seen. Meanwhile, whilst waiting for improved data, the following conclusions may be drawn:

- the difference between A8 NINO registrations and international long-term migration inflows gives some idea of the annual inflows of short-term migrants, and
- the annual A8 registrations give the only indication of the distribution of short-term migrants amongst local authorities.

Appendix Table: NINO Registrations of non-UK Nationals. 2005/06 London boroughs.

	ALL	% of England	% of London	A8	% of England	% of London
England	578,830	100.00	-	227,420	100.00	-
City of London	530	0.09	0.22	20	0.01	0.03
Barking & Dagenham	3,200	0.55	1.36	820	0.36	1.33
Barnet	8,840	1.53	3.75	3,200	1.41	5.21
Bexley	1,410	0.24	0.60	290	0.13	0.47
Brent	15,060	2.60	6.39	4,040	1.78	6.57
Bromley	2,130	0.37	0.90	580	0.26	0.94
Camden	7,780	1.34	3.30	970	0.43	1.58
Croydon	5,900	1.02	2.50	1,280	0.56	2.08
Ealing	15,250	2.63	6.47	6,340	2.79	10.32
Enfield	5,030	0.87	2.13	1,420	0.62	2.31
Greenwich	5,700	0.98	2.42	1,270	0.56	2.07
Hackney	7,640	1.32	3.24	2,260	0.99	3.68
Hammersmith & Fulham	9,410	1.63	3.99	1,800	0.79	2.93
Haringey	9,580	1.66	4.07	3,980	1.75	6.48
Harrow	5,070	0.88	2.15	1,160	0.51	1.89
Havering	1,100	0.19	0.47	310	0.14	0.50
Hillingdon	4,320	0.75	1.83	970	0.43	1.58
Hounslow	10,600	1.83	4.50	3,640	1.60	5.92
Islington	6,790	1.17	2.88	1,220	0.54	1.99
Kensington & Chelsea	6,460	1.12	2.74	620	0.27	1.01
Kingston upon Thames	2,830	0.49	1.20	710	0.31	1.16
Lambeth	10,460	1.81	4.44	2,560	1.13	4.17
Lewisham	6,770	1.17	2.87	1,580	0.69	2.57
Merton	6,470	1.12	2.75	1,650	0.73	2.69
Newham	14,880	2.57	6.31	4,810	2.12	7.83
Redbridge	5,320	0.92	2.26	1,240	0.55	2.02
Richmond upon Thames	2,960	0.51	1.26	760	0.33	1.24
Southwark	9,670	1.67	4.10	1,780	0.78	2.90
Sutton	1,680	0.29	0.71	440	0.19	0.72
Tower Hamlets	10,430	1.80	4.43	2,090	0.92	3.40
Waltham Forest	9,990	1.73	4.24	3,930	1.73	6.40
Wandsworth	11,420	1.97	4.85	2,590	1.14	4.21
Westminster	10,960	1.89	4.65	1,120	0.49	1.82
London	235,640	40.71	100.00	61,450	27.02	100.00

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