

# A resource guide on local migration statistics

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Prepared for the Local Government Association

by Anne E. Green, David Owen and Duncan Adam

Institute for Employment Research  
University of Warwick,  
Coventry CV4 7AL

Tel: 02476 524113  
Fax: 02476 524241  
Email: [Anne.Green@warwick.ac.uk](mailto:Anne.Green@warwick.ac.uk)

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## Glossary

A2	'Accession 2' countries which entered the EU in January 2007- Bulgaria and Romania
A8	'Accession 8' – the Eastern European countries which joined the EU in May 2004: Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Slovakia, Slovenia
APS	Annual Population Survey
CAMS	Controlled Access Microdata Sample
CCS	Census Coverage Survey
CLG	Department for Communities and Local Government
DCSF	Department for Children, Schools and Families
DEFRA	Department for Environment, Food and Rural Affairs
DWP	Department for Work and Pensions
EEA	European Economic Area – European Union plus Iceland, Liechtenstein and Norway
ESOL	English for Speakers of Other Languages
ESRC	Economic and Social Research Council
EU	European Union - Austria, Belgium, Bulgaria, Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Luxembourg, Malta, Netherlands, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Sweden and the United Kingdom
FoI	Freedom of Information
Flag 4	Indicator on GP registration statistics showing that an individual's previous address was outside the UK
GP	General Practitioner
HE	Higher Education
HESA	Higher Education Statistics Agency
HMO	House in Multiple Occupation
HMRC	HM Revenue and Customs
IDeA	Improvement and Development Agency
IHS	Integrated Household Survey
IMPS	Improving Migration and Population Statistics
IPS	International Passenger Survey
IT	Information Technology
LFS	Labour Force Survey
LSOA	Lower Super Output Area
MAC	Migration Advisory Committee - with a membership of independent experts, its role is to advise Ministers on where migration might sensibly fill gaps in the labour market
MIF	Migration Impacts Forum - its role is to provide information on the wider impacts of migration on local communities and how best to ensure public services can respond and community cohesion be safeguarded
Net in-migration	Excess of in-migrants over out-migrants

New Commonwealth	Former British colonies in the West Indies, Africa and Asia
NINo	National Insurance number
NIRS	National Insurance Recording System
NMD	New Migrant Databank
NMG	New Migrant Geography
NPD	National Pupil Database
Nomis	National On-line Manpower Information System
Old Commonwealth	Australia, New Zealand, South Africa and Canada
ONS	Office for National Statistics
PBS	Points-Based System
PCT	Primary Care Trust
PLASC	Pupil Level Annual Census
PRDS	Patient Registration Data System
SAR	Sample of Anonymised Records
SAWS	Seasonal Agricultural Workers Scheme
SBS	Sector Based Scheme
SEEDA	South East England Development Agency
SEERA	South East England Regional Assembly
SIC	Standard Industrial Classification
SOC	Standard Occupational Classification
TIM	Total International Migration
UKBA	UK Border Agency
UN	United Nations
UPN	Unique Pupil Number
UPTAP	Understanding Population Trends and Processes
WRS	Worker Registration Scheme

# Summary

## Introduction

This guide is intended to assist local authorities and their partners in developing local population and migration estimates and trends, with particular reference to:

- the role of *international migration* and its impact on local populations;
- early warnings of trends in such migrant flows and the extent of population churn.

It is hoped that the guide will assist users by bringing local migration information together in a central place by providing:

- a critique of the value and use of official census, survey and administrative sources which can be used to inform local population and migration estimates; and
- a review of other possible sources of information and intelligence from public, voluntary and private sectors which supplement central government sources.

A focus on international migration at local level is important because such migration can have substantial *impacts on population size and composition*, on the *labour market* and on *community cohesion*. The substantial increase in international migration in recent years has presented *challenges for the provision, funding and delivery of public services at the local level*, where the resources to respond fully might not be available.

The guide is presented in three parts.

- *Part 1* addresses *the strategic importance of migration*
- *Part 2* provides details of *key sources of information and intelligence*, as well as addressing generic issues in using migration data sources
- *Part 3* provides *further information on using migration data* – including examples of the use of different data sources and links to further information and reference sources on migration.

## The strategic importance of migration

### Definitional issues

- 'Migration' is a term that is in widespread use, but is one that is inconsistently defined. Hence:
  - In comparing the results from different data sources and studies it is important to be mindful that different definitions may be used.
- The *United Nations (UN) definition* of an international '*migrant*' is someone who changes his or her country of usual residence for at least a year.
- This Guide is concerned primarily with individuals moving to (and from) the UK – i.e. people making moves across international borders. The interest here extends beyond the UN definition noted above to include reference to subsequent moves within the UK of individuals from outside the UK and also to include moves of less than one year (i.e. shorter-term moves).

### The legislative and policy framework

- The legislative and policy framework *sets the context for legal migration to the UK and for policy responses at sub-national levels.*
- Some migrants are free to move to the UK (e.g. most European Union [EU] citizens), whereas other flows are 'managed'. Different migration streams have different characteristics.

### International migration trends

- The UK has a long history of inward (immigration) and outward (emigration) flows.
- The trend over the last decade has been one of increasing migration flows, involving a more diverse set of origins than formerly, culminating in net inward migration to the UK. Since 2004 there has been substantial in-migration from the so-called 'A8' countries of Central and Eastern Europe.
- National level trends disguise the fact that the impact of migration varies from place to place.
- Traditionally, the focus of migration studies has been on *long-term migration*. However, *short-term migration* flows and other forms of mobility are increasing in importance.

### The role of migration in demographic change

- In recent years migration has accounted for a greater proportion of population increase than natural change at UK scale.
- The majority of in-migrants to the UK are young adults.

### Migrant workers and the labour market

- Much recent attention regarding migration to the UK has focused on migrant workers – particularly those from Central and Eastern Europe.
- Migrant workers are not evenly distributed across sectors and occupations. Sectors with a relatively high concentration of migrant workers include agriculture, manufacturing, construction, hotels & restaurants and health & social work.
- Changing economic conditions in the UK, in alternative destination countries and in migrants' countries of origin may make migration to the UK a more or less attractive proposition in future.

### Understanding local migration in a broader structural context

- While users of local migration statistics working in local government will have a primary interest in issues relating to migration to and from their local authority area, in order to enrich insights into migration at a local level it is important to understand *the role the local area plays in the broader urban and regional migration system*. Some local areas may act as 'gateway' or 'reception' areas through which many migrants pass when they enter the UK, prior to moving on to local areas elsewhere. Others may act largely as destination areas for secondary moves once international migrants are in the UK and may have larger proportions of migrants intending to settle on a long-term or permanent basis.
- In some local areas it is necessary to take account of 'special groups' – such as *students* and *armed forces* personnel – when studying migration.
- Different data sources will yield different trends in different types of area.

- The *historical experience of migration* in a particular local area may be an important factor in understanding how that local area deals with migrants.

### Looking forward

- Some insights into likely *future trends in migration* and *possible futures* are useful.
- Understanding *migrant intentions* is important here.
- While forecasts and projections may be useful in providing some indication of possible numbers of migrants under different assumptions, there is also a role for generating *scenarios* to help provide awareness of a range of possible futures.

## The strategic importance of migration

### Introduction

- Currently, *there is no single data source that provides comprehensive information on migration at national, regional and local levels*. Inadequacies in data sources have been recognised by Government and the Office for National Statistics is working towards improvements in the timeliness and robustness of migration and population statistics through the *Improving migration and population statistics (IMPS) programme*.
- In the meantime, it is necessary for users to *refer to a variety of sources to gain as full a picture as possible*.
- *Official data* from censuses and surveys and from government administrative sources (such as the National Insurance numbers) are key sources of information on local migration because a standard methodology is adopted to provide a *consistent overview across local areas*. This enables comparisons to be made between local areas.
- To obviate shortcomings of official statistics and administrative data on migration some users supplement official data with *information from local surveys and records* in order to fill gaps in knowledge, in order to build up a picture of the migrant population in the local area and to inform service development. While such information may be useful for a particular local area, it is important to keep in mind that *results are likely to be inconsistent across areas because of the adoption of different methodologies in different studies*.
- Useful *intelligence* - particularly about emerging trends – may be gained from key stakeholders, private and third sector organisations, migrant support groups, employers, labour market intermediaries, migrant workers within the local authority workforce, etc.
- Hence:
  - *To derive as complete a picture as possible it is necessary to use whatever sources are to hand* (i.e. official data, administrative data, local surveys, intelligence from third parties, etc) *and to triangulate* (i.e. bring together) *the findings*. Each source of information and intelligence has its advantages and disadvantages.

### Generic issues in using migration data sources

- Different data sources yield different local migration counts and trends. Therefore:
  - When using information from different sources and preparing reports on migration issues *it is important to establish and to report the definition of 'migrant' being used and the coverage of the information source in question* – i.e. who is included and who is not.



- There is an important difference between the *stock* of migrants (i.e. the number of migrants in a local area at a particular snapshot in time) and *flows* of migrants (both into a local area [i.e. in-flows] and out of a local area [i.e. out-flows]). Both *stocks* of migrants and *flows* of migrants are of interest from a policy perspective.
- Full analysis of migration requires information on people both entering and leaving an area. In general, *available statistics on migration at local level are better indicators of in-flows than out-flows*.
- There are differences in the geographical bases used by data sets. This means that:
  - When interpreting and making use of migration statistics at local level *it is important to be aware of whether data are recorded on a residence- or workplace-basis*.
- Likewise the role that a local area plays in the broader functional economic system needs to be taken into account. Hence, it is likely to be *informative to look at migration trends for a particular local area alongside trends in neighbouring areas*.
- Changes to migration policy, legislation and associated recording systems have a knock-on effect on data production and availability. Likewise there are ongoing attempts to improve migration statistics:
  - *Migration data sources are dynamic*. Information currently available may not be available in the future and new information sources are likely to emerge. Hence *it is important to keep abreast of new developments*.

### ONS statistics on international migration

- The *International Passenger Survey (IPS)* is the only source which measures flows of people entering and leaving the UK, and it therefore is the key source of information in the ONS estimates of international migration.
- The ONS makes estimates of *Total International Migration (TIM)*. This series provides the most accurate estimates of long-term immigration and emigration at a national level.

### 'Official' Census and Survey sources

- Censuses and surveys are key sources of population data. Census and survey sources only find international migrants who have stayed long enough to participate in the Census or survey, and both tend to be *poor at including the most mobile populations*. They *cannot identify migrants who have left the UK*.
- The decennial *Census of Population* is the most comprehensive source of data on the characteristics of the population. It strives to achieve complete coverage of the UK population and it can yield detailed socio-economic information for small geographical areas.
- The key *weakness* of the Census of Population for a study of migration is that the information is *dated* and is not suitable for measuring short-term trends. The most recent data from the Census is for *April 2001*.
- Planning for the *2011 Census* is now in an advanced stage. Research has also been undertaken to inform possible new Census questions on short-term migration and intended length of stay.
- The *Labour Force Survey (LFS)* can identify migrants on the basis of change of address, country of origin or nationality.

- Overall:
  - The LFS is a key source for examining migrants (especially labour migrants) to (but not from) the UK at national and regional levels and for examining their distribution and characteristics vis-à-vis other workers. However, its coverage of short-term migrants is weaker than that of long-term migrants and analyses for less populous spatial units are less reliable than those for larger areas.

### Administrative sources

- Administrative sources provide *up-to-date information at local level* on some migrants as they register to comply with particular regulations. Most of the administrative data sources only record registration onto a scheme and *do not identify when a person leaves the UK*.
- **National Insurance numbers (NINos) allocated to overseas nationals** provide information on all non-UK nationals working legally. Information is recorded on *age, gender and nationality* on an annual basis at *local authority level* (predominantly on a residence basis).
- The number of NINos allocated to overseas nationals in a local authority area should provide a good indication of the number of overseas persons arriving to work. However, it provides no information on out-migration and illegal migrants are not covered.
- The **Worker Registration Scheme (WRS)** covers citizens of the eight ('A8') Central and Eastern European countries (the Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Slovakia and Slovenia) which became Member States of the EU in May 2004 who register to work as employees in the UK. Self-employed workers are *not* required to register and an unknown number of migrant workers do not register. The WRS provides data on *nationality* (note coverage is for A8 countries only), *age, gender, wage rate, sector, occupation, hours worked*, whether work is *temporary or permanent, planned duration of stay* and *dependants* from the *initial* application of registered. *Local authority level* data can be accessed. The data are available on a *quarterly* basis.
- Local authority level data are derived from the postcode of the employer (or the business address of the agency which employs them); hence the WRS provides data on migrants (largely, but not exclusively) on a *workplace* basis.
  - *The WRS information provides a broad measure of in-migration of A8 nationals working as employees in the UK. The numbers recorded are likely to represent an under-estimate of total in-flows of A8 migrant workers because the self-employed and those who are working illegally are excluded.*
- Migrants from outside the European Economic Area are covered by **work permits** and the new **Points-Based System (PBS)**, which is being implemented from 2008. Data are available on the number of currently active work permit applications granted in each *local authority district* and the *year* in which they were made can be obtained. Since work permits are applied for by employers, the data set is *workplace-based*. The variables which can be supplied are: *gender, age, sector, occupation and nationality*.
- The **Seasonal Agricultural Workers Scheme (SAWS)** allows workers from outside the European Economic Area (EEA) to enter the UK for up to six months to undertake seasonal agricultural work for farmers and growers. From January 2008 the scheme was

exclusively for citizens of Bulgaria and Romania. Local data from SAWS can be obtained via a freedom of information request.

- Information on **international students** is collected by the Higher Education Statistics Agency (HESA). Data are available on international students by *location of the institution of study*.

### Registration and use of local services

- Certain data are collected routinely or on an *ad hoc* basis, for purposes other than establishing estimates of population, but can provide useful intelligence on population flows and change.
- The coverage of these sources is partial and information provided might only be a proxy for migration. Measurements of 'migration' by these sources will vary in accordance with the *remit of the service provided* and the *propensity of migrants to make use of that service*.
- **Migrants registering with a General Practitioner (GP)** are given *flag 4* status if the *previous address* is given as *outside the UK* (excluding the Republic of Ireland) and the time spent outside the UK is at least three months. Age and gender are recorded, but other details such as nationality and country of origin are not routinely recorded – although they are in some cases.
  - Patient Registration data (Flag 4) is a useful source in estimating international in-migration. It is particularly useful in capturing, not only the economically active, but also their dependants. It may be less useful in identifying short-term economic migrants who may choose not to register with a GP.
- **Pupil Census data** provides a count of all pupils in maintained education. The named pupil record is a statutory annual electronic return, collected on a termly basis, with a unique pupil number and includes details of age, gender, ethnicity, first language, home (full) postcode, school attendance and other contextual details.
  - The data can be used to provide intelligence on the settlement patterns of migrants with children (using a proxy of a first language other than English). Migrants without children are not covered.
- **Electoral register data** can be used to identify migrants and monitor movements into and within a local area. However, coverage is partial as not all migrants will register to vote.
- It is possible for local authorities and their partners to make imaginative use of information on **service usage** to derive intelligence about localised areas of migrant settlement, which can inform enhanced service delivery.
- Value can be added to existing information by mining the databases maintained and held by local service providers and linking them together, and using them as checks against one another.

### Commercial sources

- These sources can provide useful and timely intelligence about broad trends in migration, but are not so well suited to generating precise population and migration estimates.
- Supermarket *Tesco* is one retailer which has started work to map the concentrations of different countries of origin. Using a sample of *Clubcard* holders and by matching with

common surnames from the A8 countries, Tesco hope to identify local concentrations of people from these countries, who are resident in the UK.

- Other commercial sources may be of some use in identifying patterns of migration, but as yet they remain relatively unexplored and furthermore, any investigation of these sources may well be compromised by issues of access to the data. *Utility companies* are one obvious source of information.
- *Geodemographic classifications* have been developed by a number of market research companies in order to distil the complexity of data from the Census and other socio-economic data sources into a simple description of the characteristics of a neighbourhood. Experian has extended their Mosaic classification by developing software called *Mosaic Origins* which attempts to assign individuals to an origin country, based on family name.

### Local surveys

- *Local surveys* can provide information and intelligence on migrants' motivations, intentions and aspirations; their experience of living and working in the UK; their use of and need for services, etc.
- However, results should be *interpreted* and compared with findings from other sources *with caution* because:
  - They may not be representative of the migrant population.
  - Samples may be small and subject to considerable (unknown) sampling error.
  - The focus, coverage, sampling selection, survey methodology and questions asked differ from survey to survey.
  - Cross-sectional surveys relate to specific points in time and patterns and tendencies shown are liable to change over time.
- There is increasing interest in use of *diaries* and *blogs* for recording experiences and also *longitudinal surveys* in order to enhance understanding of transitions and associated changes in motivations, perceptions and transitions over time.

### Other sources of local intelligence

- In addition to surveys of migrants, *surveys of employers* and of *stakeholders / third party organisations* can provide useful intelligence at the local scale.
- Organisations where individuals are likely to be in a position to provide 'soft' intelligence include:
  - Local authorities
  - Trade unions
  - Employment agencies and other labour market intermediaries
  - Employers and Chambers of commerce
  - Libraries
  - Migrants' food shops
  - Citizens Advice Bureaux (CAB)
  - Churches and other faith-based organisations
  - Private landlords, housing associations and estate
  - Community groups and organisations serving new arrivals and more established migrants
  - Police and community wardens

- Fire Service
- Schools and Colleges
- Hospitals, health centres and PCTs (Primary Care Trusts)
- Transport
- To derive maximum value from these local intelligence sources they need to be used together, rather than in isolation, and to be shared amongst local partners.

### Making the most of local data

- At local level there are a number of *challenges* in maximising the use of local data sources. These include lack of recognition of the value of data held and of the benefits of data sharing; barriers to sharing individual data; lack of formal protocols for sharing data; and limited systematic use of qualitative information and intelligence.
- There is scope for overcoming some of these barriers, as work in some local authorities shows. The report highlights the work of Southampton City Council and partners in a project on ‘Developing data and intelligence’ as part of the *Improvement and Development Agency (IDeA) ‘Migration Excellence’ initiative*.

### Further information on using migration data

- The final part of the guide includes a *summary of guidance in using sources* – including key issues to consider in making an initial assessment as to the likely suitability of the data for the purpose in mind, and its associated reliability and robustness.
- Since there is no single data source which provides a comprehensive picture of migration at local level it is *good practice to refer to a range of information and intelligence sources*. While in some instances these sources will tell the same story, in other instances the details and trends may be contradictory. It is important to understand how and why such differences might arise.
- The *information base* on migration is *dynamic*. Changes in data collection and availability have implications for *time series* analyses: hence it is important to question whether any ‘break’ in trend is ‘real’ or a statistical artefact.
- Examples of *bringing key data sources* together are highlighted, including:
  - The use of information from administrative sources and local surveys to provide a picture of migration *in Herefordshire*.
  - The *New Migrant Databank* which seeks to combine alternative sources of international migration data into a common structure, providing consistent data reporting and a common view of patterns and trends at national, regional and local authority levels.
- Examples of *looking forwards* to assess the patterns and likely impacts of future migration trends include:
  - Work on generating estimates of international migrants and the demographic impact of international migration in *Cambridgeshire districts*.
  - Migrant workers ‘mini scenarios’ from Wychavon, Worcestershire.
- For *reference purposes* the report includes:
  - A checklist of links to key data sources and associated information
  - A list of selected regional and local studies on migration – including local migrant surveys and analyses of secondary data

- Selected other studies and reports – including government and select committee reports
- A list of academic and other experts
- Other networks and learning opportunities.



# Introduction

## Purpose and scope of the guide

There is no single data source from which a full understanding of the size and characteristics of local populations can be derived. Yet such information is needed by local authorities and other local public service providers to help inform the planning and delivery of efficient services, cohesion issues and local economic development.

This guide is intended to assist local authorities and their partners in developing local population and migration estimates and trends, with particular reference to:

- the role of **international migration** and its impact on local populations;
- early warnings of trends in such migrant flows and the extent of population churn.

Hence the guide does not cover all sources of local population and migration statistics.

Rather the emphasis is on **initial moves of international migrants to the UK and subsequent movements between local areas in the UK**. In doing so, the guide provides some general information about the characteristics of such migrants – from where they originate, broad age ranges, etc, that may be useful contextually in anticipating service needs.

The guide is intended for users new to the field, as well as those who are more experienced and who seek technical details about the use of specific sources of information and intelligence. It is intended for those with a strategic interest in migration issues (e.g. in a Chief Executive's Office) as well as specialists working in a research and intelligence capacity. It is hoped that the guide will assist users by bringing local migration information together in a central place by providing:

- a critique of the value and use of official census, survey and administrative sources which can be used to inform local population and migration estimates; and
- a review of other possible sources of information and intelligence from public, voluntary and private sectors which supplement central government sources.

The guide does not aim to prescribe a single method of constructing estimates of stocks or flows because different sources will have varying degrees of robustness in different areas.

## Why is a focus on international migrants at local level important?

International migration is not a new phenomenon in the UK. However, it has risen up the policy agenda in recent years and Ipsos MORI opinion polls show that for most of 2006 and 2007 immigration was the number one issue of concern to the British public – see:

<http://www.ipsos-mori.com/content/turnout/the-most-important-issues-facing-britain-today.ashx>

Net international migration has been the major influence on population change in the UK since the mid-1990s. The larger than expected substantial in-flow of migrants from central and eastern Europe after the expansion of the European Union (EU) in 2004 highlighted the importance of international migration both to local areas that had seen previous waves of international migrants, as well as to those where international migration was a new phenomenon. Although much recent emphasis has been on migration from eastern and



central Europe, migration flows from other parts of the world remain an important component of overall migration flows.

At the local level, such migration can have substantial **impacts on population size and composition**. There may also be important **impacts on the labour market**, particularly in those sectors and occupations where migrant workers tend to concentrate. Migration is also one of a number of factors that is important in **community cohesion** (i.e. enabling different groups of people to feel valued, have equality of opportunity and get on well together) – for an example from Luton see:

[http://www.luton.gov.uk/internet/Social\\_issues/Community%20cohesion](http://www.luton.gov.uk/internet/Social_issues/Community%20cohesion)

Potentially local impacts of migration may be positive or negative and misinformation about the scale and nature of such migration may trigger tensions.

The substantial increase in international migration in recent years has presented **challenges for the provision, funding and delivery of public services at the local level**, where the resources to respond fully might not be available. Hence the link between migration counts and funding is a crucial issue for local authorities and their partners. While there is growing recognition by Government of the costs and other challenges faced by public service providers in dealing with the impacts of migration (a Migration Impacts Forum [MIF] was established in 2007 to help build the evidence base for the effects that migration is having on communities and public services throughout the UK and on how these challenges can best be met and a Migration Impacts Plan setting out the Government's approach to managing the impacts of migration was published in June 2008), different types of migration flows pose different demands on services. It is therefore of paramount importance that those responsible for planning and providing services for the population at local level have access to reliable and up-to-date information on migrant flows and population change. This guide focuses on the statistical rather than on the political issues concerning information and intelligence on migration, while acknowledging that the adequacy of central government funding of local services remains a matter of contention. Indeed, in large part this is a reflection of the adequacy of migrant statistics – particularly that coverage of short-term migrants.

## Structure of the guide

The guide is presented in three parts.

**Part 1** addresses **the strategic importance of migration**. It covers:

- definitional issues (which are of particular importance in studies of migration given the range of data sources used);
- the legislative and policy framework within which migration flows take place;
- key trends in international migration;
- the role of migration in demographic change;
- the role of migrant workers in the labour market;
- the importance of considering the broader structural context of migration; and
- issues in looking forward regarding possible future trends.

This part of the guide will be of particular use to those with a strategic interest in migration issues.

**Part 2** – the main section of the guide – provides details of **key sources of information and intelligence**. As well as addressing generic issues in using migration data sources, it provides technical details of the scope, coverage, use of and developments in:

- official statistics on international migration;
- census and survey sources;
- administrative sources (e.g. National Insurance numbers, the Worker Registration scheme, Work Permits, etc);
- registration for and use of local services (e.g. GP registrations, schools, etc);
- commercial sources;
- local surveys and sources of intelligence.

This part of the guide will be of particular interest to those users seeking technical information about different sources and their limitations and potential uses. Some information on key sources is presented in tabular form in an Annex for easy reference.

**Part 3** provides **further information on using migration data**. It provides:

- a checklist of key issues in using data sources and the relative merits of different sources in providing information on migration in different places;
- examples of how different sources may be brought together;
- links to some key sources and reports; and
- a list of academic and other experts undertaking research on migration.

This part of the guide is intended as a reference guide for those with strategic and technical interests in migration.

# 1. The strategic importance of migration

This part of the guide outlines why migration is an important strategic issue – at local and sub-regional scales, as well as nationally.

## 1.1 Definitional issues

‘Migration’ is a term that is in widespread use, but is one that is inconsistently defined. It tends to be used in different ways in different contexts and in different data sets, thus posing problems for comparability between information sources. This lack of clarity adds to confusion about numbers of migrants and about the impact of migration.

- In comparing the results from different data sources and studies it is important to be mindful that different definitions may be used.

The **United Nations (UN) definition** of an international ‘**migrant**’ is someone who changes his or her country of usual residence for at least a year. However, this UN definition cannot be operationalised using some sources frequently used in studies of migration at local scale, since they include people who have moved, or intend to move, for less than a year.

In practice, ‘**country of birth**’ and ‘**nationality**’ have been used in migration studies to identify individuals moving across international borders. There are pros and cons relating to each. ‘Country of birth’ remains constant for each individual (albeit that country names [and sometimes boundaries] may change over time). ‘Nationality’ is more fluid: individuals can change their nationality and hold more than one nationality. Some UK nationals are born abroad, while some people born in the UK are foreign nationals.

***This Guide is concerned primarily with individuals moving to (and from) the UK – i.e. people making moves across international borders; (note that hereafter such individuals are referred to as ‘migrants’ rather than ‘international migrants’). The interest here extends beyond the UN definition noted above to include reference to subsequent moves within the UK of individuals from outside the UK and also to include moves of less than one year (i.e. shorter-term moves).***

## 1.2 The legislative and policy framework

The legislative and policy framework **sets the context for legal migration to the UK and for policy responses at sub-national levels**. The policy framework at EU and UK level is of particular importance, but developments at a global level in a more interconnected world economy are relevant also.

Within the EU there are simultaneous trends towards **internal liberalisation of cross-border labour mobility for EU citizens**, combined with **tightening of controls and management efforts at the external borders of Europe**. Given freedom of movement rights, the UK government has much less scope for control of movements within the EU than for migrant flows from elsewhere in the world.

Citizens of the original fifteen countries of the EU (i.e. the 'EU15') have unrestricted freedom of movement rights. These migrants are sometimes termed '**free movers**'. They form an important component of the population in some places (notably in London). **Migration from Central and Eastern Europe** rose up the policy agenda in the UK from 2004 with the accession of the so called 'A8' countries (Poland, Slovakia, the Czech Republic, Slovenia, Hungary, Latvia, Lithuania and Estonia) to the EU. The UK, Ireland and Sweden were the only Member States that chose not to impose time-limited transitional measures restricting migration from A8 countries. There were larger than projected in-flows of migrants from the A8 countries to the UK. Many local areas which had not traditionally experienced in-flows of migrants from outside the UK did so for the first time, while in other local areas with more experience of migration the size and composition of in-flows changed. Some restrictions were placed on the entry of migrants from 'A2' countries (Bulgaria and Romania) when there was a further expansion of the EU in 2007.

Historically, various schemes have been set up to manage migration to the UK to meet specific economic and sectoral requirements. These include the **Work Permit** scheme (for non European Economic Area [EEA] migrants filling specific vacancies in the UK) and other schemes focusing on specific sectors at the lower end of the labour market where posts were difficult to fill in the UK. The Government considered that over time these schemes had become unduly complex, unclear, bureaucratic and inefficient and is in the process of replacing them with a **points-based system (PBS)** - for further details see <http://www.ukba.homeoffice.gov.uk/managingborders/managingmigration/apointsbasedsystem/> to ascertain who is qualified to come to work, train or study in the UK. A **Migration Advisory Committee (MAC)** has been established to advise ministers on where migration might sensibly fill gaps in the labour market.

Some migration to the UK is prompted by geopolitical reasons. Such migrants enter the UK via the **asylum route**. The number of asylum claims to the UK rose markedly during the late 1990s, peaking in 2002. A dispersal regime to local areas mainly in the midlands, northern England and Scotland was introduced to relieve housing pressures in London and some parts of Kent. Some asylum seekers are subsequently granted **refugee** status. Reducing asylum claims and speeding up the asylum process are key policy goals of the current Government and the number of asylum seekers has fallen since 2002.

Other individuals come to the UK as **students**. Those from outside the European Economic Area (EEA) are likely to come to the UK under a student visa, although some have come under specific schemes. Another group of individuals are prompted by **family reunion** to come to the UK. Some migrants coming as students may be accompanied by family members.

**Illegal migration** occurs outside this legislative and policy framework. Such migration is difficult to measure, although some attempts have been made to do so – see: <http://www.homeoffice.gov.uk/rds/pdfs05/rdsolr2905.pdf>

As noted in the introduction, a **Migration Impacts Forum** has been established to help build the evidence base for the effects that migration is having on communities and public

services and how these challenges can best be met. The **Migration Impacts Plan** sets out the Government's approach to managing the impacts of migration on local areas and communities, including support for local service providers in managing the transitional impacts of migration (and maximising the benefits) – see:

<http://www.communities.gov.uk/publications/communities/migrationimpact>

The need for better information and intelligence to help plan for local services is recognised.

## 1.3 International migration trends

### *Historical perspective*

The UK has a long history of inward (immigration) and outward (emigration) flows. In the immediate aftermath of World War II migrants were recruited from western and eastern Europe to assist with reconstruction. With the start of the 'Cold War' and rapid economic growth in Western Europe, many employers recruited cheap and flexible labour from Ireland and the New Commonwealth (former British colonies in the West Indies, Africa and Asia) during the 1950s and early 1960s. New Commonwealth immigration reached a peak just before the first Commonwealth Immigration Act was passed in 1962. This Act largely curtailed labour migration from the West Indies, but migration from the Indian sub-continent for work and family reunification continued at a rapid rate until the early 1970s. After the mid 1970s and throughout the 1980s New Commonwealth immigration to the UK continued at a slower pace.

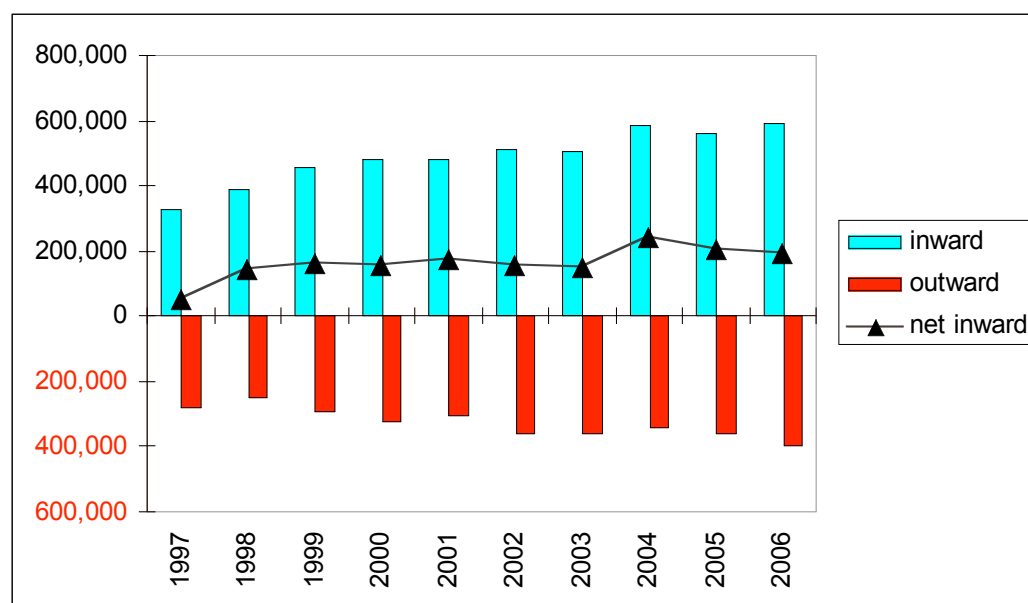
In total, over the period from the end of World War II to the early 1980s, the UK lost population each year through net migration (because of the number of emigrants to the Old Commonwealth [Australia, New Zealand, South Africa and Canada] and the USA). Since then, the UK has gained population through net international migration. The annual increase in the UK's population due to net international migration varied around 50 thousand throughout the 1980s (with considerable annual variation). For further information see:

Dobson, J., Khoser, K., McLaughlan, G. and Salt, J. (2001) International migration and the United Kingdom: Recent patterns and trends. *Home Office Occasional Paper 75*.

<http://www.homeoffice.gov.uk/rds/pdfs/occ75.pdf>

International migration steadily increased during the 1990s, with a much more diverse range of national origins. Over the period from 1997 to 2006 there was an inward flow of 4.89 million individuals and an outward flow of 3.27 million individuals, resulting in a net in-flow of 1.62 million individuals to the UK. *Figure 1* shows the trends on an annual basis. Over this period the number of both in-flows to the UK and out-flows from the UK increased, with net inward migration in each year shown.

Figure 1: International migration to and from the UK, 1997-2006



Source: ONS, Total International Migration

These national level trends disguise the fact that **migration is inherently a spatial phenomenon**. Some local areas have witnessed larger volumes and greater diversity of migrant flows than others. Hence the significance and complexion of migration stocks and flows and their impacts vary between local areas.

### Long-term and short-term flows

Traditionally, the focus of migration studies has been on long-term migration and the Office for National Statistics (ONS) has produced estimates of **long-term migration** (i.e. estimates consistent with the UN definition of arrivals of overseas residents in the UK and departures of UK residents overseas for 12 months or more). Given changing migration patterns and the increasing importance of **short-term migration** flows and other forms of mobility, there is increasing interest in measuring short-term migration in order to obtain a more complete picture of the population at local level. The ONS has a programme of work on short-term migration estimates to help fill this gap – see:

<http://www.statistics.gov.uk/imps>

The UN definitions of long-term and short-term migrants are as follows:

- **long-term migrant**: a person who moves to a country other than that of his or her usual residence for a period of at least 12 months.
- **short-term migrant**: a person who moves to a country other than that of his or her usual residence for a period of at least three months but less than a year (12 months) except in cases where movement to that country is for purposes of recreation, holiday, visits to friends and relatives, business, medical treatment or religious pilgrimage.

In practice some migrants may stay in a local area for a period of less than three months. The ONS has a programme of work to produce local estimates of short-term migration of one month or more.

The relative balance between long-term and shorter-term flows types of flows will vary between different local areas. Moreover, short-term and long-term migrants may make different demands on local services.

## 1.4 The role of migration in demographic change

### Components of population change

The change in the population between two points in time ( $C$ ) is made up of three components: the number of births ( $B$ ), the number of deaths ( $D$ ) and the net number of in-migrants (i.e. in-migrants minus out-migrants) ( $M$ ) over the period:  $C = B - D + M$ . The ONS publishes these components of annual population change for local authority districts in England and Wales as part of the annual updating of mid-year estimates of the resident population – see:

<http://www.statistics.gov.uk/statbase/Product.asp?vlnk=15106>

Both in- and out-migrants can be further broken down into international migrants and internal (within-UK) migrants – for local estimates of annual internal and international migration for local authorities in England and Wales see:

<http://www.statistics.gov.uk/StatBase/Product.asp?vlnk=15001>

Table 1 presents the components of population change for the UK for the period from 2001/2 to 2006/7; (for further technical details of the methodology used see Annex 1). This demonstrates that both natural change (the difference between births and deaths [ $B - D$ ]) and net in-migration have contributed to population increase. Over this period migration has accounted for a greater proportion of population increase than natural change at UK scale.

**Table 1: Components of population change for the UK as a whole, 2001/2 to 2006/7**

	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07
<b>Population at start of period</b>	59,113	59,323	59,557	59,846	60,238	60,587
Births	663	682	707	718	734	758
Deaths	601	605	603	591	575	571
<i>Natural change</i>	62	77	104	127	159	187
In-migration	483	512	537	599	574	605
Out-migration	334	358	352	337	385	406
<i>Net migration</i>	148	154	185	262	189	198
Other changes	0	3	0	3	1	3
<i>Net migration and other changes</i>	148	157	185	266	190	201
<i>Total change over period</i>	210	234	289	393	349	388
<b>Population at end of period</b>	<b>59,323</b>	<b>59,557</b>	<b>59,846</b>	<b>60,238</b>	<b>60,587</b>	<b>60,975</b>

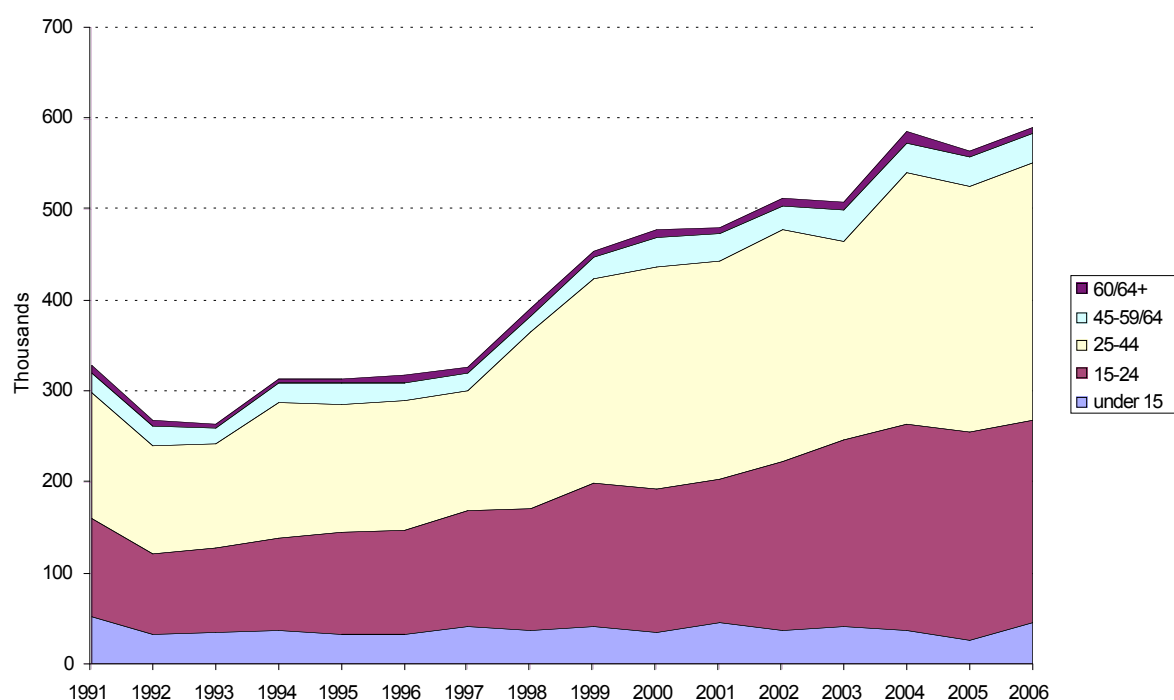
Source: <http://www.statistics.gov.uk/cci/nugget.asp?ID=950>

N.B.: Figures may not add exactly due to rounding.

### The age structure of the migrant population

Figure 2 demonstrates the predominance of young people amongst in-migrants to the UK. The great majority of in-migrants to the UK are aged between 15 and 44 years. The number of 15-24 year olds among the in-migrant total has steadily increased during this period. The age profile of migrants is such that they may be expected to make relatively few demands on the health and social care services, (although there may be some exceptions to this). However, changes in the age profile of migrant workers may mean that demands for certain services (e.g. maternity services and children's services) may increase.

**Figure 2: Age breakdown of in-migrants to the UK, 1991-2006**



Source: Office for National Statistics (2008) *International Migration*, series MN 33.

## 1.5 Migrant workers and the labour market

A number of sources provide inform about migrant workers and these are outlined in more detail in Section 2. However, it is useful to consider them in a broader economic and policy context. Much recent attention regarding migration to the UK has focused on migrant workers – particularly those from Central and Eastern Europe. Hence the economic and labour market impacts of migrant workers have been a key policy concern. It is possible for migration to have positive economic impacts, including the mitigation of labour and skills shortages, boosting employment, output and productivity growth and increasing demand for goods and services. However, it is also possible for it to have negative impacts, such as a reduction in the employment rate, increased unemployment and economic inactivity amongst the existing population, and depression of prevailing wage rates. The consensus from work to date by Government and academics is that, in general, migrant workers complement the existing local labour force rather than substitute for it. Migrants and employers are the key



'gainers' from migration in the short-term, whereas those in low-paid jobs and those directly competing with new migrants are the most vulnerable to any negative impacts.

Migrant workers are not evenly distributed across sectors and occupations. Sectors with a relatively high concentration of migrant workers include agriculture, manufacturing, construction, hotels & restaurants and health & social work. Generally migrant workers display a bi-polar occupational distribution, being concentrated in lower skilled occupations and also in professional occupations - although there are different patterns for different national groups of migrants. Those from Central and Eastern Europe, for example, have tended to concentrate in jobs at the lower end of the skills spectrum. This may be explained (at least in part) by the fact that these jobs are often hard-to-fill because of low pay and unattractive working conditions, and because barriers to entry are lower than in many other occupations. However, this does not mean that the migrants lack skills; rather, they may be working in jobs below their skills levels. A lack of proficiency in English may be one reason for this.

Changing economic conditions in the UK, in alternative destination countries and in migrants' countries of origin may make migration to the UK a more or less attractive proposition, although it is important to note that non-economic as well as economic factors play a role in migration decisions. In 2008 there is evidence that the flow of migrant workers from Central and Eastern Europe is slowing; (although it is salient to note that a reduced in-flow could be consistent with a rising stock – in the absence of out-flows). Those local areas, sectors and occupations with greatest concentration of migrant workers are likely to be particularly vulnerable to any reduction in the number of migrant workers to the UK. Hence, there is strategic interest in monitoring changes over time in the numbers, distribution and characteristics of migrant workers. Various survey and administrative sources provide information on the broad sectoral and occupational profiles of migrant workers. For information on the motivations and experiences of migrant workers it is necessary to turn to local surveys of migrants. Likewise employer surveys can provide insights into why employers engage migrant workers.

## 1.6 Understanding local migration in a broader structural context

Users of local migration statistics working in local government will have a primary interest in issues relating to migration to and from their local authority area. However, in order to enrich insights into migration at a local level it is important to understand ***the role the local area plays in the broader urban and regional migration system***. For example, some local areas may act as 'gateway' or 'reception' areas through which many migrants pass when they enter the UK, prior to moving on to local areas elsewhere. These local areas are likely to have particular concerns regarding transient populations. Successive in-flows of short-term migrants may mean that services have to be provided continuously and repeatedly to new individuals and households. Places experiencing regular short-term seasonal migration (e.g. in agriculture or in tourism) share many characteristics in common with 'gateway' or 'reception' areas. Conversely, other local areas may act largely as destination areas for secondary moves once international migrants are in the UK and may have larger proportions of migrants intending to settle on a long-term or permanent basis. Yet other local areas may

be centres for **student migration** or be characterised by concentrations of **armed forces** personnel. In these local areas particular attention needs to be taken to the treatment of these 'special groups' in population and migration analyses, as they may be covered by some data sources, but not by others.

Understanding the role that a local area plays in the broader urban and regional migration system is helpful when interpreting migrant counts from different sources because of variations in scope and coverage – i.e. which migrants are measured where. **Different data sources will yield different trends in different types of area.** The extent of coverage of particular populations by a particular data source may vary between areas because of the volume and nature of 'churn' in migrant flows. Hence it is likely to be important to look at migration trends in neighbouring local areas or the broader sub-region in order to better appreciate local trends and issues.

The **historical experience of migration** in a particular local area may be an important factor in understanding how that local area deals with migrants. Places experiencing significant migration increases for the first time may not have the institutions and experience in place to manage change. Reductions in migration flows may pose challenges for service provision, in terms of adjusting to dealing with fewer individuals.

Some local authorities and their local and sub-regional partners may take a **proactive stance** towards attracting particular migrant groups – for example, international students and/or particular groups of skilled workers. Conversely, others may **react** to prevailing trends. Whichever is the case robust local population and migration estimates are important.

## 1.7 Looking forward

Some insights into likely **future trends in migration** and **possible futures** are useful in order to build the capability of local, sub-regional and regional institutions, service providers, communities, labour markets and economies to adapt positively to change as a result of migration and population change and the opportunities and challenges that change brings.

Understanding **migrant intentions** is important here. There is evidence from local surveys of migrants that initial views about intended length of stay may change in the light of experience – some may stay for longer than initially intended, while others may stay for shorter period. Such changes in intentions confound the accuracy of migration estimates by duration of stay. The reality is that there are many ambiguities surrounding migration flows. This suggests that there are benefits from gaining insights into the sociology and psychology of moves, rather than regarding migration as a phenomenon which accords solely to macroeconomic trends.

While forecasts and projections may be useful in providing some indication of possible numbers of migrants under different assumptions, there is also a role for generating scenarios to help provide awareness of a range of possible futures.

## 2. Key sources of information and intelligence

### 2.1 Introduction

#### *Why it is necessary to refer to a variety of sources*

There is widespread recognition that the production of comprehensive and accurate migration statistics is challenging as a result of social and economic changes. At the same time policy drivers have led to a need for improvements in the accuracy and timeliness of information at local level. Currently, **there is no single data source that provides comprehensive information on migration at national, regional and local levels.**

Inadequacies in data sources have been recognised by Government as a key barrier in generating population counts and estimates of migration – see the House of Commons Treasury Committee Report in 2008 on *Counting the Population*:

<http://www.parliament.the-stationery-office.co.uk/pa/cm200708/cmselect/cmtreasy/183/183.pdf>

Lack of comprehensive data makes service and policy planning difficult. Through the **Improving migration and population statistics (IMPS) programme**:

<http://www.statistics.gov.uk/about/data/methodology/specific/population/future/imps/default.asp>

(see section 2.3 for further details), the Office for National Statistics (ONS) is working towards improvements in the timeliness and robustness of migration and population statistics, including those at local level, but it will take time for changes to be made. The statistical work programme covers improvements to migration data sources and their use in estimation. It covers entry and exit data, improved survey data and the use of administrative sources. It also includes the development of migration indicators at a local level, and measures of short-term migration. A series of improvements are being made over the lifetime of the programme. In the meantime, it is necessary for users to **refer to a variety of sources to gain as full a picture as possible.**

This resource guide is intended to complement the cross-government IMPS programme, led by ONS

#### *Information and intelligence*

This section highlights the need to bring together information (i.e. knowledge) and intelligence (i.e. understanding) to derive a picture about migration and migrants at the local scale.

**Official data** from censuses and surveys and from government administrative sources (such as the National Insurance Recording System) are key sources of information on local migration because a standard methodology is adopted to provide a **consistent overview across local areas**. This enables comparisons to be made between local areas.

The shortcomings of official statistics and administrative data on migration are such that some users supplement official data with **information from local surveys and records** in order to fill gaps in knowledge, in order to build up a picture of the migrant population in the

local area and to inform service development. Various strategies have been adopted by local authorities to collect both information and intelligence on local migration. Activities include migrant surveys, employer surveys and interviews with key stakeholders (for more details and an assessment of the strengths and weaknesses of such sources see section 2.8). While such information may be useful for a particular local area or sub-region, it is important to keep in mind that **results are likely to be inconsistent across local areas because of the adoption of different methodologies in different studies**. Information on service use may be gained from interviews with service providers. Useful **intelligence** - particularly about emerging trends – may be gained from key stakeholders, third sector organisations, migrant support groups, employers, labour market intermediaries, migrant workers within the local authority workforce, etc. This supplements information on ‘counts’ from other sources and may be used to inform policy interventions in the short-term and the development of scenarios about ‘possible future local futures’ to inform longer-term planning.

The key message for users here is that:

- **To derive as complete a picture as possible it is necessary to use whatever sources are to hand** (i.e. official data, administrative data, local surveys, intelligence from third parties, etc) **and to triangulate** (i.e. bring together) **the findings**. Each source of information and intelligence has its advantages and disadvantages.

## 2.2 Generic issues in using migration data sources

This section highlights key generic issues for users to be aware of when using different sources of information and intelligence on migration.

### **Establishing migrant definitions and the coverage of information sources**

Different data sources yield different local migration counts and trends. Hence there is a need for clarity about what is, and what is not, included in estimates from different sources.

- When using information from different sources and preparing reports on migration issues **it is important to establish and to report the definition of ‘migrant’ being used and the coverage of the information source in question** – i.e. who is included and who is not.

This is ‘good practice’, but it is also a key concern given the sensitivity of migration as a political issue.

### **‘Stocks’ and ‘flows’**

There is an important difference between:

- the **stock** of migrants – i.e. the number of migrants in a local area at a particular snapshot in time
- **flows** of migrants – both into a local area (i.e. in-flows) and out of a local area (i.e. out-flows)

- *gross flows* represent the counts of in-flows and out-flows (as shown by the columns in Figure 1);
- the *net in-flow* is the difference between gross in-flows and gross out-flows in a local area in a particular period – taking on a positive value where in-flows exceed out-flows (i.e. when there is a net gain to the stock of migrants) and a negative value where out-flows exceed in-flows (i.e. where there is a reduction in the stock of migrants); (as shown by the line in Figure 1).

Both *stocks* of migrants and *flows* of migrants are of interest from a policy perspective. Note that two local areas with similar net in-flows of migrants may have very different numbers of gross flows. Gross in-flows are of particular interest in terms of service provision because they represent potential ‘customers’ for local service providers. Moreover, even if there is little net change in the total population, new residents may need different services compared with those who have left the area.

### **In-flows and out-flows**

Full analysis of migration requires information on people both entering and leaving an area, in order that net migration can be calculated. At national level the ONS makes estimates of international migration flows to and from the UK – the Total International Migration (TIM) series - (largely) based upon data from the International Passenger Survey (IPS). These estimates are allocated to local authority districts (see section 2.3 for further details).

Likewise, at local level information on in-flows and out-flows are needed in order to gain insights into migration dynamics. In general, **available statistics on migration at local level are better indicators of in-flows than out-flows**. So while administrative and survey sources may provide a count of some migrants moving into an area (see sections 2.4 and 2.5 for further details), those moving out of the local area may not be covered. This failure to capture out-flows has implications for exercises concerned with deriving estimates of migrants in a local area because without information on out-migration, it is not possible to know how many migrants remained in a local area (or in the UK), the lengths of stay of those who have left, or to be sure about levels of net immigration and population turnover.

The ideal method of measuring migration is to trace the movement of individuals over time. This can occur where a population register exists, as in the Nordic countries, (though even in these countries researchers observe that in-flows are generally more reliable than out-flows, and illegal migrants will still be missed). The nearest equivalent in the UK is the National Health Service Central Register (NHSCR), in which re-registrations with GPs are recorded. This is used to estimate migration between local authorities within the UK and the ‘Flag 4’ element of this data set (which identifies the first registrations of overseas nationals with the NHS) has been used as an indicator of international immigration (see section 2.5 for further details about ‘Flag 4’ data).

## Residence and workplace issues

There are differences in the geographical bases used by data sets. ONS estimates are all residence-based, but administrative data sets may count individuals at their residence or workplace. For example, work permit and Worker Registration Scheme data refer to the address of the individual's employer (strictly, this may not be the same as the workplace), but National Insurance number (NINo) data are largely residence-based (referring to the best estimate of an overseas national's locality [based on postcode] at the time of applying for a National Insurance number [NINo]). Without information on the travel patterns of migrants, these sources cannot be accurately reconciled.

- When interpreting and making use of migration statistics at local level ***it is important to be aware of whether data are recorded on a residence- or workplace-basis.***

Likewise the role that a local area plays in the broader functional economic system needs to be taken into account. For example:

- Is it an area of in-commuting or out-commuting?
- Is it an area with higher educational institutions attracting international students?

Hence, it is likely to be ***informative to look at migration trends for a particular local area alongside trends in neighbouring areas.***

As patterns of movement become more complex the notion of '***usual residence***' may be ***ambiguous for some individuals*** – including seasonal workers, (foreign) students, au pairs, those with informal living arrangements, some individuals in communal establishments and people with frequently used second homes in the UK and abroad. This has implications for where individuals are 'counted' in migration statistics. For example, some individuals may register with a GP in one area, but consider that their usual residence is in another area. In some instances migrants may 'circulate' frequently between elsewhere in Europe and the UK and may be considered as 'usually resident' outside the UK but make use of services in the UK.

The ONS defines the resident population of an area as being *all people who usually live there, whatever their nationality*, including members of the UK and non-UK armed forces stationed in the UK (and their dependants resident in the UK). International migrants are only included in the ONS population estimates if their planned duration of migration is 12 months or more, while visitors and short-term migrants are excluded.

## The need for awareness of ongoing developments in data sources

***Changes to migration policy, legislation and associated recording systems have a knock-on effect on data production and availability.*** For example, the introduction of the Points-Based System (PBS) means that data on Work Permits will no longer be available in the same form as has been the case to date. Additionally, the Workers Registration Scheme (WRS) is due to be wound up in 2009.

Within ONS work is ongoing to **improve migration statistics** as part of the **Improving Migration and Population Statistics** project <http://www.statistics.gov.uk/imps>.

Key research strands include:

- using timely administrative data to improve the geographical distribution of immigration estimates;
- using HESA data to improve student migration estimation;
- development of short-term migration estimates at local authority level;
- assessing potential uses of e-borders data (as discussed below);
- refinements to methods for modelling emigration;
- work on quality measures around population estimates.

Also, there is work ongoing within the ONS 2011 Census Division on review and testing of data collection on short-term migrants with a view to consideration of inclusion of a question on short-term migration in the 2011 Census. A synthesis of this research, including the results of a postal survey on migrants' intentions to stay in the UK is due for publication in December 2008.

The key message here is that:

- Migration **data sources are dynamic**. Information currently available may not be available in the future and new information sources are likely to emerge. Hence **it is important to keep abreast of new developments**.

In the longer-term, **e-borders** has the potential to yield new information on migration. The UK Border Agency (UKBA) describe the aim of as being “to electronically collect and analyse information from carriers (including airlines, ferries and rail companies) about everyone who intends to travel to or from the UK before they travel” – see:

<http://www.bia.homeoffice.gov.uk/managingborders/technology/eborders/>

The programme is being introduced gradually from autumn 2008, and will not be complete before the middle of the next decade. There is considerable uncertainty about the type of information to be collected and made available from *the e-borders* system, but it is likely to include, at a minimum, details of age, gender and nationality. In theory, however, it should provide improved data on movements in and out of the UK (for all durations of stay). It will include the point of origin and destination of an international movement from within the UK. The Code of Practice on data sharing from e-borders mentions the provision of information to the security services and use of the data for monitoring travel trends, but nothing is said about use of the system by ONS to generate improved migration statistics. There is uncertainty about whether the Common Travel Area covering the UK and Ireland will continue to exist, or whether *e-borders* will apply to travel between the UK mainland and Northern Ireland (because it is not feasible to apply it to travel between Northern Ireland and the Irish Republic).

## 2.3 ONS statistics on international migration

### *The International Passenger Survey (IPS)*

The International Passenger Survey (IPS) is *the only source which measures flows of people entering and leaving the UK*, and it therefore is *the key source of information in the ONS estimates of international migration*. However, it was not designed primarily to derive information on international migrants, although in asking respondents about their migration intentions, the IPS identifies the duration of migration and yields information consistent with the UN definition of international migration. This subsection provides an overview of the IPS, the methodology used and an assessment of its significance for studying migration.

#### *Methodology, key details and new developments:*

The IPS is a large, multi-purpose random sample survey (via voluntary, face to face interviews lasting 3-5 minutes)<sup>1</sup> of passengers arriving at, and departing from the main UK airports, sea ports and the Channel Tunnel. Travellers on these routes make up around 90 per cent of those entering and leaving the UK. Sampling procedures are similar for each point of entry. The survey first samples time shifts or crossings, with travellers counted as they pass a particular point (e.g. passport control) and then systematically chosen at fixed intervals from a random start. The IPS sample is stratified to be representative by mode of travel (air, sea or tunnel), route and time of day. Interviewing is carried out throughout the year, with over a quarter of a million face-to-face interviews are conducted annually. This represents about 1 in every 500 passengers.<sup>2</sup>

In 2006, the overall response rate to the survey was 89 per cent. About 1.5 per cent of those sampled were migrant interviews (3,794 in total). Extra samples of migrants (termed 'migration filter shifts') are carried out on the inward (arrival) flows at Heathrow and Gatwick airports and migration filter shifts were introduced to departures for the first time in 2007. The main UK airports (Heathrow, Gatwick and Manchester) are always included in the sample, with others included in the sample if they have at least one million passengers a year passing through them. Sea routes are included or excluded based on the size of their international traffic. During 2008 the IPS was enhanced, with improved coverage (from January 2008) of some short-term migrants and (from April) the introduction of specific additional survey shifts designed to identify more international migrants at Stansted, Luton, and Manchester, in response to recent increases in flows of migrants through these airports; (however, not all migrants and ports of entry are covered in this way). ONS will introduce a new survey design in 2009 (following the recommendations of the ONS Port Survey Review) with a larger, main migration sample and a sub-sample for interviews collecting data for balance of payments and tourism statistics.

The IPS has three main *limitations for the measurement of international migration*:

- The survey does not cover all types of migration. The IPS excludes land routes between the UK and the Irish Republic. It also excludes most asylum seekers and some dependants of asylum seekers.

<sup>1</sup> The interview contains questions about passengers' country of residence (for overseas residents) or country of visit (for UK residents), the reason for their visit, etc.

<sup>2</sup> For further detail of the sampling procedure see:  
<http://www.statistics.gov.uk/STATBASE/Source.asp?vlnk=348&More=Y>



- Only a sample of migrants to or from the UK is interviewed, and because the survey typically yields data on only around 4 thousand migrants, estimates from the survey are subject to substantial uncertainty. Sampling errors are much larger for subsets of this overall total, e.g. migrants to an individual region of the UK, or from a single age group.
- Migration estimates are based on respondents' initial intentions, which may or may not accord with their final actions, both in terms of location and duration; e.g. many migrants state London as their intentional destination but may move on relatively quickly. Thus, adjustments are necessary to account for those who change their intentions; (however, these are based on small numbers of switchers captured by the IPS).

Migration data from the IPS is published annually by ONS in its International Migration (MN) series publication, and associated derived data sets. The original survey data are deposited with the UK Data Archive. **No data from the IPS are available for areas smaller than Government Office Regions and nations within the UK.** Migration estimates derived from the IPS are available as part of the ONS mid-year population estimates.

### **Total International Migration (TIM)**

The ONS makes estimates of *Total International Migration (TIM)* (based on the UN definition of long-term international migration) by adjusting data from the IPS to make its coverage of migration flows more comprehensive and to address the lack of geographical detail it provides. The TIM series provides the most accurate **estimates of long-term immigration and emigration at a national level** - for details see:

[http://www.national-statistics.org.uk/downloads/theme\\_population/MN33.pdf](http://www.national-statistics.org.uk/downloads/theme_population/MN33.pdf)

It is **periodically revised** as the estimation methodology is improved. For example, a revised method was introduced to produce new estimates for 1991 to 2001 (published in June 2003) and for 2002 onwards which introduced refinements to the estimation of migration for asylum and changes in migration intentions and resulted in a reduction in the estimated total of net international migration during the 1990s. Further refinements to the estimation of TIM are being introduced (as outlined below).

The approach takes as its starting point data from the IPS on international in- and out-migrants as defined above. The IPS collects information on the 'intended' length of stay of migrants - but this might differ from their actual behaviour. In particular, it is necessary to adjust the migration estimates for 'visitor switchers' (i.e. those who initially intended to stay for less than one year but who subsequently stay longer), and also 'migrant switchers' (i.e. those who intended to stay for more than 12 months but left within a year). The IPS data are also adjusted to take account of flows between the UK and the Republic of Ireland. Estimates of the UK-Ireland migration flow are based on data from the Irish Quarterly National Household Survey and the National Health Service Central Register and agreed between the Irish Central Statistics Office and ONS. Likewise, the IPS does not capture flows of asylum seekers, and an estimate for migration by asylum seekers based on Home Office data are added.

TIM estimates are used in the production of mid-year population estimates for local authority districts. As part of this process, TIM estimates for England and Wales as a whole are allocated to the local authority district level using a top-down estimation approach. The procedure used until recently was as follows. The first stage was to produce international migration estimates for Wales and the Government Office Regions within England. These were then apportioned to an 'intermediate geography' based on former health authorities and these estimates were then divided between the local authority districts within this intermediate geography proportionately according to the previous year's total population estimate for each local authority.

As part of the *Improving Migration and Population Statistics (IMPS)* programmes (referred to above), new methods for allocating international migration are being developed, with the aim of producing a more realistic geographical distribution of international migration and thus improved mid-year population estimates. New Migrant Geography (NMG) areas have been devised for the allocation of international in- and out- migration to local authorities. Regional-level estimates are apportioned to the NMG areas using three-year averages to smooth out annual fluctuations. The distribution of migrants from the intermediate geography to local authority districts is achieved by using separate propensity to migrate regression models for in-migrants and out-migrants. These models are estimated using a number of demographic and socio-economic indicators as independent variables, including the ethnic profile of the area and the unemployment rate. In addition, consideration is being given to use of administrative sources to provide more up-to-date information on migrants at local level. Under IMPS the local area distribution of short-term migrants (based on a 1-12 month definition) is also being investigated using a model-based approach.

## 2.4 'Official' Census and Survey sources

### *Introduction*

Censuses and surveys are key sources of population data. The strength of the decennial Census is its comprehensive coverage and potential for disaggregation to micro areas, but the elapsed time between Census dates means that it is not possible to measure short-term trends. Surveys have the potential to provide more up-to-date and detailed information on subjects of interest (e.g. the Labour Force Survey [LFS] on labour market and employment issues), but they are more limited than the Census in terms of sample size and geographical coverage.

Census and survey sources only find international migrants who have stayed long enough to participate in the Census or survey, and both tend to be poor at including the most mobile populations. They cannot identify migrants who have left the UK.

This section discusses the use of the Census of Population and LFS for migration analysis, and also provides an introduction to the new Integrated Household Survey.

## Census of Population

The most comprehensive source of data on the characteristics of the population is the **decennial** Census of Population collected by the ONS in England and Wales, and the General Register Offices for Scotland and Northern Ireland. This data source collects information on individuals and households, including their ethnicity and country of birth. The uniquely valuable feature of the Census is that it **strives to achieve complete coverage of the UK population** and to achieve this in all parts of the country. Unlike all other data sources, it can yield detailed socio-economic information for **small geographical areas** across the whole of the UK. In practice, it does not achieve the aim of complete coverage of the population, but the response rate remains well above 90 per cent, far superior to sample surveys. In order to provide a comprehensive picture of the population, the Census is adjusted for non-response, using the responses to a Census Coverage Survey (CCS) conducted soon after Census day.

The key **weakness** of the Census of Population for a study of migration is that the information is **dated** and is not suitable for measuring short-term trends. The most recent data from the Census is for **April 2001**. While this falls within the period of rapid increase of international in-migration to the UK since the mid-1990s, it **does not capture more recent migration**, such as that resulting from the accession of Central and Eastern European countries to the EU in 2004. Another drawback of the Census for migration analysis is that (since it collects data from people physically present on Census day) it provides **no information on emigrants** from the UK.

The Census can yield information on two types of migration:

- **migration in the year before the Census** - measured by change in usual address (including residence outside the UK) during the year before the Census (e.g. 2000-2001 in the case of the 2001 Census<sup>3</sup>). The Census Key Statistics, Standard Tables, Census Area Statistics Tables and Theme Tables contain one-year migration data derived from this question. Data on age, gender, marital status, household composition, ethnic group and socio-economic position of migrants are available in these outputs from the Census. The Census Special Migration Statistics (SMS) measure migration between local authority districts and all electoral wards. Each table in the SMS data details the number of migrants living in the destination area resident in each area of origin one year before the Census. There is one area code ("9999" at the local authority district level) for all people living outside the UK one year before the Census. Thus the SMS data records international in-migration, but not outward international migration (i.e. people who left the UK during the year before the Census are not counted in the Census).

<sup>3</sup> The 2001 Census of Population counted everyone 'usually resident' at an address, and asked for their usual address one year previously. Some recent migrants who did not regard themselves as 'usually resident' at the address to which the Census form was delivered may not have completed the Census form, but there is no objective evidence on this. Some short-term migrants in communal establishments may have been missed, because the definition of usual residence for communal establishments was having lived there for six months or planning to live there for six months or more. See Office for National Statistics (2005) *Quality report for England and Wales*: [http://www.statistics.gov.uk/downloads/census2001/census\\_2001\\_quality\\_report.pdf](http://www.statistics.gov.uk/downloads/census2001/census_2001_quality_report.pdf)

- **lifetime migration** – may be measured through analysis of individuals by their *country of birth*; (some analysts also use information on ‘ethnic group’, and here it is salient to note that a broad category ‘Other White’ was included in the 2001 Census). The standard cross-tabulations from the Census provide very limited detail on country of origin, due to the need to prevent release of data referring to small numbers of individuals. However, the ‘univariate statistics’ from the Census provide details of people born in around 70 separate countries, for the entire hierarchy of Census areas. Thus, this source can identify local concentrations of national groups – for exemplar information see:  
[http://news.bbc.co.uk/1/shared/spl/hi/uk/05/born\\_abroad/html/overview.stm](http://news.bbc.co.uk/1/shared/spl/hi/uk/05/born_abroad/html/overview.stm) and  
 Kyambi S. (1995) *Beyond Black and White: Mapping new immigrant communities*. London: ippr

Most Census data are published in the form of standard pre-specified tables for a hierarchy of geographical areas from the smallest geographical units (Output Areas) through electoral wards to local authority districts, to Government Office Regions and nations. Digital copies of the data are available via:

- Nomis [www.nomisweb.co.uk](http://www.nomisweb.co.uk);
- the Neighbourhood Statistics web site <http://neighbourhood.statistics.gov.uk>,
- the SCROL website in Scotland [www.scrol.gov.uk](http://www.scrol.gov.uk); and
- the Northern Ireland via NICA - <http://www.nisranew.nisra.gov.uk/census/start.html>.

SASPAC <http://www.saspac.org/> distributes the entire Census data base with copies of its software.

In addition to the standard tabular outputs from the Census, a 3 per cent sample of Census returns (the *Sample of Anonymised Records [SAR]*) is made available for further analysis in a completely anonymous form. This can be used to produce bespoke tables from the Census, but the migration data are generalised in the version of the data most readily accessible and no data for areas smaller than Government Office Regions can be extracted. A more detailed version (the *Controlled Access Microdata Sample [CAMS]*) can be accessed under conditions of strict confidentiality via the ONS Virtual Microdata Laboratory – for details of access to the SAR and CAMS see: <http://www.ccsr.ac.uk/sars/2001/>.

Another method of obtaining more detailed areas for bespoke areas is to request **commissioned tables** from the Census. These are provided (at a minimum charge of £100) by ONS Census Customer Services. A number of Commissioned Tables have been requested providing more detail on migration and country of birth (especially for London) and these can now be requested for no charge from Census Customer Services. The purchaser has exclusive use of Commissioned Tables for six months, after which they are made available for other users on request (for no charge) from Census Customer Services – for the list of Commissioned Tables which can be requested see: [http://www.statistics.gov.uk/census2001/cn\\_135.asp](http://www.statistics.gov.uk/census2001/cn_135.asp).<sup>4</sup>

<sup>4</sup> However, the description of the content of Commissioned Tables on the ONS website often does not give a clear picture of the information contained in the table. Many Commissioned Tables are also available from the SASPAC website: [http://www.saspac.org/Specially\\_Commissioned\\_Tables.html](http://www.saspac.org/Specially_Commissioned_Tables.html)

Planning for the **2011 Census** is now in an advanced stage, and Census Tests were undertaken in May 2007 to pilot the new Census questionnaire – for details see:

<http://www.ons.gov.uk/census/2011-census/2011-census-project/2007-test/index.html>

Of relevance to those studying migration are proposals for modified questions on country of birth and usual residence, the collection of information on year of entry to the UK and more precise information on people with second homes and undertaking weekly commuting.

Research has also been undertaken to inform possible Census questions on **short-term migration** and **intended length of stay**.<sup>5</sup> Answers to such questions have the potential to new information at small area level on short-term stays at a particular snapshot in time and also could provide insights into place-specific variations in intended duration of stay.

### **The Labour Force Survey (LFS)**

The most important regularly collected sources of data on the population and labour market are the quarterly *Labour Force Survey (LFS)* and the *Annual Population Survey (APS)*; (the latter includes sample boosts to the former, and hereafter the surveys will be referred to as the LFS for brevity). Each is intended to be representative of the whole population of the UK and survey weights are applied to gross up the population totals from the survey to match the most recent available mid-year population estimates.

The LFS collects details on each individual in sampled households, including demographic characteristics, detailed information on employment, skills and qualifications and the country of birth, nationality and ethnic group of each individual. For people born outside the UK, the year of entry to the UK is also recorded. In the Spring quarter, the LFS asks about location one year and three months previously. Thus, the LFS can identify migrants on the basis of change of address, country of origin or nationality, and can also classify migrants according to their length of time resident in the UK. The LFS country classification identifies over 150 individual countries. The survey collects details of the individual's previous job and economic status one year previously.

The population covered by the LFS is all people resident in private households, all persons resident in National Health Service accommodation and young people living away from the parental home in a student hall of residence or similar institution during term time; those in temporary accommodation are excluded. The sample design currently consists of about 60 thousand responding households every quarter. Each quarter's sample is made up of five 'waves', each of approximately 11 thousand private households, and each wave is interviewed in five successive quarters.

However, it is salient to note that **the most mobile elements of the population tend to be under-represented in survey and census sources**.<sup>6</sup> Reasons for the under-representation of recent migrants in the LFS include the following:

<sup>5</sup> A report on this work is due for publication in December 2008.

<sup>6</sup> The survey is least likely to contact or be answered by people living at their address for less than 12 months, people born outside the UK and people 'living in a commercial building, caravans or other mobile or temporary structures' – see *Labour Force Survey User Guide Volume 1, Chapter 9* at: [http://www.statistics.gov.uk/downloads/theme\\_labour/LFSUG\\_vol1\\_2007.pdf](http://www.statistics.gov.uk/downloads/theme_labour/LFSUG_vol1_2007.pdf)

- the LFS refreshes just one-fifth of its sample each quarter and therefore it might be expected that the survey will lag behind changes in the structure of the population; and
- the survey excludes students in halls who do not have a UK resident parent and people in most other types of communal establishments (e.g. hotels, boarding houses, hostels, mobile home sites [which may be used to house seasonal workers in agriculture and similar], etc).<sup>7</sup>

Though the ONS strongly discourages use of the LFS for less populous geographical areas because of the high degree of statistical error associated with estimates based on small numbers of observations, this problem can be reduced by aggregating data over several surveys.<sup>8</sup> (This technique can only be applied to data on country of birth, nationality or year of entry, and not to change of residence data.) The LFS has been ***used to estimate the regional labour market impact of new migration upon employment and wages*** in the East Midlands, West Midlands and South East England.<sup>9</sup>

Individual-level data from the LFS can be obtained via ESDS Government (part of the UK Data Archive) – see:

<http://www.esds.ac.uk/Government/lfs/> and  
<http://www.esds.ac.uk/government/aps/index.asp>

While the Economic and Social Data Service (ESDS) is funded primarily for the UK academic sector, it is also committed to making data available as widely as possible, and facilitating access to data to users from all sectors. Local government users can register with ESDS to access the datasets it stores, but if the purpose for which data are required is classified as being ‘commercial’, charges apply. Commercial users are also not allowed access to ESDS Government Census data sets or many international databases. There are ‘special licence’ agreements controlling the use of certain datasets, specifying who has

<sup>7</sup> For further details on these issues see Portes, J. and French, S. (2005) *The impact of free movement of workers from central and eastern Europe on the UK labour market: early evidence*, Department for Work and Pensions Working Paper No 18. Leeds: Corporate Document Services.  
<http://www.dwp.gov.uk/asd/asd5/WP18.pdf>

<sup>8</sup> The ONS guidance is that data should not be published where the standard error of the estimate exceeds 20 per cent. This means that for a single quarter of the LFS, numbers based on a weighted cell count of less than 10 thousand should not be published. Adding data from successive quarters, while selecting individuals who are in wave 1 or 5 in order to avoid counting the same individual more than once increases the sample size and reduces the sampling error.

<sup>9</sup> See Green A.E., Jones P.S. and Owen D.W. (2007) *Migrant Workers in the East Midlands Labour Market*, Nottingham: East Midlands Development Agency.

[http://www.intelligenceeastmidlands.org.uk/index.php?option=com\\_research&task=showReportA&hidemainmenu=1&id=41&keyword=migrant&ItemId=29&s=sdate&o=DESC](http://www.intelligenceeastmidlands.org.uk/index.php?option=com_research&task=showReportA&hidemainmenu=1&id=41&keyword=migrant&ItemId=29&s=sdate&o=DESC);

Green A.E., Jones P.S. and Owen D.W. (2007) *The economic impact of migrant workers in the West Midlands*, Birmingham: West Midlands Regional Observatory.

[http://www.wmro.org/resources/res.aspx/CmsResource/resourceFilename/1788/Economic-Migrants-Final\\_V1.0\\_Report\\_SM.pdf](http://www.wmro.org/resources/res.aspx/CmsResource/resourceFilename/1788/Economic-Migrants-Final_V1.0_Report_SM.pdf).

Green A.E., Owen D.W. and Jones P.S., with Owen C., Francis J. and Proud R. (2008) *Migrant workers in the South East Regional Economy*, Guildford: South East England Development Agency.

[http://www.seeda.co.uk/Publications/Research\\_&\\_Economics/docs/MigrantWorkersInTheSouthEastRegionalEconomy.pdf](http://www.seeda.co.uk/Publications/Research_&_Economics/docs/MigrantWorkersInTheSouthEastRegionalEconomy.pdf)

access to the data and restricting the use of the data. Users of 'special licence' datasets have to be 'approved researchers' (ONS controls the approval process). For the LFS and APS, the 'special licence' data sets contain variables (such as local authority code) excluded from the 'end user' versions of the data which can be accessed without a 'special licence' agreement.

The ONS also provides access to LFS data via a subscription service – via:

<http://lfs.ons.gov.uk/Citrix/NFuse17/login.asp>

A limited amount of local area data are available via Nomis.

The **key message** here is that:

- The LFS is a key source for examining **migrants** (especially labour migrants) to (but not from) the UK at national and regional levels and for examining their distribution and characteristics vis-à-vis other workers. However, its coverage of short-term migrants is weaker than that of long-term migrants and analyses for less populous spatial units are less reliable than those for larger areas.

### **The Integrated Household Survey**

The five Government household surveys on which ONS leads (i.e. the Labour Force Survey, Annual Population Survey, the General Household Survey; the Expenditure and Food Survey and the National Statistics Omnibus Survey) are to be merged into an Integrated Household Survey (IHS) – see:

<http://www.statistics.gov.uk/CCI/nugget.asp?ID=936&Pos=&ColRank=1&Rank=192>

[http://www.statistics.gov.uk/articles/nojournal/IHS\\_web\\_update\\_May08.pdf](http://www.statistics.gov.uk/articles/nojournal/IHS_web_update_May08.pdf)

An integrated field force of interviewers will administer a common modular questionnaire which will include all the topics covered by the separate surveys. A short core module, collecting information on socio-demographic variables, will be administered to all respondents, while different topic modules will be administered to parts of the sample. The sampling frame for the survey will encompass those for all the individual surveys. The IHS is being introduced in a phased manner. Addition of the core IHS questions to the LFS/APS has been delayed until 2009. Decisions about precise outputs, subject to satisfaction of a range of agreed quality measures, will be made in due course.

## **2.5 Administrative sources**

### **Introduction to key features of administrative sources**

Administrative sources provide **up-to-date information at local level** on some migrants as they register to comply with particular regulations. The coverage of each administrative source depends on the regulations and/or practices associated with registration and so a particular data source will include only those migrants who fall within the remit of the scheme concerned. Hence administrative data sources only capture migrants when they need a National Insurance number (NINo), register under the Worker Registration Scheme (WRS), require a work permit, etc. Most of the administrative data sources only record registration

onto a scheme and **do not identify when a person leaves the UK**. Moreover, administrative data sources do not publish information on internal moves of migrants *within* the UK.

This section provides information on some of the key administrative data sources used in studies of labour migration – notably National Insurance numbers (NINo), the Workers Registration Scheme (WRS), Work Permits and the Seasonal Agricultural Workers Scheme (SAWS). Reference is also made to the new Points-Based System for managing immigration to the UK from outside the European Economic Area (EEA). International students in higher education are covered in this section also. (Administrative sources covering schools and health data are considered in section 2.6.)

### **National Insurance numbers (NINos) allocated to overseas nationals**

The National Insurance number (NINo) number is specific to an individual, and is generally required by any individual looking to work or claim benefits in the UK. A NINo is automatically allocated to people under 16 living in the UK and for whom Child Benefit is paid. In the case of others (including most overseas nationals) application for a NINo is usually made via the local Jobcentre Plus office and their identity and eligibility to work in the UK is checked. Once a NINo is allocated, it is added to the National Insurance Recording System (NIRS).

The Department for Work and Pensions (DWP) produces data on adult overseas nationals allocated a NINo. Tabulations can be downloaded by the **DWP Tabulation Tool** at:

<http://83.244.183.180/mgw/final/tabtool.html>

There is also an **annual report on NINo allocations**:

Office for National Statistics and Department for Work and Pensions (2008) *National Insurance Number Allocations to Adult Overseas Nationals Entering the UK 2007/08* available at:

[http://www.dwp.gov.uk/asd/asd1/niall/nino\\_allocation.asp](http://www.dwp.gov.uk/asd/asd1/niall/nino_allocation.asp)

Information is recorded on **age, gender and nationality**. Data are available from January 2002 by calendar year of registration (calendar and financial). The figures by **year of registration** are based on the date of registration onto NIRS2 (i.e. after the NINo application and allocation process has been completed), which may occur a number of weeks or months after arriving in the UK. Note that while it is a requirement to have a NINo to work, it is legal to work without a NINo if the application process has commenced. Although NINo data are postcoded, data are not made available for local areas other than local authority districts and parliamentary constituencies.

NINo data predominantly record the **local authority** in which a worker lived at the time of allocation and thus it can be regarded as a **residence-based** indicator, although there are exceptions to this. If the employer is part of the National Health Service; or where an employer is applying for a work permit for a person from outside the European Economic Area (EEA) under the Business and Commercial Scheme (Tier 1 or Tier 2 of the Points Based System) or where the employee is an EU national, the employer and employee can apply for a NINo by post (this is the *NINo allocation fast path process for employers*). In this



case, the allocation of a NINo will presumably be recorded for the local authority in which the *employer* is located.

HM Revenue and Customs (HMRC) provides the DWP with information on the postcode of residence of a person allocated a NINo at the time of allocation and at the end of the financial year. It is therefore possible for DWP to produce information on movement between local authority districts of people allocated a NINo within a financial year (but this information is only available on application to the DWP). For a summary of key features of the NINo dataset see Annex 2.

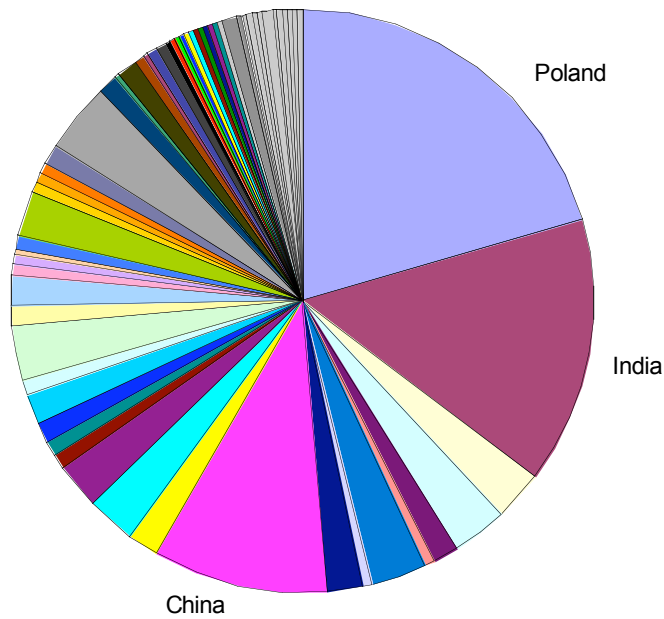
Table 2 provides an insight into the type of information available from this dataset. It shows the number of NINos allocated to overseas nationals in the UK over the period from 2002/3 to 2007/8 by the ten most common nationalities in the final year of the period shown. While Polish and Indians are amongst the most numerous national groups in many local areas in the UK, the nationality profile of migrants varies between local areas. While these nationalities dominate, in many local areas (and particularly in large cities) there are migrants from many other countries (see Figure 3).

**Table 2: Thousands of NINos allocated to people from outside the UK, 2002/3 to 2007/8, and the ten most common countries for which NINos are allocated**

Nationality	2002/3	2003/4	2004/5	2005/6	2006/7	2007/8	2002/3 to 2007/8
<i>All countries</i>	346.2	373.5	435.4	663.1	705.8	733.1	3257.0
Poland	5.9	11.3	61.1	171.1	220.4	210.7	680.4
India	24.8	31.5	32.5	45.9	48.8	49.8	233.3
Pakistan	16.7	16.8	20.2	22.3	25.0	24.8	125.9
Australia	18.7	17.3	16.5	23.8	24.2	24.1	124.7
South Africa	18.5	18.5	19.2	24.0	16.8	12.8	109.8
Slovak Republic	1.0	1.4	11.1	27.5	28.6	30.0	99.6
France	13.7	13.1	13.2	17.2	20.0	21.8	99.1
Lithuania	1.8	3.8	15.5	30.9	23.9	19.0	95.1
P.R. China	9.5	13.4	12.6	13.0	13.0	14.8	76.2
Germany	9.5	10.0	10.4	13.4	15.1	15.5	73.9

Source: Department for Work and Pensions

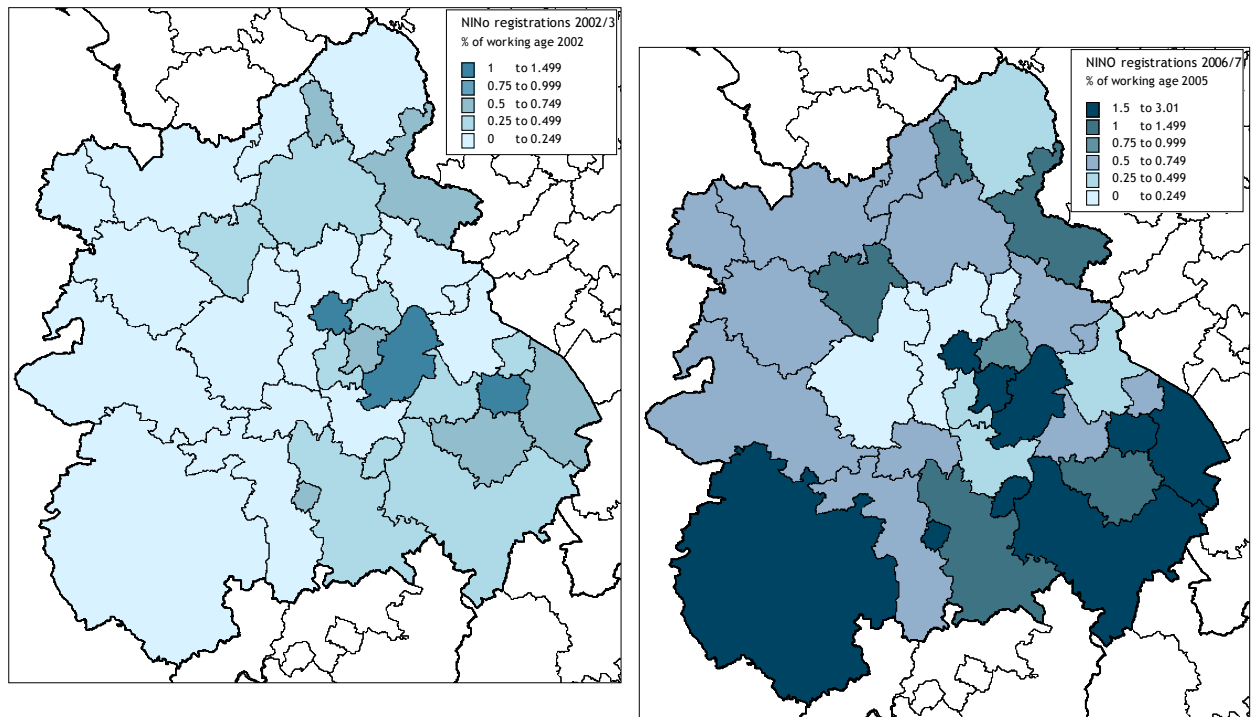
**Figure 3: NINo allocations to Newcastle upon Tyne by overseas nationality in 2006-07**



*Source:* Department for Work and Pensions; taken from a 'Population in Newcastle' presentation by Kevin Richardson, Newcastle City Council.

*Note:* Only the three largest nationalities are shown; all other slices of the pie represent other nationalities.

**Figure 4: NINo allocations to overseas nationals as a percentage of the working age population by local authority district in the West Midlands, 2002/3 and 2006/7**



*Source:* NINo allocations to overseas nationals and Mid Year population estimates

The number of NINOs allocated to overseas nationals in a local authority area should provide a good indication of the number of overseas persons arriving to work (or claim) during the financial year. Hence, these data are a good proxy for overseas nationals arriving who are economically active. One way of comparing impact over time and between different local areas is to use local working age population estimates as a denominator (see Figure 4 for maps showing the impact of migrants [as measured by NINo allocations to overseas nationals] at local authority level in the West Midlands).

NINOs allocated to overseas nationals have been used by numerous studies as an indicator of labour migration to the UK. However, this data source does not provide a comprehensive picture of migration at a specific point in time for a number of reasons:

- A NINo does not expire when a person leaves the UK, therefore the data set yields **no information on out-migration**; (in theory it should be possible for the HM Revenue and Customs to estimate when a person has left the UK from their contributions and benefits history).
- There is no requirement for a person to apply for a NINo as soon as they arrive in the UK and there may be a significant delay between the two events.
- A small number of overseas nationals (aged 16-19 yrs) who had been allocated a child NINo automatically through the Juvenile Registration scheme will not be included in the count of NINo allocations to overseas nationals.
- Asylum seekers are excluded from the NI system because they are not able to work while their application is being considered, and state support is provided through a different system. Those given leave to remain in the UK may register for a NINo

When using this data source it is also important to recognise that:

- Figures are coded to the overseas national's location at the time of registering for a NINo. Local areas which are important destinations for secondary migration flows may find that the NINo registrations are lower than the numbers actually in the area, while in initial 'gateway' areas the NINo registrations may be inflated.
- Allocations of NINos to foreign nationals also includes refugees (who may not all work) and foreign students who work part-time.
- It provides no information on the duration of stay of migrants; long- and short-duration migrants are included.
- Nationality may *not* be a proxy for language or ethnicity (e.g. some Dutch citizens moving to the UK may speak Somali; some citizens of the Baltic States are ethnic Russians and Russian speakers).

In **summary**:

- ***NINos allocated to overseas nationals are one of the most useful sources of information on migrants at local level.***
- ***The dataset covers economically active adults from all parts of the world and the data are disaggregated to local authority district level.***
- ***No information on out-flows is recorded.***
- ***Illegal migrants are not covered.***

## Worker Registration Scheme (WRS)

At the time of EU expansion in May 2004, the UK was one of only three countries (with Ireland and Sweden) to allow citizens of the eight ('A8') Central and Eastern European members (the Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Slovakia and Slovenia) more or less unrestricted access to its labour market. In the UK, the Government put in place the Worker Registration Scheme (WRS) in order to regulate access to the labour market and to restrict access to benefits. The scheme was administered by the UK Border Agency (UKBA), the Department for Work and Pensions (DWP), HM Revenue and Customs (HMRC) and Communities and Local Government (CLG).

**A8 citizens** are free to take up work with an employer but are required to register with the scheme and pay a registration fee to the Home Office; self-employed workers are *not* required to register. An unknown number of migrant workers do not register and the fact that payment is required may deter registration in the case of some individuals. Upon registration, applicants provide information about their employer (used to derive information on sector of employment), occupation and wages, and a basic demographic profile including nationality, age and details of dependants. A8 nationals are required to re-register for subsequent jobs (paying a fee each time they change jobs or take up an additional job) until they have worked a total of 12 out of 13 months.

The WRS provides data on **nationality** (note coverage is for A8 countries only), **age**, **gender**, **wage rate**, **sector** (using WRS-specific categories that do not conform to the Standard Industrial Classification [SIC]), **occupation** (categories which do not conform to the Standard Occupational Classification [SOC]), **hours worked**, whether work is **temporary or permanent**, **planned duration of stay** and **dependants** from the *initial* application of registered workers (not all applications to the scheme, so avoiding double-counting; [however, dependants may be double-counted if they also register themselves]). Hence, the information relates to first employment in the UK). (For a summary template of the key features see Annex 2.) Data are produced quarterly, but data for the period from May 2004 to December 2006 are aggregated. Aggregate statistical reports are published on the UK Borders Agency website with some disaggregation by broad regions (defined on the basis of aggregates of post towns) – see:

- UK Border Agency, Department for Work and Pensions, HM Revenue and Customs and Communities and Local Government (2008) *Accession Monitoring Report May 2004-September 2008 (A8 Countries)*.

[http://www.bia.homeoffice.gov.uk/sitecontent/documents/aboutus/reports/accession\\_monitoring\\_report/](http://www.bia.homeoffice.gov.uk/sitecontent/documents/aboutus/reports/accession_monitoring_report/)

**Local authority level** data are made available in MS Excel format to users with a '.gov.uk' e-mail address via the LGAR website at:

<http://www.lgar.local.gov.uk/lqv/core/page.do?pagelid=27879>).

Others may request access to such information via a Freedom of Information (FoI) request to: [freedomofinformation.workpermits@homeoffice.gsi.gov.uk](mailto:freedomofinformation.workpermits@homeoffice.gsi.gov.uk); (see Annex 3 for examples of a FoI request letter). (It is also worthwhile speaking to your local authority/organisation FoI officer about such a request.)

Local authority level data are derived from the postcode of the employer (or the business address of the agency which employs them) from this dataset. Hence the WRS provides data on migrants (largely, but not exclusively) on a **workplace** basis. Areas with a concentration of agencies may display a larger count of migrants than are actually working in the area. Note that migrants working in a particular area may live elsewhere.

The use of non-standard sectoral classifications is worthy of particular note. The ‘top 5’ sectors in which WRS registrants have been employed over the period from May 2004 to June 2008 are: *Administration, business and management; Hospitality and catering; Agriculture; Manufacturing and Food/fish/meat processing*. The sectoral profile of employment of WRS registrants varies by local area (see Table 3 for details in the Humber sub-region), but in most areas *Administration, business and management* dominates. The majority of workers in this sector work for recruitment agencies and could be employed in a variety of industries. Local areas with particular concentrations of recruitment agencies are likely to be identifiable by a relatively high proportion of employment in this sector. In this sub-region factory workers, farm workers, packers and operatives are amongst the occupations with the highest number of people registered.

**Table 3: Sector of employment – percentage of total WRS registrations, May 2004 to December 2007, local authorities in the Humber sub-region**

Sector	East Riding of Yorkshire	Kingston upon Hull	North East Lincolnshire	North Lincolnshire
Administration, business and management services	35	82	59	<b>58</b>
Agriculture	45	1	0	<b>8</b>
Manufacturing	6	5	10	<b>11</b>
Sector Based Scheme (SBS) sectors	3	3	11	<b>9</b>
Transport	2	1	12	<b>4</b>
<b>Other</b>	<b>9</b>	<b>7</b>	<b>7</b>	<b>10</b>

Source: from Table 8, Adamson S., Wilkinson M. and Craig G. (2008) *Migrant workers in the Humber sub-region*, A report for the Humber Improvement Partnership, University of Hull.

WRS data provides an alternative view of in-migration for A8 nationals to that provided by NINo data. Both classify workers by nationality, age and gender, but the WRS data also provides a local quarterly time-series of in-migration<sup>10</sup> and a range of additional information on employment. However, the data set has a number of important weaknesses:

- There is **no requirement for workers to deregister** on leaving the UK and hence the data set only provides information on in-flows.
- Though information is collected on the intended length of stay of workers, it does not yield any information on the actual length of stay or the number of A8 migrants present in an area at any point in time.

<sup>10</sup> There is no quarterly data on NINo allocations published at the regional or local scale, although the DWP tabulation tool will provide data for the current financial year up to a given point in time.

- Moreover, the WRS data will underestimate migration, because not all A8 migrants register with the scheme, and it does not cover the self-employed.
- The data records the location of employees at the time of first application, but any subsequent residential moves are not reported; (this needs to be kept in mind when using WRS data to estimate the stock of migrants in places characterised by a high proportion of secondary moves).

The WRS was a transitional arrangement brought in to facilitate the opening of the UK labour market to workers from the A8 countries. The scheme is temporary, with an initial scheduled end date of April 2009 (i.e. five years post accession of the A8 countries in May 2004).

In **summary**:

- ***The WRS information provides a broad measure of in-migration of A8 nationals working as employees in the UK. The numbers recorded are likely to represent an under-estimate of total in-flows of A8 migrant workers because the self-employed and those who are working illegally are excluded.***

Note that '**A2**' migrants from **Bulgaria and Romania** (which joined the EU in January 2007) are subject to greater restrictions on entry to the UK than A8 migrants. They are not covered in the WRS. Information on numbers of A2 migrants at national and regional levels, but not local authority level, can be found in reports on *Bulgarian and Romanian Accession Statistics*, accessed at:

<http://www.ukba.homeoffice.gov.uk/sitecontent/documents/aboutus/reports/bulgarianromanian/>

### **Work Permits and the Points-Based System (PBS)**

People from outside the European Economic Area (EEA) are subject to different regulations regarding migration to the UK. In this section reference is made to work permits. However, as noted in section 1.2, the introduction of a new points-based system (PBS) from February 2008 is superseding pre-existing arrangements. The first part of this sub-section relates to the system of work permits prior to the introduction of PBS, and then summary details of the PBS are set out.

People from outside the European Economic Area (EEA) require a work permit in order to work in the UK, but work permits are **specific to a particular individual in a particular job** and are not a general permission to work in the UK. For further details of the work permit system see: <http://www.ukba.homeoffice.gov.uk/workingintheuk/tier2/workpermits/>.

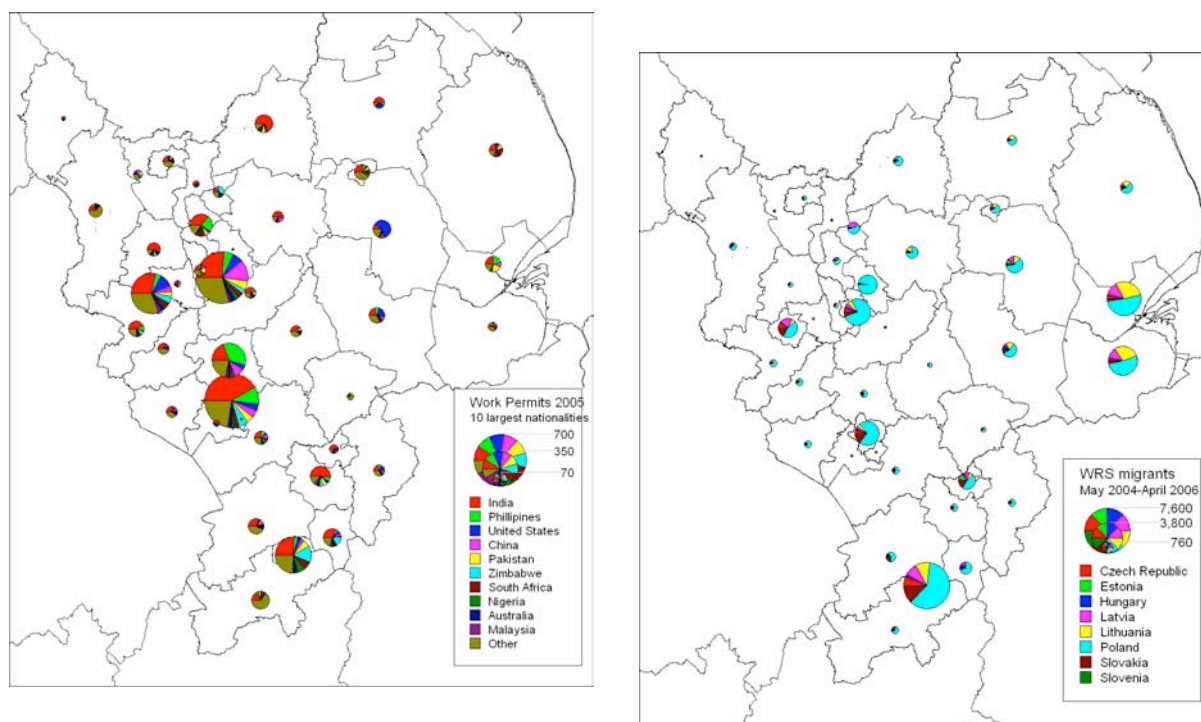
When an employer wishes to employ a person from outside the EEA, they have to apply to Work Permits UK for a work permit. Once it is approved, a visa application will need to be made at the British Embassy or Consulate where the prospective employee is resident. Once the visa is approved at a British Embassy or Consulate or a further leave to remain application is approved from within the UK (which is necessary when a person from outside the EEA changes jobs within the UK) it gives the employer permission to employ a specific person in a specific job at a specific location. In order to obtain a work permit, an employer

has to demonstrate that there are no suitable UK candidates who can do the job. However, if the job is in a shortage occupation an employer can apply for a work permit without advertising the vacancy. This practice continues as Tier 2 of the Points-Based System – see Table 4 below, whereby an employer applies for a Certificate of Sponsorship (COS) (i.e. this is a licensing procedure); (note that the license may be applied for from a head office, which may be different from the workplace of the worker). The Migration Advisory Committee (MAC) advises Government on where migration might sensibly fill skills gaps in the economy. It provides advice on what should be the shortage occupations, which enable employers to bring in migrants more easily under Tier 2. For more details of the MAC see: <http://www.ukba.homeoffice.gov.uk/sitecontent/documents/aboutus/workingwithus/mac/macreports/> and for lists of shortage occupations see: <http://www.ukba.homeoffice.gov.uk/aboutus/workingwithus/indbodies/mac/macfirstshortagelist/>

Data on the number of currently active work permit applications granted in each **local authority district** and the year in which they were made can be obtained via a Freedom of Information (FOI) request to the Home Office (UK Border Agency [UKBA]) FOI team ([freedomofinformation.workpermits@homeoffice.gsi.gov.uk](mailto:freedomofinformation.workpermits@homeoffice.gsi.gov.uk)); (see Annex 3 for an example of a FOI request letter). Since work permits are applied for by employers, the data set is **workplace-based**. The variables which can be supplied are: **gender**, **age**, **sector** (using a non-standard classification), **occupation** (using a non-standard classification) and **nationality** (for further details see the summary template in Annex 2). Only the ‘top ten’ occupations and nationalities in a local authority district are provided; (totals are available also). This means that it is not possible to aggregate the data to create occupational and nationality profiles for sub-regions by aggregating together data for local authority districts. Data are also made available on the number of work permits issued for Sector Based Schemes (SBS) (i.e. schemes covering specific pre-specified sectors where migrants fill labour shortages).

This data set has been used in three region-wide studies of new economic migration to the East and West Midlands and the South East of England. Information from work permits provides a useful complement to data from the WRS when building up a picture of economic migration to a local area or sub-region, because it represents a different migration stream - i.e. it covers different national groups and has a different sectoral (focusing particularly on health and information technology sectors) and occupational composition (with more migrants working in highly-skilled occupations than the in the WRS occupational profile) with a different geographical distribution. This is evident from the comparison of maps for local areas in the East Midlands (Figure 5) showing work permits and WRS registrations. (Note that migrants covered by both work permits, WRS or other schemes also require a NINo.)

**Figure 5: Comparison of the geographical distribution of labour migrants to local areas in the East Midlands using work permit data (2005) and WRS data (2004-2006)**



Source: Work Permit data and WRS data. From Green A.E., Jones P. and Owen D. (2007) *Migrant Workers in the East Midlands Labour Market*, Report to the East Midlands Development Agency, IER, University of Warwick, Coventry.

The UKBA is in the process of deploying a phased implementation of the new points-based system (PBS) with different ‘tiers’ of the PBS being rolled out at different times (see Table 4). In the short-term, as systems are developed, there will be limited management information (MI) (e.g. monitoring information, such as numbers per local authority district) released; but the UKBA is aware of a demand for local data from the PBS and is seeking to incrementally expand the portfolio of validated PBS MI reports. At the time of writing it is not clear precisely what information will be available from the PBS and when. The last full year for which work permit data are available is 2007; (until the implementation of each tier migrants will be dealt with under pre-existing systems).

**Table 4: Tiers in the points-based system (PBS)**

Tier	Description	Timetable – for implementation of tier
1	Highly skilled individuals to contribute to growth and productivity	From February 2008
2	Skilled workers with a job offer to fill gaps in United Kingdom labour force	November 2008
3	Limited numbers of low skilled workers needed to fill temporary labour shortages	Currently suspended
4	Students	Spring 2009
5	Youth mobility and temporary workers: people allowed to work in the United Kingdom for a limited period of time to satisfy primarily non-economic objectives	November 2008





## Seasonal Agricultural Workers Scheme (SAWS)

In addition to the other methods through which migrant workers come to the UK, the Seasonal Agricultural Workers Scheme (SAWS) allows workers from outside the European Economic Area (EEA) to enter the UK for up to six months to undertake seasonal agricultural work for farmers and growers (most of which is low-skilled; e.g. planting and gathering crops, on-farm processing and packing of crops and handling livestock). The scheme was originally introduced immediately after World War II, being designed to address shortages of labour from within the UK. Most participants are full-time students (often attending agricultural colleges in their home countries) aged between 18 and 25. The national origins of workers on the scheme have progressively altered as the EU has expanded. In 2002, 50 per cent of SAWS workers were from the EU Accession countries, but after accession, the national origins of workers shifted to countries further east (e.g. to parts of the former USSR).

This scheme is administered by the UK Borders Agency, which issues work cards – see:

<http://www.bia.homeoffice.gov.uk/workingintheuk/eea/saws/>

A fixed annual quota is set (at national level) for the numbers of people that may participate in the scheme. This was around 10,000 during the 1990s, and increased to 15,200 in 2001 and 25,000 in 2003. With the expansion of the EU in May 2004, the quota was cut. The overall quota for 2007 was 16,250, of which 40 per cent (6,500) was reserved for citizens of Bulgaria and Romania (who do not have to be students), with the remainder allocated to students from non-EEA countries. From January 2008 the scheme was exclusively for citizens of Bulgaria and Romania. This illustrates the way in which **changes in migration policy may impact on the number and profile of migrants to local areas in the UK**.

The scheme is run by (currently nine) **Operators** who recruit suitable people and place them on farms. Two of these provide workers for farmers in specific areas (north Cambridgeshire, and Staffordshire and Shropshire) and five recruit for their own labour only. The remaining two, Concordia and HOPS (both charities) recruit for farmers throughout the UK. Workers may be transferred between farms during their stay. Workers apply to the Operators, sometimes via a university or college, and must apply from outside the UK. The Operators give successful applicants a **work card** (which gives them **permission to work in the UK for up to six months**). The usual period of work is between five weeks and six months and workers are expected to leave the country at the end of their period of employment, but may apply for the scheme again after three months outside the UK (if they continue to satisfy Home Office rules). If work is available, workers can apply to stay longer under the scheme, but only up to six months at the most. The Operator has to provide another work card, and workers have to apply to the Home Office for permission to stay longer. Workers can only work where the Operator places them and can only change employer with the agreement of their Operator. Workers on SAWS cannot switch into work permit employment. Workers on SAWS cannot apply to stay in the UK permanently, and may not bring their dependants with them. However, there is no means of ensuring that SAWS workers leave the UK at the end of their period of employment and no data exists on the number of people who breach their immigration status or who overstay. Operators and their farmers and growers are expected to report SAWS participants who abscond or overstay, but once the participant leaves the

farm at the end of their SAWS period it is not possible to be completely sure they have left the country.

**Local data from SAWS** can be obtained via a freedom of information request to [freedomofinformation.workpermits@homeoffice.gsi.gov.uk](mailto:freedomofinformation.workpermits@homeoffice.gsi.gov.uk). Data are provided for **postcode districts** (corresponding to the first part [i.e. the outward portion] of the postcode [e.g. WR13]) and the geographical area for which data are required should be defined in terms of a list of postcode districts. The data provided details the national origins of workers on the scheme. (Note that SAWS participants are covered by the NINo data also.)

SAWS data are of foremost interest in local areas where seasonal work in agriculture is significant. For example, SAWS is one of a number of sources highlighted by Herefordshire Council in a review of information on migrant and seasonal workers in Herefordshire: [http://www.herefordshire.gov.uk/docs/Review\\_of\\_Available\\_Data\\_-\\_August\\_08.pdf](http://www.herefordshire.gov.uk/docs/Review_of_Available_Data_-_August_08.pdf)

### **Information on international students**

The Higher Education Statistics Agency (HESA) is responsible for monitoring the students, staff and finances of higher education institutions in the UK. HESA maintains a record of all students in the UK, including those whose country of usual residence is outside the UK and students of UK HE (Higher Education) institutions studying abroad. It produces statistical reports on the profile of students in terms of the types of degree studied for, the institutions at which they study, the subjects studied and the demographic breakdown of students and staff – see <http://www.hesa.ac.uk/index.php/content/view/full/600/239/>

All students must register at their individual educational establishments on arrival. HESA aggregates the information provided by each institution into a single database repository. Their databases can be used as a source of information on the migration of students from outside the UK. Students provide information on their expected length of stay and country of domicile and although nationality is requested, it is not a mandatory field and coverage is typically poor. Age and gender are recorded. For international students only the **location of the institution of study** (not the student's residential address) is recorded. Note that the institution postcode is that of its administrative centre – this is a particular issue in interpreting the data where HE institutions have split sites in different local authority districts (which will be a particular problem within Greater London). Information provided aggregates all HE institutions located within a local authority district (for instance, the University of Coventry and the University of Warwick in the case of Coventry). HESA is negotiating to obtain residential postcodes of students from HE institutions, enabling true residence-based data to be generated in future.

HESA only publish broad totals for overseas-domiciled students (i.e. EU and non-EU) in their standard statistical outputs. However, there is potential for making use of commissioned tables generated (for a fee) from the HESA database – and this is likely to be of particular interest for local areas with higher education institutions. It is possible to generate information on the *flows* of overseas students for a local authority district, recording all students who arrive and depart in a particular year. In addition, by looking at all students who are studying during a particular year, a *stock* picture can be produced. Year of study can

also be used to derive information on the duration of stay of a student. Theoretically, the ‘first destinations’ data could be used to identify those overseas students who obtain work in the UK following graduation.

## 2.6 Registration and use of local services

### *Introduction*

Certain data are collected routinely (as is the case with the administrative data outlined above), or on an *ad hoc* basis, for purposes other than establishing estimates of population. Nevertheless, these data sources can provide useful intelligence on population flows and change. This section looks at some of these data and assesses how they can be used to indicate trends in migration and population change.

Such data sources can be particularly useful as one way by which advance warning of trends can be detected. This section provides information on use of data on key services – notably patient registrations with GPs, school pupil census data and electoral registration data. By definition, coverage of these sources will be restricted to those who register (or fall within the ambit of the census). This means that the coverage of these sources is partial and information provided might only be a proxy for migration. Measurements of ‘migration’ by these sources will vary in accordance with the **remit of the service provided** and the **propensity of migrants to make use of that service** – noting that this may vary in accordance with migrant characteristics. From the following examples, it will become evident that these sources do represent an important way in which local authorities, especially, can keep track of population issues. Reference is also made to ways in which data on local service use can be combined with other sources to provide new information.

In some instances data gathering is initiated as a response to intelligence which has suggested a degree of change and the gathering of data is intended to give some sort of quantification of this change. Information collection triggered in this way is often partial, perhaps looking at one particular component of population change rather than at the various parts required to give complete information.

### ***Migrants registering with a General Practitioner (GP)***

The Patient Registration Data System (PRDS) holds records of all patients registered with General Practitioners (GPs) in England and Wales (data are not available for Scotland). New registrations are given **flag 4** status if the **previous address** is given as **outside the UK** (excluding the Republic of Ireland) and the time spent outside the UK is at least three months. The ‘flag 4’ is therefore an indicator of international in-migration. Age and gender are recorded, but other details such as nationality and country of origin are not routinely recorded – although they are in some cases. ‘Snapshots’ of the PRDS are taken annually, at mid year.

There are some issues which may compromise the utility of GP registrations as a method for counting immigration. Naturally the intended primary use of these records is not for the purposes of migration measurement. Key issues to note are:

- The time at which registration takes place is necessarily subsequent to the migration; but the records do not indicate what the time lag was between migration and registration. Hence it is not possible to identify actual length of stay in the UK from the data.
- Some (types of) migrants may not register for GP services at all - particularly short-term and/or younger economic migrants, especially males (migrants in these groups are generally relatively healthy). Hence, in local areas with relatively high levels of short-term migration registration levels may be lower than in local areas where the balance is more towards longer-term stays. It is also possible that migrants from countries where the primary health structure is different from that in the UK may be less likely to register than those from countries where the health care structures are more similar to that in the UK.
- Children, as well as adults, are included in GP registrations. (Note that sources such as NINOs, WRS and Work Permits do not record children.)
- Flag 4 status will be lost when/if the migrant registers with a second, new GP, as then the last residence will be in the UK. If this move occurs within the year of the international in-migration (i.e. before the next mid-year 'snapshot') the international in-migration will not be recorded. The implications of this 'snapshot' for areas characterised by different migration profiles are not straightforward. In local areas where there are high levels of churn, migrants may not register (because they are only staying in the area for a short period) and those that do register may have moved on before the 'snapshot' of the PRDS is taken. In local areas characterised by secondary migration 'flag 4' status will have been lost for those who registered at a previous UK address. Hence, it is useful to interpret 'flag 4' data alongside information and intelligence from other sources.

ONS will supply mid year estimates by local authority on request for mid year periods from 2001 – requests should be sent to: [MigStatsUnit@ons.gsi.gov.uk](mailto:MigStatsUnit@ons.gsi.gov.uk).

The information (annual counts by local authority district) is provided on the understanding that the data are solely for research purposes and should not be disseminated further or published. The data must be sourced to 'The Office for National Statistics'.

At local level it may be possible for local authorities to access PRDS data from their local Primary Care Trust (PCT). One such example is provided by the Research and Intelligence Unit at Worcestershire County Council – see:

<http://worcestershire.whub.org.uk/home/wccindex/wcc-pep-ri-index/wcc-pep-ri-index-housingeconomy/wcc-pep-ri-index-housingeconomy-economy/wcc-pep-ri-index-housingeconomy-economy-emerging/wcc-pep-ri-index-housingeconomy-economy-emerging-gp.htm>

In this example, information from the 'country of birth' field of the PRDS has been used to identify A8 migrants and these migrants have been assigned using their residential postcode to a Lower Super Output Area (LSOA). Associated maps – e.g.:

<http://worcestershire.whub.org.uk/home/wcc-pep-ri-index-housingeconomy-economy-emerging-gp-bromsred.pdf>

show concentrations of A8 migrants at micro area level. However, it is noted that the number of migrants recorded will be an underestimate because 'place of birth' is not always completed, and not all migrants register for a GP.

The **key message** here is:

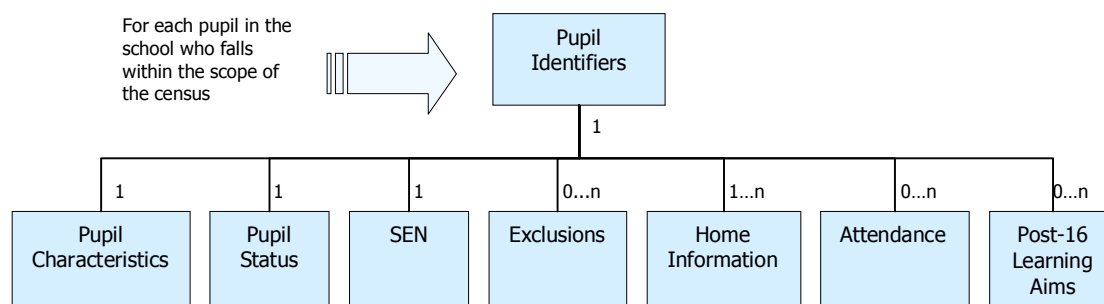
- Patient Registration data (Flag 4) is a useful source in estimating international in-migration. It is particularly useful in capturing, not only the economically active, but also their dependants. It may be less useful in identifying short-term economic migrants who may choose not to register with a GP.

(Note that future reforms to National Health Service record systems may have implications for the availability of Flag 4 data.)

### Pupil Census data

The **School Census** provides a count of all pupils in maintained education in England<sup>11</sup> - i.e. all Local Education Authority maintained Nursery, Primary, Middle, Secondary and Special Schools, Direct Grant Nurseries, City Technology Colleges, Academies, Non-maintained Special Schools and Service Children's Education establishments are required to submit an electronic return including a named pupil record; (hence in local areas with a high proportion of children educated in the private sector a smaller share of total children will be covered). The School Census replaced **PLASC** (the Pupil Level Annual School Census) for secondary schools in January 2006 and primary and special schools in January 2007), but the term 'PLASC' is often used to describe the dataset. The named pupil record is a statutory annual electronic return, collected on a termly basis, with a unique pupil number (UPN) and includes details of age, gender, ethnicity (using both the 2001 Census ethnic group categories and an extended ethnic group classification which enables more detailed ethnic origins to be recorded [e.g. Somali or Roma]), first language (since January 2007), home (full) postcode, school attendance and other contextual details. Figure 6 shows the structure of the structure of the so-called 'PLASC' and shows how PLASC data are matched to records of educational attainment via the unique pupil number.

**Figure 6: Outline structure of PLASC data for one Pupil**



<sup>11</sup> There is a similar Census in Wales and in Scotland.

PLASC is longitudinal, permitting children to be followed throughout their school careers, while also providing a very rich set of data on school characteristics and the 'peer group' of children. PLASC and (National Pupil Database) NPD data have been used extensively for analysing the comparative experience of pupils from minority ethnic groups in schools. It can also be used to monitor pupil mobility, by identifying change in the school identifier.

The possibilities for using PLASC/NPD data for purposes of migration research seem more limited, since there is no explicit identification of a child as an international migrant. It has been suggested PLASC/NPD data on language and ethnicity may be used to identify concentrations where schoolchildren speak a first language that is not English and can provide a proxy measure of migration.<sup>12</sup> The data can provide an indication of settlement patterns and how they change over time. However, the dataset provides no indication of the date of arrival in the UK. The advantage of PLASC/NPD data is that potentially they indicate migrants who have children, whereas other data sources often do not identify dependants; (see the data template in Annex 2 for a summary of key details).

An **example of use of the data at local scale is provided by the London Borough of Barnet**. Change in the language and ethnic profile of pupils attending Barnet schools was compared with ONS international migrant estimates. It was found that the percentage of Barnet pupils for whom English was an additional language increased more slowly than the ONS estimates of international migration to the Borough; (this may reflect the fact that only a subset of migrants have children of school age). In Barnet the PLASC/NPD data has been used also to **derive an indicator of international migration** during the year for an individual pupil in the following way:<sup>13</sup>

- **If** the pupil is 'mobile' - i.e. did not enter their current school in September
- **and** their UPN was issued by their current school (and so they had not been enrolled at another British school previously)
- **and** they use a language other than English at home
- **and** they belong to an ethnic group other than White British
- *then* they have probably migrated from overseas.

In October 2007 3.2% of primary pupils were estimated to have come from abroad to join the school over the preceding month: 41 of these 550 pupils spoke Polish in the home.

Data from PLASC/NPD can be obtained from a **Local Education Authority** or extracts can be requested from the Department for Children, Schools and Families (DCSF) (in the case of England; the relevant Governments would need to be approached outside England). *PLUG* (the PLASC/NPD USER Group) at Bristol University<sup>14</sup> provide guidance and support information on the analysis of PLASC data.

<sup>12</sup> Rees P. and Boden P. (2006) *Estimating London's new migrant population: Stage 1 – review of methodology*. A report commissioned by the Greater London Authority for the Mayor of London. <http://www.london.gov.uk/mayor/refugees/docs/nm-pop.pdf>

<sup>13</sup> Taken from Barnet LB evidence to the HM Treasury "Counting the Population" enquiry: House of Commons Treasury Committee (2008) *Counting the population*, Eleventh Report of Session 2007–08 Volume I. <http://www.publications.parliament.uk/pa/cm200708/cmselect/cmtreasy/183/183.pdf>: Written Evidence: <http://www.publications.parliament.uk/pa/cm200708/cmselect/cmtreasy/183/183ii.pdf>

<sup>14</sup> <http://www.bris.ac.uk/depts/CMPO/PLUG/whatisplug.htm>

In summary:

- PLASC/NPD data can be used to provide intelligence on the settlement patterns of migrants with children (using a proxy of a first language other than English). Migrants without children are not covered.

### **Electoral register data**

Theoretically, electoral register data provides one means of identifying migrants. The Electoral Register records people resident in each local authority that would be 18 or older during each year and are eligible to vote in local government, devolved administration and or Parliamentary elections<sup>15</sup> and who choose to register to vote. The precise information recorded varies between local authorities, but individual local authorities could develop monitoring forms which collect relevant information from those registering.

The London Borough of Barking and Dagenham is one authority which is trying to develop its own estimates of in-migration to the borough by analysing the new additions to the electoral register. The information is gathered from completed electoral registration forms and the accompanying monitoring form which is sent out with the majority of registration forms.

The purpose of this exercise was to profile residents moving to, or within, the borough. Using the monitoring forms, information was collected on age, gender, ethnic group, number of people under 18 in the household, passport nationality, current and previous address, first language, country of birth, and type of housing tenure. Through address matching, it is intended that the borough will be able to provide information for various purposes at different geographical levels. Future work will include figures by polling districts, wards and lower super output areas.

Although great detail can be collected on those applying to join the electoral register, it is known that this is only a sub population of all migrants into the borough. For example short-term migrants will be less likely to register. It is also likely that those with the most limited eligibility to vote (i.e. non-EU citizens) will also be less likely to register. Comparing the figures derived from the electoral registration data with National Insurance Number allocations suggests that those from non-accession EU countries are not so well picked up.

### **Use of local services – the example of waste and of benefit data**

One obvious indicator of population is levels of service use and there have been some attempts by local authorities to gain some intelligence on population by exploring this possibility.

Breckland District Council first noticed an influx of foreign workers, mainly from Portugal, about 12 years ago. They were concerned about these workers coming to stay in **Houses in**

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<sup>15</sup> Note that eligibility to vote varies between citizens of different countries and types of election. Hence information on nationality has to be recorded.



**Multiple Occupation (HMOs)** because they considered that there were few residences suitable for that purpose (i.e. they were not suitable for division) in the area. The local authority began to get complaints from residents regarding HMOs, which prompted some action on trying to estimate the numbers. It should be stressed that the investigations were initiated, not to impose restrictions on certain residents, but rather to prevent any potentially adverse public health situation.

To determine the number of HMOs, a multi-faceted strategy has been adopted. Through community liaison officers who spoke Portuguese an informal 'survey' was conducted, revealing a total of 500+ HMOs; the previous best guess had been 60.

The local authority has also been able to use **housing benefit data** to flag up potential HMOs. Residences where **multiple benefits** are paid are flagged as potential HMOs. Their status can then be investigated by the community liaison officers.

Another indicator which Breckland has used to identify HMOs is **waste disposal**. When the council introduced the multi-bin system they were inundated with complaints from their own collectors about people not putting the correct items in the different bins. They realised that the problem was that non-English-speaking residents had not understood the instruction leaflets which had been distributed. Now the collectors are supposed to report problems with particular residences and these are then investigated further.

Because collecting evidence on HMOs is done primarily with environmental health in mind, it is not a method which is primarily concerned with identifying migrants, though migrants, and especially economic migrants, may be disproportionately located in HMOs. However, this example highlights that:

- It is possible for local authorities and their partners to make imaginative use of information on service usage, alongside information on benefit receipts, to derive intelligence about localised areas of migrant settlement, which can inform enhanced service delivery.

### **Utilising local service and other data at local level**

As the example above suggests, intelligence on issues concerning migration may be derived by making use of local information. This sub-section highlights how value can be added to existing information by mining the databases maintained and held by local service providers and linking them together, and using them as checks against one another.

Although work of this nature on linking local administrative data sources has a wide range of possible applications, one way in which it can be used is to derive, at different points in time, **population estimates** for a geographical area by linking local administrative data sources. Using this method is one way in which population change can be calculated. This type of approach has been pioneered through the **Neighbourhood Knowledge Management** work of Mayhew and Harper – see:

[http://www.rss.org.uk/PDF/Burisa\\_conf\\_08\\_Les\\_Meyhew.pdf](http://www.rss.org.uk/PDF/Burisa_conf_08_Les_Meyhew.pdf)

and for a study estimating and profiling the population of Hackney see:

[http://www.chpct.nhs.uk/trust\\_documents/Joint%20Strategic%20Needs%20Assessment/Hackney\\_population\\_report\\_may084.pdf](http://www.chpct.nhs.uk/trust_documents/Joint%20Strategic%20Needs%20Assessment/Hackney_population_report_may084.pdf)

More **technical details** are summarised in the box below:

The key element of the method is using the Unique Property Reference number stored in the administrative databases maintained (as part of their routine service delivery function, rather than with the purpose of generating statistical data) by a number of service providers to link data bases together. In a pilot study in Tower Hamlets 22 separate data sets were linked at the household level using the Tower Hamlets Land and Property Gazetteer (LPG) – see:

Mayhew, L., Eversley, J. and Harper, G. (2006) Neighbourhood Knowledge Management Pilot Project: Making Neighbourhood Knowledge Accessible.

<http://www.nkm.org.uk/publish/Knowledge%20management%20pilo4%20.pdf>.

The Neighbourhood Knowledge Management approach links all these databases to the local gazetteer using address-matching software (augmented by manual matching of unmatched addresses) to yield estimates of the population (and other household characteristics) which can be flexibly aggregated to a range of geographical areas using the unit postcode (or the Ordnance Survey Grid Reference if the gazetteer was linked to the OS AddressPoint or MasterMap products). All data are anonymised.

This approach has a number of important advantages in yielding up-to-date information and data for very small geographical areas or areas defined for policy purposes. Many of the databases which are linked contain information relevant to the measurement of international migration (e.g. Schools Census data, GP registrations) and therefore this approach could be used to generate local data on the characteristics of migrants. Further work adopting this approach is ongoing and it is anticipated that this will generate various public outputs in 2009. The work which is ongoing seeks to further interrogate the sources used and consider how appropriate they are for the various purposes.

Key issues in work of this type include the existence of a reliable local property gazetteer, with the unique property reference number used as a key field in the databases of interest; establishment of data sharing agreements between service providers; and challenges of maintaining confidentiality (especially for small and vulnerable sub-groups of the population).

## 2.7 Commercial sources

### *Introduction*

Much of the work undertaken to identify migrants using commercial sources has been used to distinguish clusters of migrants, rather than to provide population or migration estimates. Key issues concerning use of commercial sources include the fact that retailers and other suppliers are unlikely to have a monopoly, so coverage will be incomplete. There are also considerable difficulties in gaining access to individual data; rather it is more practicable that local authorities and their partners could develop general intelligence by establishing links with companies. Some work has made use of information on personal names to identify country of origin. This works better for some national groups than for others. Furthermore, using these various sources, it is not possible to identify how long a person has been resident in the UK. Hence:

- These sources can provide useful and timely intelligence about broad trends in migration, but are not so well suited to generating precise population and migration estimates.

### Retail sources

Supermarket **Tesco** is one retailer which has started work to map the concentrations of different countries of origin. Using a sample of *Clubcard* holders and by matching with common surnames from the A8 countries, Tesco hope to identify local concentrations of people from these countries, who are resident in the UK. Surname data can be used to best guess the origin of the name which can be then aggregated up by region.

As with other sources discussed, Clubcard data has been collected for a purpose other than the production of migration statistics. Statistics may be helpful in picking up broad regional trends early. Major retailers, after all, need to be able to respond swiftly to changes in their potential markets to maximise their effectiveness by better understanding their customers. It may prove to be a useful tool for tailoring stores to improve the offer to their local customers.<sup>16</sup> It would be unrealistic, though, to expect such sources to produce accurate estimates of migrant stock or flow. The coverage of the population cannot be total because membership of the scheme is self-selecting (at two levels: those choosing to shop at a particular store and, within that group, those choosing to register for a Clubcard). Cards can be held by individuals, but used by families, so measuring numbers of dependants (if any) is not possible. Furthermore, the scheme cannot pinpoint whether a person is a recent or non-recent migrant, or even whether they are a migrant at all. It is likely though that the database is populated with migrants who have been, or intend to stay, in the country for a reasonable length of time. Nor is this source immune from the problems that other sources exhibit concerning the deletion of those who have left the country.

### Other commercial sources

Other commercial sources may be of some use in identifying patterns of migration, but as yet they remain relatively unexplored and furthermore, any investigation of these sources may well be compromised by issues of access to the data. **Utility companies** are one obvious source of information. They have the advantage of providing residentially based data and also the date at which occupation begins and ends. Crucially though, the utility companies will not have data on previous address, so as to be able to map the movement of individuals.

The issue of coverage is another potential problem. Utility companies are not generally monopoly providers (although some are – e.g. water companies), so to compile data would require merging of various companies' records. Also related to coverage, is the fact that the companies need only record the name of one person who is responsible for paying the bill, and this name may not necessarily be that of the occupier. Naturally there are further complications when trying to measure families and dependants and where there are HMOs.

<sup>16</sup> To fully comply with Data Protection legislation this information would always be aggregated by region and would never be used to proactively target individuals.

However, utility companies can track usage of services, which might help identify likely HMOs and, more generally, indicate changes in usage levels which argues for increased (or decreased) population.

### Geodemographic sources

Geodemographic classifications have been developed by a number of market research companies in order to distil the complexity of data from the Census and other socio-economic data sources into a simple description of the characteristics of a neighbourhood. Examples of geodemographic classifications are the ACORN<sup>17</sup> classification created by CACI, the Mosaic<sup>18</sup> classification created by Experian and the Output Area Classification<sup>19</sup> developed by Leeds University for the Office for National Statistics. These classifications are often linked to postcoded data to provide a profile of the types of people using a particular service or buying a certain type of product, or to measure the penetration of these products and services across different sections of the population. Experian has extended their Mosaic classification by developing software called **Mosaic Origins** which attempts to assign individuals to an origin country, based on family name – see:

[http://www.business-strategies.co.uk/upload/pdfs\\_nov07/mosaic\\_origins\\_oct07.pdf](http://www.business-strategies.co.uk/upload/pdfs_nov07/mosaic_origins_oct07.pdf)

The software holds approximately 600,000 family names. The software establishes, within confidence intervals, the likelihood of a name belonging to a particular origin type.

Confidence levels and matches are better for some origins than for others. If the database which contains the name data also contains geographical level data, then maps of concentrations can be drawn at a micro area level – for an example in south-east Essex see:

[http://www.southendcommunityaction.org.uk/Downloadfile.asp?file=40\\_21200842025528\\_71.pdf](http://www.southendcommunityaction.org.uk/Downloadfile.asp?file=40_21200842025528_71.pdf)

While such software is useful for mapping local concentrations, there are some limitations to its use in producing quantifiable measures of migration. Firstly, the coverage of the population will be determined by the source of the list of names which are input to the software. Classifying by name is not an exact method of identifying an immigrant. In addition to the fact that the name classification system has different confidence levels associated with the different names, there is also the problem that it does not identify when the person made the move into their current location (if such a move was ever made).

## 2.8 Local surveys, data sources and other sources of intelligence

This section outlines some of the issues involved, and ways in which official survey and administrative information sources, and intelligence from these sources, may be supplemented by undertaking primary research – most notably local surveys of migrants, and making use of other local data sets and sources of intelligence at local level.

<sup>17</sup> <http://www.caci.co.uk/acorn/>

<sup>18</sup> <http://www.business-strategies.co.uk/Products%20and%20services/Micromarketing%20data/Consumer%20segmentation/Mosaic.aspx>

<sup>19</sup> [http://www.statistics.gov.uk/about/methodology\\_by\\_theme/area\\_classification/oa/default.asp](http://www.statistics.gov.uk/about/methodology_by_theme/area_classification/oa/default.asp)

## Issues in undertaking local surveys

As highlighted in section 2.1, the shortcomings of official statistics and administrative data on migration are such that some users supplement official data with information from local surveys and records in order to fill gaps in knowledge, in order to build up a picture of the migrant population in the local area and to inform service development. Although they may be a relatively expensive method of generating information when compared, for example, to better exploitation of data that are already collected for other purposes, **local surveys can provide information and intelligence on migrants' motivations, intentions and aspirations; their experience of living and working in the UK; their use of and need for services, etc.**

In recent years several organisations at local and regional levels have commissioned surveys of migrants. This sub-section does not aim to provide an overview of all such surveys, although some links to survey reports are provided in Annex 4. Rather the emphasis here is on some of the **key generic issues to be considered when undertaking and interpreting the results from local surveys of migrants**. Examples of potential bias include:

- **There is no comprehensive sampling frame from which to draw a sample of migrant workers** – This means it is not possible to determine how representative of the total migrant population such surveys are. Although it is not possible to undertake a random sample survey which could be used to generate estimates for the population as a whole from the survey results, it is possible to use analyses of secondary data sources to inform sample selection and to target as accurately as possible (perhaps setting quotas) on the migrant population – by nationality, location, etc.
- **Recruiting the sample** – Various methods have been used in local surveys. These include using service providers (e.g. libraries, colleges [language classes], etc) and voluntary and community groups, trade unions and employers to help in identifying respondents and distributing questionnaires. Once one migrant is recruited further recruits might be generated via their social networks.
- The **survey methodology** used may introduce bias such that some migrants are more likely to respond than others. Possible methods here include:
  - use of *face-to-face interviews*, whether in English and/or a migrants' first language: migrants with poor English language skills may be excluded if interviews are conducted in English only;
  - use of *Web surveys*: many migrants are young and highly IT literate (especially those from Central and Eastern Europe), so this might be a possibility for some sub-groups of migrants, who would self-select themselves as respondents, but would exclude others without IT skills or access to IT;
  - use of *self-completion questionnaires*, again whether guided or unguided, and whether in English or other languages: may help enhance survey response rates and keep down costs, while guided self-completion may enhance quality control. For some examples of questionnaires used in local and regional migrant surveys see:

- <http://www.migrantworkers.co.uk/> for a survey of migrant workers in South Lincolnshire
- <http://www.wmro.org/standardTemplate.aspx/Home/OurResearch/BusinessEconomy/EconomicMigrants> for a technical report outlining the methodology used for a survey of migrant workers in the West Midlands
- **Focus groups** are a useful way of gathering intelligence about migrants' motivations, experiences and future intentions in a more in-depth way than is possible using a structured questionnaire. Hence, it is often useful to use focus groups to supplement information from a local survey by following up selected issues in more depth and to elicit migrants' views on various topics.

In summary, local surveys can provide useful information and intelligence but results should be **interpreted** and compared with findings from other sources **with caution** because:

- They may not be representative of the migrant population.
- Samples may be small and subject to considerable (unknown) sampling error.
- The focus, coverage, sampling selection, survey methodology and questions asked differ from survey to survey.
- Cross-sectional surveys relate to specific points in time and patterns and tendencies shown are liable to change over time.

To obviate the shortcomings of cross-sectional surveys there is increasing interest in use of **diaries** and **blogs** for recording experiences and also **longitudinal surveys** in order to enhance understanding of transitions and associated changes in motivations, perceptions and transitions over time. One such survey of an initial sample of 100 migrant workers, scheduled to cover the period from 2008 to 2011, is underway in the East of England – see: <http://www.eera.gov.uk/Documents/About%20EERA/Policy/Asylum/EERA%20Consortium/Info%20Sheet%20Longitudinal%20Study%20of%20Migrant%20Workers%202008.doc>

With a longitudinal survey 'keeping in touch' is crucial, and various strategies may be deployed in order to maximise response rates – for example, a discussion forum, face-to-face meetings, telephone and email contacts.

### **Other sources of local intelligence**

In addition to surveys of migrants, **surveys of employers** and of **stakeholders / third party organisations** can provide useful intelligence at the local scale. Key topics on which intelligence may be gained include the volume and composition of migration flows; the economic and social impacts of migration; community tensions and service responsiveness. Organisations where individuals are likely to be in a position to provide 'soft' intelligence include:

- **Local authorities** – various departments, including those concerned with housing, education, individuals concerned with community cohesion, etc, and also the local authority workforce, can provide information on service use in different domains and intelligence on emerging trends;
- **Trade unions** – for information on where migrants work and issues of employment practices - including pay, working conditions, etc; (note that information may be

uneven in coverage: it may be more complete in unionised sectors or in sectors where trade unions have particular concerns about vulnerable workers);

- **Employment agencies and other labour market intermediaries** – for ‘real time’ information on trends in migrant workers, sectors and occupations in which migrant workers are engaged, employers’ attitudes to migrant workers (vis-à-vis other workers) etc; (such information is likely to be more comprehensive for those sectors and occupations where agencies play particularly important roles in recruitment);
- **Employers and Chambers of commerce** – for information on recent and emerging recruitment patterns and on labour and skills shortages which is of particular interest to labour market policy analysts and those organisations involved in the provision and delivery of learning, training and skills development; (note, however, that some employers may be reluctant to admit to employing migrant workers);
- **Libraries** – migrants may use libraries for advice and/or for Internet access, and so staff may have intelligence on numbers of migrants, the profile and nationalities of migrants and duration of stay; (libraries provide an important venue for information dissemination and may be a focal point meeting with migrants);
- **Migrants’ food shops** – can provide sites for gathering intelligence about migrants’ experiences, attitudes and concerns; and are also places where surveys of migrants could be conducted, albeit the sample may not be representative of the wider migrant population.
- **Citizens Advice Bureaux (CAB)** – for information on problems faced by migrants - e.g. employment rights, debt, housing, etc; (note that CAB are more likely to hear of worse, rather than better, experiences of migrants, and so it is important to keep this in mind when assessing the incidence of problems);
- **Churches and other faith-based organisations** – are often in the front-line in helping migrants when they arrive in a new area, and so may provide early warnings of population changes in a local area; moreover monitoring of baptisms and marriages at Catholic churches can be used to gauge change in certain communities (e.g. the Polish community);
- **Private landlords, housing associations and estate agents** – for information on emerging trends in the housing market, at both local and micro area scales – especially the private rented sector where most migrants are concentrated initially;
- **Community groups and organisations serving new arrivals and more established migrants** – are likely to provide a ‘meeting place’ for migrants and can provide information on the needs, experiences and patterns of service use of different groups of migrants, as well as being a useful source of intelligence on migrants’ intentions and migration trends;
- **Police and community wardens** – emerging trends in migrant numbers and also ‘early warnings’ of local areas where tensions are most pronounced; (hence information and intelligence gained from these sources are of interest to those concerned with both economic and social impacts of migration)
- **Fire Service** – may provide intelligence about houses in multiple occupation (HMOs) where migrants are concentrated;

- **Colleges** – providing ESOL (English for Speakers of Other Languages) training are likely to be in a position to provide intelligence on migrant trends (via demand for ESOL) and also provide a meeting place for migrants; tutors are likely to have valuable insights into migrant motivations, aspirations and barriers faced in accessing (better) employment and services;
- **Schools** – for information and intelligence on localised concentrations of migrants with children; (note that not all migrants are accompanied by children and so it is not straightforward to ‘read across’ from the number of children of migrants in a particular place to the total population of migrants);
- **Hospitals, health centres and PCTs (Primary Care Trusts)** – for intelligence on emerging patterns in use of different types of services – including translation services; (however, it needs to be borne in mind that only a subset of the migrant population are likely to make use of such services, and those staying for shorter periods are less likely to use them than those with longer durations of stay will tend to make use of them).
- **Transport providers** – may provide intelligence on service routes (e.g. air and coach) and usage; (while it is likely to be difficult to get details of numbers of passengers involved [because such information is commercially valuable], general trends are likely to be of interest regarding the broad volumes of in-flows and out-flows).

To derive maximum value from these local intelligence sources they need to be used together, rather than in isolation, and to be shared amongst local partners.

### **Making the most of local data sources**

At local level there are a number of **challenges** in maximising the use of local data sources. These include:

- lack of recognition of the value of data held and of the benefits of data sharing;
- barriers to sharing individual data – such barriers should not apply to aggregated data, but data guardians may be uneasy about supplying data aggregated from individual records, or unwilling or unable to devote time to undertaking aggregation;
- lack of formal protocols for sharing data; and
- limited systematic use of qualitative information and intelligence.

There is scope for overcoming some of these barriers, as the work of Southampton City Council and partners in a project on ‘Developing data and intelligence’ as part of the **Improvement and Development Agency (IDeA) ‘Migration Excellence’ initiative** has shown – for a summary see: <http://www.idea.gov.uk/idk/core/page.do?pageId=8919812>. In this example an action plan was developed for addressing information gaps and embedding migrant information into Southampton migration partnership structures and an information group was established including partners from business and employment organisations in order to increase the accessibility of available information. Some information sources which had not previously been considered – such as postcoded data about first languages of parent of school pupils – are now being used. Initially, some partners had not shared the



information they had, perhaps not recognising their value, but also because there was no formal protocol for sharing information. There was a lack of geographical detail about migrant numbers and where migrants lived and worked. There was limited systematic use of qualitative information and intelligence and it was unclear how information would be collected and collated for future needs. The project and action plan that has been developed has helped address some of these issues.

Another example of how data from different sources is being used is provided by the work of Sandwell Primary Care Trust (PCT) to help inform demand for health services. Different population sub-groups will have different service needs and this is particularly the case with regard to healthcare services. Sandwell PCT has done some work in attempting to assign ethnicities to those registered with GPs. The work relies on being able to match hospital admissions to GP registrations using individuals' NHS numbers. These records can be put together to provide a match of ethnicity to name, which then in turn can serve as a basis for providing a look-up table to assign ethnicities to those on the GP lists. Naturally some names/ethnicities will be more difficult to assign than others and caution should be taken on these cases. Further development of this type of work will be enhanced by greater sharing of data and development of a data sharing protocol to facilitate this.

## 3. Further information on using migration data

### 3.1 Summary of guidance in using sources

When considering any data set, it is important to consider the following **generic issues**:

- *how* the data were *collected* - i.e. the data collection methodology;
- *why* the data were *collected* – i.e. the rationale for data collection;
- *how* information is *recorded*.

This will enable an initial assessment as to the likely suitability of the data for the purpose in mind, and its associated reliability and robustness.

Other key **questions** include:

- *Who* is covered/not covered by the data set?
- *When* does the information/intelligence relate to? – if information is not reasonably current, is there any reason to expect that there have been substantial changes?
- *Where* are individuals recorded? – e.g. at their place of residence; at their workplace; at an employer's address?
- *What is the context for data collection?* – e.g. a legal requirement; an administrative process; voluntary registration; etc?
- *Are there restrictions on sharing / publishing information?* – if so, what are they?

Then it is important to consider:

- What are the *implications* of the answers to these questions, bearing in mind what is already known about the *functional characteristics of the local area?* and
- What are the trends in neighbouring areas?

Since there is no single data source which provides a comprehensive picture of migration at local level it is **good practice to refer to a range of information and intelligence sources**. While in some instances these sources will tell the same story, in other instances the details and trends may be contradictory. This may arise because different methodologies were used to collect information/intelligence, coverage may vary, concepts may be defined differently, different classification systems may have been used and the time periods to which the information relates may be different. If the stories are different this does not necessarily mean that one source is 'right' and another is 'wrong', or that one source is necessarily 'better' than another is. Rather it may mean that further investigation may be necessary to try and find reasons for the differences – and so gain better intelligence on local migration. In some instances it may be desirable to undertake primary data collection activities to fill gaps in knowledge and to provide more timely information and intelligence.

The **information base** on migration is **dynamic**. This reflects changes in policy and administrative arrangements, improvements or deterioration in available data, and attempts to make better use of existing data sources. Changes in data collection and availability have implications for *time series* analyses: hence it is important to question whether any 'break' in trend is 'real' or a statistical artefact.

## 3.2 Bringing key sources together

Section 3.1 highlighted the need to use information and intelligence from a variety of sources to provide a more comprehensive picture of migration at local level. This section highlights an example from one local area – **Herefordshire** – of such an approach.<sup>20</sup> It also presents a new initiative – the **New Migrant Databank** – which seeks to combine alternative sources of international migration data into a common structure, providing consistent data reporting and a common view of patterns and trends at national, regional and local authority levels.

### *The example of Herefordshire*

The Corporate Policy & Research Team at Herefordshire Council has made use of the following sources of information and intelligence in drawing up a **profile of seasonal and migrant workers in Herefordshire**:

- ONS estimates of international migrants in Herefordshire;
- ONS experimental statistics on estimates of ethnicity – which can be compared with information from the 2001 Census of Population;
- NINOs allocated to overseas nationals – counts have been used to derive year-on-year changes and to provide information on changes in the nationality profile of migrant workers;
- WRS data – providing information on seasonal trends and on the age, nationality and occupational profile of migrants (although no detail can be published due to access restrictions);
- SAWS data – for information on numbers and nationality of migrants coming to Herefordshire under this scheme;
- the Agricultural Census (from DEFRA) – to provide information on trends in numbers of casual workers; a comparison with trends in neighbouring counties showed an increase in numbers from 2003 onwards that was also reflected in other information sources;
- annual surveys of farmers in 2007 and 2008 (conducted by West Mercia Police) providing information on the number of seasonal workers they expect to employ during the course of the year – this information is used to help the police, local authority, Primary Care Trust and other local organisations plan their service provision;
- a regional study of the economic impact of migrant workers;
- a local Chamber of Commerce survey of employers providing information about employment of migrant workers – providing intelligence on types of contracts, recruitment methods, training provided and training needs, etc;
- intelligence on housing of migrants from the Private Sector Housing section of the Council, staff in the Homelessness Team and a lettings agency;
- the Schools Census – for numbers of children in schools who do not speak English as their first language;

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<sup>20</sup> Herefordshire is one of a number of examples that could have been chosen; there are examples of good practice elsewhere.

- intelligence on migrants' experiences and issues of integration from research undertaken by the Hereford Diocesan Council of Social Responsibility;
- a local survey of the health needs of seasonal and migrant workers;
- anecdotal evidence – from the police, council, health services and voluntary organisations.

For further details of the research in Herefordshire and of the particular strengths and weaknesses of the different sources see:

[http://www.herefordshire.gov.uk/social\\_issues/diversity/28863.asp](http://www.herefordshire.gov.uk/social_issues/diversity/28863.asp)

### **The New Migrant Databank**

The concept of a New Migrant Databank (NMD) combining statistics from a number of alternative sources to provide a consistent view of each benchmarked against each other and against regional and national totals has been developed by Peter Boden and Phil Rees from the University of Leeds. A pilot project sponsored by the London Mayor (see:

<http://www.london.gov.uk/mayor/refugees/docs/nm-pop.pdf>)

produced a comprehensive listing of data sets with information on international migration, together with some metadata. As part of an Economic and Social Research Council (ESRC) programme of research on Understanding Population Trends and Processes (UPTAP) – see <http://www.uptap.net/> - the NMD is being implemented at the local authority district scale.

The NMD is intended to provide:

- a 'single view' of alternative statistics on migration for an extended time-series by local area;
- a common and consistent reporting framework for all local authority areas – thus enabling inter-area comparisons;
- a framework for analysis of trends and patterns in migration – across the different data series; and
- the basis for further research and analysis targeted at improving migration and population estimates at local level.

Exemplar charts from the NMD are presented in Annex 4 – showing the 2001 Census, TIM statistics, GP registrations to foreign nationals and NINo registrations (in total and for non-Accession nationals). The charts highlight the characteristics of migrants covered by each source and compare the intelligence about migration trends available from each local authority area. From the exemplar charts it is clear that trends over time shown by the different datasets vary between areas. This highlights the importance of considering the functional context of different local areas when comparing the local pictures revealed by migration statistics.

The database may become available (assuming data providers are agreeable) for third-party use in 2009.

For further details about the concept and development of the New Migrant Databank and preliminary analysis see:

<http://www.ccsr.ac.uk/qmss/seminars/2008-09-17/documents/QMSSPaper-PBPHR-Sept2008.pdf>

### 3.3 Generating estimates of migrants

This section presents examples of some of the ways in which estimates of stocks of migrants and likely future trends in migration have been generated at local level. The examples are taken from:

- work in **Southampton** on *estimating the population of Polish and A8 nationals*;
- research on *international migration in Cambridgeshire*; and
- the development of *scenarios* to gain into possible future migration trends – with particular reference to research undertaken in **Wychavon**.

#### *Estimating the total stock of Polish and A8 nationals - an example from Southampton*

In Southampton the total stock of Polish nationals in March 2008 was estimated using data from the Schools Census and WRS as follows:

- i. the Schools Census for Southampton showed 651 pupils (under 17) of Polish nationality;
- ii. local data from the WRS showed that the percentage of dependants under 17 within the total population of A8 nationals according to the WRS was 4.6 per cent;
- iii. local data from the WRS showed that Polish nationals accounted for 85 per cent of total A8 nationals registered on the WRS;
- iv. the Polish population (children and adults) was estimated by combining the percentage of dependants under 17 (4.6 per cent) with the known number of Polish schoolchildren under 17 (651), as follows:  

$$(100/4.6) \times 651 = 14,152$$
- v. the population of A8 nationals was estimated taking account of the estimated Polish population (from step 'iv') and proportion of the WRS population accounted for by Poles (see step 'iii'), as follows:  

$$(100/85) \times 14,152 = 16,296$$

It is acknowledged that there are limitations to such calculations in estimating migrant stocks – for example, some of the children who migrated to Southampton will have done so without one or other of their parents registering under WRS. However, these estimates illustrate how data from different sources have been combined at local level to provide relatively timely estimates of a migrant population. NINo data could have been used in calculations also, but they are less timely than the WRS and do not provide information on dependants.

#### *Generating estimates of international migrants and the demographic impact of international migration in Cambridgeshire districts*

Research by Cambridgeshire County Council<sup>21</sup> has made use of data from the 2001 Census, NINos allocated to overseas nationals, the WRS, GP registrations (place of birth outside the

<sup>21</sup> Cambridgeshire County Council Research Group (2008) *The Demographic Impact of International Migration in Cambridgeshire*. Cambridge: Cambridgeshire County Council. For further details email: [research.group@cambridgeshire.gov.uk](mailto:research.group@cambridgeshire.gov.uk).

UK) and PLASC (numbers of children in local education authority schools for whom English was not their first language), together with information on uptake of English language classes at Cambridgeshire's Regional Colleges, to estimate the number of migrant workers that have come to Cambridgeshire since 2001 by continent of origin using a triangulation approach – involving comparing statistics using different data sources. The availability of information by residential postcode on GP registrations, PLASC data and uptake of English language classes at Regional Colleges enables areas of migrant concentration to be identified at a ward scale. Analyses for Cambridgeshire districts highlight important differences in the numbers and profile of migrants between local areas. For example, international migration in Cambridge is profoundly influenced by the movement of students (from all parts of the world) into and out of the city. South Cambridgeshire and Huntingdonshire also exhibit a mixed pattern of migration, including notable migration from Western Europe and Asia, whereas in Fenland and East Cambridgeshire migration is much more dominated by Eastern Europeans – which is likely to be associated with seasonal and other employment in agriculture and related sectors.

The study then made an assessment of the number of these migrant workers that have come to Cambridgeshire districts that have remained in Cambridgeshire to form part of the resident population, based on a number of length-of-stay scenarios:

- i. length-of-stay scenario 1: 30 per cent of migrant workers have returned home or moved to other areas in the UK – providing an 'upper limit' for the possible number of migrants in the population;
- ii. length-of-stay scenario 2: 50 per cent of migrants have returned home or moved to other areas in the UK;
- iii. length-of-stay scenario 3: 70 per cent of migrants have returned home or moved to other areas in the UK – providing a 'lower limit' for the likely number of migrants within the population; (data from the WRS which suggests that 13 per cent of A8 migrants in Cambridgeshire intend to stay for more than a year and a third do not know how long they will stay).

Combining different scenarios for each district to develop a 'most likely' total number of migrant workers in the resident population, based on judgements about migration trends by continent, it was estimated over 13 thousand migrant workers could have become part of the total resident population in Cambridgeshire since 2001. This suggests that 50 per cent to 70 per cent of the migrant workers that have come to Cambridgeshire since 2001 have already returned home.

In order to assess the likely *future impact* of migrant workers, four scenarios were generated based on *assumptions* about future migration and *current trends* in each local authority district over the period to 2016.

- i. a linear trend model based on what has happened in the past five years;
- ii. a linear trend model based on what has happened in the past two years, (capturing a reduction in WRS registrations);
- iii. a constant trend of growth since 2006, (the latest available data at the time the analysis was undertaken);

- iv. an assumption that migration will decrease linearly at the same rate of growth as shown in scenario 'I'.

The scenarios applied reveal very different trends, from marked increases, relative stability and drastic reductions in migrant workers.

### **Wychavon Migrant Workers Mini Scenarios**

Work in Wychavon as part of the IDeA 'Migration Excellence' programme has also used scenarios to assess the significance of migrant workers in the local area, with particular reference to the impact on local population, housing and employment. – see:

<http://www.idea.gov.uk/idk/core/page.do?pageld=8894348> and

<http://www.idea.gov.uk/idk/aio/8923074>

Analysis of key information sources (such as the WRS), a literature review and interviews with local stakeholders were used to develop scenarios, based on an informed view of possible outcomes. The scenarios are neither predictions nor forecasts, but they do provide a framework for discussing wider issues and implications of future decisions in relation to plausible futures in the next five years or so.

While it is possible to identify a range of factors which have implications for the future, these factors could interact in various ways to produce different possible outcomes – hence there are *uncertainties* about future migration. These include whether people will come and go in the same patterns as before (given the relative economic fortunes of the local area, origin areas and competing destinations), whether characteristics of migrants will change, the proportion of those with dependants, etc. There is also considerable uncertainty about how the new PBS for managing migration from outside the European Economic Area (EEA) will operate in practice. Prevailing demographic trends in the local area also need to be taken into account.

In Wychavon four mini scenarios were developed:

- i. scenario 1: Serious shortfall – characterised by a significant reduction (of at least 20 per cent) in migrants coming;
- ii. scenario 2: Slowly but surely declining – characterised by a lesser reduction in migrants of 10-15 per cent;
- iii. scenario 3: A different revolving door – with a continued supply of migrants but with a different composition in terms of origin and skill level;
- iv. scenario 4: A steady rise – regardless of work availability.

Figure 7 provides an overview of the scenarios, highlighting the broader structural context and likely policy implications of the different plausible futures.

There is scope for development of such mini scenarios in other local areas, tailored to take account of specific local trends and issues, within the context of more general uncertainties and drivers at national level.

**Figure 7: Key features of Wychavon Mini Scenarios**

<p><b>Serious Shortfall:</b></p> <ul style="list-style-type: none"> <li>• sharp reduction of well over 20% in migrant workers</li> <li>• A8 economic growth stronger relative to UK</li> <li>• other EU countries opening up, creating competition for migrants</li> <li>• UK quotas and controls tighter</li> <li>• Wychavon population growing overall</li> <li>• continued exodus of young work age population</li> <li>• fall in migrant workers having serious impact on local economy</li> <li>• housing market static and tight.</li> </ul>	<p><b>Slowly but surely declining:</b></p> <ul style="list-style-type: none"> <li>• year-on-year steady reduction in numbers, up to 15%</li> <li>• A8 economic growth faster than much of the EU</li> <li>• more controls on immigration in UK</li> <li>• local population in Wychavon ageing overall and growing slowly</li> <li>• migrants with dependants a more significant proportion and very much part of the local economy</li> <li>• increased use of gangmasters</li> <li>• some reduction in commuting, creating new pool of local labour</li> <li>• pressure throughout the housing market.</li> </ul>
<p><b>A different revolving door:</b></p> <ul style="list-style-type: none"> <li>• overall numbers of migrants relatively stable</li> <li>• UK economy doing better than other EU mature economies</li> <li>• gangmaster regulation strengthened</li> <li>• population moving more strongly to urban areas</li> <li>• local economy benefiting from concern and focus on food security</li> <li>• migrants tend to be lower-skilled and more from Bulgaria and Romania</li> <li>• more rented accommodation but less affordable.</li> </ul>	<p><b>A steady rise:</b></p> <ul style="list-style-type: none"> <li>• Wychavon has managed to attract a steadily rising flow of migrants</li> <li>• UK remains a more popular choice overall among migrant workers</li> <li>• net in-flow from within the UK continues to Wychavon, more focus on urban centres</li> <li>• local economy generally buoyant</li> <li>• Wychavon collaborative ventures to attract and keep migrants coming</li> <li>• local innovation is creating new forms of housing and encouraging renovation of poor quality stock.</li> </ul>

Source: Moorcroft S. and Myers A. (2008) *Wychavon Migrant Workers Mini Scenarios Report*, <http://www.idea.gov.uk/idk/aio/8923074>



### 3.4 List of key sources and reports

This section provides a checklist of links to key data sources and to selected reports relating to the use of local migration statistics.

#### *Checklist of links to key data sources and associated information*

Resource	Reference or web address
<b><i>National Statistics – migration (general)</i></b>	
Local authority district components of population change in England and Wales	<a href="http://www.statistics.gov.uk/statbase/Product.asp?vlnk=15106">http://www.statistics.gov.uk/statbase/Product.asp?vlnk=15106</a>
UK-level components of population change	<a href="http://www.statistics.gov.uk/cci/nugget.asp?ID=950">http://www.statistics.gov.uk/cci/nugget.asp?ID=950</a>
ONS mid-year population estimates	<a href="http://www.statistics.gov.uk/statbase/Product.asp?vlnk=15106">http://www.statistics.gov.uk/statbase/Product.asp?vlnk=15106</a>
Local estimates of annual internal and international migration for local authorities in England and Wales	<a href="http://www.statistics.gov.uk/StatBase/Product.asp?vlnk=15001">http://www.statistics.gov.uk/StatBase/Product.asp?vlnk=15001</a>
ONS International Statistics series MN 33 (report on International Migration at national level, using 2006 data).	<a href="http://www.national-statistics.org.uk/downloads/theme_population/MN33.pdf">http://www.national-statistics.org.uk/downloads/theme_population/MN33.pdf</a>
ONS work on <i>Improving Migration and Population Statistics (IMPS)</i> (including short-term migration estimates)	<a href="http://www.statistics.gov.uk/imps">http://www.statistics.gov.uk/imps</a>
e-borders	<a href="http://www.bia.homeoffice.gov.uk/managingborders/technology/eborders/">http://www.bia.homeoffice.gov.uk/managingborders/technology/eborders/</a>
<b><i>Census data – access and developments</i></b>	
National Online Manpower Information System (NOMIS)	<a href="http://www.nomisweb.co.uk">www.nomisweb.co.uk</a>
Neighbourhood Statistics	<a href="http://neighbourhood.statistics.gov.uk">http://neighbourhood.statistics.gov.uk</a>
Scotland's Census Results On-Line (SCROL)	<a href="http://www.scrol.gov.uk">www.scrol.gov.uk</a>
Northern Ireland Census Access (NICA)	<a href="http://www.nisranew.nisra.gov.uk/census/start.html">http://www.nisranew.nisra.gov.uk/census/start.html</a>
Samples of Anonymised Records (SAR) and Controlled Access Microdata Sample (CAMS)	<a href="http://www.ccsr.ac.uk/sars/2001/">http://www.ccsr.ac.uk/sars/2001/</a>

*continued*

<b>Resource</b>	<b>Reference or web address</b>
SASPAC	<a href="http://www.saspac.org/">http://www.saspac.org/</a>
Census Commissioned Tables	<a href="http://www.statistics.gov.uk/census2001/cn_135.asp">http://www.statistics.gov.uk/census2001/cn_135.asp</a>
2007 Test of 2011 Census of Population	<a href="http://www.ons.gov.uk/census/2011-census/2011-census-project/2007-test/index.html">http://www.ons.gov.uk/census/2011-census/2011-census-project/2007-test/index.html</a>
<b>Labour Force Survey (LFS) and related</b>	
Access to Labour Force Survey data via ESDS Government	<a href="http://www.esds.ac.uk/Government/lfs/">http://www.esds.ac.uk/Government/lfs/</a>
Access to Annual Population Survey data via ESDS Government	<a href="http://www.esds.ac.uk/government/aps/index.asp">http://www.esds.ac.uk/government/aps/index.asp</a>
ONS subscription service for Labour Force Survey data	<a href="http://lfs.ons.gov.uk/Citrix/NFuse17/login.asp">http://lfs.ons.gov.uk/Citrix/NFuse17/login.asp</a>
Integrated Household Survey	<a href="http://www.statistics.gov.uk/CCI/nugget.asp?ID=936&amp;Pos=&amp;ColRank=1&amp;Rank=192">http://www.statistics.gov.uk/CCI/nugget.asp?ID=936&amp;Pos=&amp;ColRank=1&amp;Rank=192</a> and <a href="http://www.statistics.gov.uk/articles/nojournal/IHS_web_update_May08.pdf">http://www.statistics.gov.uk/articles/nojournal/IHS_web_update_May08.pdf</a>
<b>Managed migration – policy</b>	
Details of the Work Permit system	<a href="http://www.ukba.homeoffice.gov.uk/workingintheuk/tier2/workpermits/">http://www.ukba.homeoffice.gov.uk/workingintheuk/tier2/workpermits/</a>
Details of the Points Based System	<a href="http://www.ukba.homeoffice.gov.uk/managingborders/managingmigration/apointsbasedsystem/">http://www.ukba.homeoffice.gov.uk/managingborders/managingmigration/apointsbasedsystem/</a>
List of skill shortage occupations – PBS Tier 2	<a href="http://www.ukba.homeoffice.gov.uk/aboutus/workingwithus/indbodies/mac/macfirstshortagelist/">http://www.ukba.homeoffice.gov.uk/aboutus/workingwithus/indbodies/mac/macfirstshortagelist/</a>
Migration Advisory Committee	<a href="http://www.ukba.homeoffice.gov.uk/sitecontent/documents/aboutus/workingwithus/mac/macreports/">http://www.ukba.homeoffice.gov.uk/sitecontent/documents/aboutus/workingwithus/mac/macreports/</a>
<b>Administrative sources</b>	
Access to NINo data via DWP tabulation tool	<a href="http://83.244.183.180/mgw/final/tabtool.html">http://83.244.183.180/mgw/final/tabtool.html</a>
Annual report and on NINo allocations to overseas persons	Office for National Statistics and Department for Work and Pensions (2008) <i>National Insurance Number Allocations to Adult Overseas Nationals Entering the UK 2007/08</i> available at: <a href="http://www.dwp.gov.uk/asd/asd1/niall/nino_allocation.asp">http://www.dwp.gov.uk/asd/asd1/niall/nino_allocation.asp</a>

continued

<b>Resource</b>	<b>Reference or web address</b>
UKBA/DWP/HMRC/DCLG annual report on the Workers Registration Scheme	UK Border Agency, Department for Work and Pensions, HM Revenue and Customs and Communities and Local Government (2008) Accession Monitoring Report May 2004-June 2008 (A8 Countries). <a href="http://www.ukba.homeoffice.gov.uk/sitecontent/documents/aboutus/reports/accession_monitoring_report/report16/may04jun08.pdf?view=Binary">http://www.ukba.homeoffice.gov.uk/sitecontent/documents/aboutus/reports/accession_monitoring_report/report16/may04jun08.pdf?view=Binary</a>
Local authority district-level data from the Workers Registration Scheme	<a href="http://www.lgar.local.gov.uk/lgv/core/page.do?pageId=27879">http://www.lgar.local.gov.uk/lgv/core/page.do?pageId=27879</a>
Accession statistics for Bulgarian and Romanian nationals	<a href="http://www.ukba.homeoffice.gov.uk/sitecontent/documents/aboutus/reports/bulgarianromanian/">http://www.ukba.homeoffice.gov.uk/sitecontent/documents/aboutus/reports/bulgarianromanian/</a>
Seasonal Agricultural Workers Scheme	<a href="http://www.bia.homeoffice.gov.uk/workingintheuk/eea/saws/">http://www.bia.homeoffice.gov.uk/workingintheuk/eea/saws/</a>
<b>Other sources</b>	
Higher Education Statistics Agency (HESA) data	<a href="http://www.hesa.ac.uk/index.php/content/view/600/239/">http://www.hesa.ac.uk/index.php/content/view/600/239/</a>
“Flag 4” data	ONS will supply mid year estimates by local authority on request for mid year periods from 2001 – requests should be sent to: <a href="mailto:MigStatsUnit@ons.gsi.gov.uk">MigStatsUnit@ons.gsi.gov.uk</a> .
Pupil Level Annual Schools Census and National Pupil Database User Group (PLUG)	<a href="http://www.bris.ac.uk/depts/CMPO/PLUG/whatisplug.htm">http://www.bris.ac.uk/depts/CMPO/PLUG/whatisplug.htm</a>
Neighbourhood Knowledge Management project approach	<a href="http://www.rss.org.uk/PDF/Burisa_conf_08_Les_Meyhew.pdf">http://www.rss.org.uk/PDF/Burisa_conf_08_Les_Meyhew.pdf</a>
Mosaic Origins	<a href="http://www.business-strategies.co.uk/upload/pdfs_nov07/mosaic_origins_oct07.pdf">http://www.business-strategies.co.uk/upload/pdfs_nov07/mosaic_origins_oct07.pdf</a>

Resource	Reference or web address
<b><i>Bringing sources together in a common framework</i></b>	
New Migrant Databank	<a href="http://www.london.gov.uk/mayor/refugees/docs/nm-pop.pdf">http://www.london.gov.uk/mayor/refugees/docs/nm-pop.pdf</a> and <a href="http://www.ccsr.ac.uk/qmss/seminars/2008-09-17/documents/QMSSPaper-PBPHR-Sept2008.pdf">http://www.ccsr.ac.uk/qmss/seminars/2008-09-17/documents/QMSSPaper-PBPHR-Sept2008.pdf</a>
<b><i>Other sources of good practice, information and advice</i></b>	
Audit Commission – data and information on migrant workers	<a href="http://www.audit-commission.gov.uk/migrantworkers/data/">http://www.audit-commission.gov.uk/migrantworkers/data/</a>
Improvement and Development Agency (IDeA) 'Migration Excellence' initiative	<a href="http://www.idea.gov.uk/idk/core/page.do?pageId=8919812">http://www.idea.gov.uk/idk/core/page.do?pageId=8919812</a>
Local Government Association	<a href="http://www.lgar.local.gov.uk/population">www.lgar.local.gov.uk/population</a>

### ***Selected regional and local studies on migration – including local migrant surveys and analysis of secondary data***

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<http://www.publications.parliament.uk/pa/ld200708/ldselect/ldeconaf/82/82.pdf>
- IDeA (2007) *New European Migration: good practice guide for local authorities*, IDeA, London. <http://www.idea.gov.uk/idk/aio/6949811>
- Keohane N. (2008) *Local Counts: The future of the Census*, New Local Government Network, London.  
<http://www.nlgn.org.uk/public/wp-content/uploads/local-counts.pdf>
- Lemos S. and Portes J. (2008) 'The impact of migration from the new European Union Member States on native workers', *Department for Work and Pensions Working Paper 52*, London.  
<http://www.dwp.gov.uk/asd/asd5/wp52.pdf>
- LSC (2007) *Migrant Workers and the Labour Market – Review of LSC research on labour market participation, skills and skills provision for migrant workers*, LSC, Coventry.  
<http://readingroom.lsc.gov.uk/lsc/National/nat-migrantworkersandthelabourmarket.pdf>
- Pollard N., Latorre M. and Sriskandarajah D. (2008) *Floodgates or turnstiles? Post-EU enlargement migration flows to (and from) the UK*, Institute for Public Policy Research, London.  
<http://www.ippr.org.uk/publicationsandreports/publication.asp?id=603>
- Portes J. and French S. (2005) 'The impact of free movement of workers from Central and Eastern Europe on the UK labour market: early evidence', *Department for Work and Pensions Working Paper 18*, Corporate Document Services, Leeds.  
<http://www.dwp.gov.uk/asd/asd5/WP18.pdf>

### 3.5 Academic and other experts

This section provides links to *some* of the key academic and other experts/organisations undertaking work of relevance users of local migration statistics.<sup>22</sup>

Expert / organisation	Overview of work programme	Examples of publications / outputs
<b>Universities</b>		
University College London, Migration Research Unit <a href="http://www.geog.ucl.ac.uk/mru/">http://www.geog.ucl.ac.uk/mru/</a>	Research on international migration – in particular highly skilled migration, developments in migration policy, transnationalism and diasporas	Salt J. and Millar J. (2006) 'Foreign labour in the United Kingdom: current patterns and trends', <i>Labour Market Trends</i> 114 (10), 335-355. <a href="http://www.statistics.gov.uk/downloads/theme_labour/LMT_Oct06.pdf">http://www.statistics.gov.uk/downloads/theme_labour/LMT_Oct06.pdf</a> Salt J. (2005) <i>Current trends in international migration in Europe</i> , Council of Europe. <a href="http://www.geog.ucl.ac.uk/research/mobility-identity-and-security/migration-research-unit/pdfs/current_trends_2004.pdf">http://www.geog.ucl.ac.uk/research/mobility-identity-and-security/migration-research-unit/pdfs/current_trends_2004.pdf</a>
University College London, CReAM (Centre for Research and Analysis of Migration) <a href="http://www.econ.ucl.ac.uk/cream/">http://www.econ.ucl.ac.uk/cream/</a>	Based in an Economics Department, research focuses on the causes, patterns, and consequences of international population mobility and movements affecting the UK and Europe and on associated global processes.	Dustmann C., Frattini T. and Preston I. (2007) <i>A study of migrant workers and the National Minimum Wage and enforcement issues that arise</i> , Report to the Low Pay Commission. <a href="http://www.econ.ucl.ac.uk/cream/pages/LPC.pdf">http://www.econ.ucl.ac.uk/cream/pages/LPC.pdf</a>
University of Leeds, School of Geography <a href="http://www.geog.leeds.ac.uk/research/csap/">http://www.geog.leeds.ac.uk/research/csap/</a>	Research on population modelling, analysis of census and other data (including interaction data) and spatial analysis. Researchers involved in ESRC UPTAP initiative and in development of the New Migrant Databank.	Rees P. and Boden P. (2006) <i>Estimating London's New Migrant Population, Stage 1 – review of methodology</i> , Report for the Mayor of London <a href="http://www.london.gov.uk/mayor/refugees/docs/nm-pop.pdf">http://www.london.gov.uk/mayor/refugees/docs/nm-pop.pdf</a>
London Metropolitan University, Working Lives Institute <a href="http://www.workinglives.org/">http://www.workinglives.org/</a>	Undertakes socially committed academic and applied research into all aspects of working lives, emphasising equality and social justice, and working for and in partnership with trade unions. Migrant workers is one research theme,	McKay S. and Winkelmann-Gleed A. (2005) <i>Migrant Workers in the East of England</i> , Report for EEDA. <a href="http://www.workinglives.org/research-themes/migrant-workers/migrant-workers-in-the-east-of-england.cfm">http://www.workinglives.org/research-themes/migrant-workers/migrant-workers-in-the-east-of-england.cfm</a>

*continued*

<sup>22</sup> Note this list represents a 'selected', rather than a comprehensive, overview. Researchers in several universities not listed here have undertaken research on migration in their local area/sub-region.



Expert / organisation	Overview of work programme	Examples of publications / outputs
University of Newcastle, CURDS <a href="http://www.ncl.ac.uk/curds/">http://www.ncl.ac.uk/curds/</a>	Research on migration at local level. Research on Polish migrants.	Stenning A., Champion A., Conway C., Coombes M., Dawley S., Dixon L., Raybould S, and Richardson R. (2006) <i>Assessing the Local and Regional Impacts of International Migration</i> , Department for Communities and Local Government, London. <a href="http://www.ncl.ac.uk/curds/publications/pdf/A8Final.pdf">http://www.ncl.ac.uk/curds/publications/pdf/A8Final.pdf</a>
University of Oxford, Compas (The Centre for Migration, Policy and Society), <a href="http://www.compas.ox.ac.uk/">http://www.compas.ox.ac.uk/</a>	Research on Sending Contexts, Infrastructures of Migration, Migration and Social Change, the migration-asylum nexus, transnationalism and diaspora, and migration management, etc – see: <a href="http://www.compas.ox.ac.uk/research/">http://www.compas.ox.ac.uk/research/</a>	Anderson, B. and Ruhs, M. 2008, A Need for Migrant Labour? The micro-level determinants of staff shortages and implications for a skills based immigration policy. A paper prepared for the Migration Advisory Committee (MAC). Spencer, S., Martin Ruhs, Bridget Anderson, Ben Rogaly, 2007, <i>Migrants lives beyond the workplace: The experiences of Central and East European migrants in the UK</i> . Report funded by the Joseph Rowntree Foundation.
University of Warwick, IER (Institute for Employment Research), - <a href="http://www2.warwick.ac.uk/fac/soc/ier">http://www2.warwick.ac.uk/fac/soc/ier</a>	Research on labour market and economic impacts of migrant workers at regional and local levels. Research on migration data sources; labour market integration; etc.	Green A.E., Jones P.S. and Owen D.W. (2007) <i>The economic impact of migrant workers in the West Midlands</i> , Birmingham: West Midlands Regional Observatory. <a href="http://www.wmro.org/resources/res.aspx/CmsResource/resourceFilename/1788/Economic-Migrants-Final_V1.0_Report_SM.pdf">http://www.wmro.org/resources/res.aspx/CmsResource/resourceFilename/1788/Economic-Migrants-Final_V1.0_Report_SM.pdf</a> . Green A.E., Owen D.W. and Jones P.S., with Owen C., Francis J. and Proud R. (2008) <i>Migrant workers in the South East Regional Economy</i> , Guildford: South East England Development Agency. <a href="http://www.seeda.co.uk/Publications/Research_Economics/docs/MigrantWorkersInTheSouthEastRegionalEconomy.pdf">http://www.seeda.co.uk/Publications/Research_Economics/docs/MigrantWorkersInTheSouthEastRegionalEconomy.pdf</a>
<b>Think tank and consultancies</b>		
Experian	Analysis of spatial patterns and composition of migration at regional level. Work on talent attraction.	Experian (2008) <i>Demography, Migration and Diversity in the Northwest</i> , Report for NWDA <a href="http://www.nwph.net/ethnichealth/Publications/Demographics%20etc%20-%20Final%20report%20-%20Final.pdf">http://www.nwph.net/ethnichealth/Publications/Demographics%20etc%20-%20Final%20report%20-%20Final.pdf</a>
ippr - <a href="http://www.ippr.org/">http://www.ippr.org/</a>	Undertaking research on Economic and service impacts of migration – see <a href="http://www.ippr.org/research/teams/project.asp?id=1452&amp;pid=1452">http://www.ippr.org/research/teams/project.asp?id=1452&amp;pid=1452</a> ; Emigration; and Integration and Diversity in the UK.	Pollard N., Latorre M. and Sriskandarajah D. (2008) <i>Floodgates or turnstiles? Post-EU enlargement migration flows to (and from) the UK</i> , ippr, London. Nathan M. (2008) <i>Your Place or Mine? The local economics of migration</i> , ippr, London.

continued

Expert / organisation	Overview of work programme	Examples of publications / outputs
SQW	Studies on economic issues, migration data sources and on migration in particular local contexts	SQW Consulting (2007) <i>Westminster Population Research 2007</i> , A Final Report to Westminster City Council. <a href="http://www.sqw.co.uk/file_download/114">http://www.sqw.co.uk/file_download/114</a> Dickinson S., Thompson G., Prabhakar M. and Hurstfield J. (2008) <i>Migrant Workers: Economic Issues and Opportunities</i> <a href="http://www.sqw.co.uk/file_download/133">http://www.sqw.co.uk/file_download/133</a>
<b>Research Foundations and other</b>		
Joseph Rowntree Foundation	Research on migrants, integration and local neighbourhoods. Research on immigration and housing markets. Research on experiences of migrant workers.	For links to summary <i>Findings</i> see: <a href="http://www.jrf.org.uk/pressroom/releases/290507.asp">http://www.jrf.org.uk/pressroom/releases/290507.asp</a> <a href="http://www.jrf.org.uk/pressroom/releases/010506.asp">http://www.jrf.org.uk/pressroom/releases/010506.asp</a> See also <a href="http://www.jrf.org.uk/research-and-policy/immigration-and-inclusion/documents/Programme-Overview.doc">http://www.jrf.org.uk/research-and-policy/immigration-and-inclusion/documents/Programme-Overview.doc</a>

### International sources

The **OECD** undertakes work on international migration, based on continued monitoring of migration movements and policies in member countries and outside the OECD area, and in-depth analysis of the economic and social aspects of migration. This includes the role of migration in alleviating labour shortages, links between migration, demography and economic growth, and the fiscal impact of migration. For an overview across OECD countries see the annual *International Migration Outlook* – for a link to the 2008 version see: [http://www.oecd.org/document/3/0,3343,en\\_2649\\_33931\\_41241219\\_1\\_1\\_1\\_37415,00.html](http://www.oecd.org/document/3/0,3343,en_2649_33931_41241219_1_1_1_37415,00.html)

For a report on the UK see:

[http://www.geog.ucl.ac.uk/research/mobility-identity-and-security/migration-research-unit/pdfs/Sop07\\_20080131.pdf](http://www.geog.ucl.ac.uk/research/mobility-identity-and-security/migration-research-unit/pdfs/Sop07_20080131.pdf)

For statistics for the European Union see the **Eurostat** website:

[http://epp.eurostat.ec.europa.eu/portal/page?\\_pageid=1090,30070682,1090\\_33076576&\\_dad=portal&\\_schema=PORTAL](http://epp.eurostat.ec.europa.eu/portal/page?_pageid=1090,30070682,1090_33076576&_dad=portal&_schema=PORTAL)

Statistics are organised by theme – for example, ‘Population’:

[http://epp.eurostat.ec.europa.eu/portal/page?\\_pageid=1996,45323734&\\_dad=portal&\\_schema=PORTAL&screen=welcomeref&open=/&product=REF\\_TB\\_population&depth=2](http://epp.eurostat.ec.europa.eu/portal/page?_pageid=1996,45323734&_dad=portal&_schema=PORTAL&screen=welcomeref&open=/&product=REF_TB_population&depth=2)

### 3.6 Other networks and learning opportunities

There are opportunities to share and learn about good practice within:

- Sub-regional and regional partnerships
- Regional and local observatories
- LARIA (Local Authorities Research & Intelligence Association) – newsletter, conference and seminars: <http://www.laria.gov.uk/>
- BURISA (the British Urban and Regional Information Systems Association) – newsletter, workshops and conferences: <http://www.burisa.org/WhatIsBurisa.html>
- British Society of Population Studies (BSPS) – newsletter, meetings, events and conferences <http://www.lse.ac.uk/collections/BSPS/>
- Networks of local areas facing similar challenges – e.g. Core Cities, Eurocities.

## Annexes

### Annex 1: Summary of ‘components of change’ methodology and associated data

The published components of population change are derived from the process of creating annual mid-year (30<sup>th</sup> June) estimates of the population for nations, regions and local authority areas. They are created by using the *cohort component method*<sup>23</sup>. Starting with the population for the previous year, the population is first ‘aged forward;’ by one year, births during the year are added to and deaths during the year subtracted from the population, (taking into account their age, sex, and usual place of residence). Net in-migration to each area from the rest of the UK is estimated using GP records, while net international migration is estimated by allocating International Passenger Survey data on people migrating for more than 12 months to local authorities and making adjustments for asylum seekers, visitor switchers and migration to/from the Irish Republic. Prisoners, boarding school pupils, armed forces (home and foreign) and foreign armed forces’ dependants living in the UK are estimated separately from the rest of the population, because they are not covered by the data sets used to estimate migration, and they are not included in the ‘ageing-on’ process. The mid-year population estimates are subject to periodic retrospective revision, especially following a Census of Population.

Note that the registration of births and deaths is the most reliable part of UK population statistics. Annual figures for births and deaths are published for local authority districts throughout the UK by the ONS,<sup>24</sup> the General Register Office for Scotland<sup>25</sup> and the Northern Ireland Statistics and Research Agency<sup>26</sup>. The birth registration process collects information on the country of birth of both the father and mother of the child, while death registration records the country of birth of the deceased. It is therefore possible to identify the continuing influence of international migration upon population change using unpublished data from these sources.

<sup>23</sup> Office for National Statistics (2004) *A Short guide to Population Estimates*. [http://www.statistics.gov.uk/downloads/theme\\_population/Short\\_Guide\\_revision\\_Nov\\_04\\_final.pdf](http://www.statistics.gov.uk/downloads/theme_population/Short_Guide_revision_Nov_04_final.pdf) and Jefferies, J. and Fulton, R. (2005) Making a population estimate in England and Wales, *National Statistics Methodological Series* No. 34. ISBN 1 85774 611 2.

<sup>24</sup> Local authority-level data on births and deaths in England and Wales is available at: [http://www.statistics.gov.uk/downloads/theme\\_population/FM1\\_35/FM1\\_No35.PDF](http://www.statistics.gov.uk/downloads/theme_population/FM1_35/FM1_No35.PDF) and [http://www.statistics.gov.uk/downloads/theme\\_population/KPVS33\\_2006/FINAL\\_KPVS2006-web.pdf](http://www.statistics.gov.uk/downloads/theme_population/KPVS33_2006/FINAL_KPVS2006-web.pdf)

<sup>25</sup> <http://www.gro-scotland.gov.uk/statistics/publications-and-data/vital-events/vital-events-reference-tables-2007/index.html>. This data reflects the council area boundaries that were in place on 29 April 2001.

<sup>26</sup> <http://www.nisra.gov.uk/demography/default.asp2.htm>. For Northern Ireland, current Local Government District boundaries were set following the 1992 Boundary Commission review which was published in 1993.

## Annex 2: Summary templates of key features of migrant data sets

<b>Data set title</b>	<b>National Insurance Numbers (NINos) allocated to overseas nationals</b>	
<i>Description of data set</i>	<p>The data cover adult overseas nationals entering the UK and allocated a National Insurance Number (NINo) on the National Insurance Recording System (NIRS) via the adult registration scheme. Allocation of a NINo includes all reasons i.e. the figures cover benefit/tax credit recipients as well as workers.</p> <p>The figures by Year of Registration are based on the date of registration onto NIRS2 i.e. after the NINo application and allocation process has been completed. This may be a number of weeks or months after arriving in the UK.</p> <p>The statistics published record the cumulative number of allocations during the financial year to people resident in the local authority district at the time of registration.</p>	
<i>Supplier</i>	Department for Work and Pensions	
<i>Type of data</i>	Administrative	
<i>Geographical coverage</i>	UK	
<i>Residence or workplace based</i>	Residence (mainly); (some allocated to employer address)	
<i>Statistical universe</i>	Persons with non-UK nationality aged 16 and over	
<i>Persons encompassed</i>	All persons employed, self-employed or claiming benefits or tax credits	
<i>Migration measure</i>	Persons entering the UK requiring a NINo.	
<i>Smallest geographical unit for which data are collected</i>	Unit postcode of individual	
<i>Smallest geographical coding provided</i>	Local authority district in Great Britain, plus Northern Ireland as a whole; Parliamentary constituency	
<i>Number system</i>	Data presented in thousands and rounded to the nearest 5.	
<i>Sample</i>	100%	
<i>Attributes recorded:</i>		
<i>Gender</i>	Yes	
<i>Age</i>	Yes	Less than 18, 18-24, 25-34, 45-54, 55-59, 60 and over
<i>Industry</i>	No	
<i>Occupation</i>	No	
<i>Ethnic group</i>	No	
<i>Nationality</i>	Yes	Each individual country of the world
<i>Other attributes</i>	Benefits claimed are available for the financial and calendar years from 2002.	
<i>Duration of migration</i>	No	
<i>Frequency of collection</i>	Quarterly	
<i>Geographical variations in coverage</i>	None	
<i>Type of time period for which data are published</i>	Financial year (though available quarterly at a national level)	
<i>Period for which data are available</i>	2002/3 to 2007/8	
<i>Access arrangements</i>	Use DWP Tabulation Tool to generate customised tables	
<i>Restrictions on use</i>	None	
<i>Subject to revision</i>	No	
<i>Website for access</i>	<a href="http://83.244.183.180/mgw/final/tabtool.html">http://83.244.183.180/mgw/final/tabtool.html</a>	
<i>Ongoing/new developments</i>	Ongoing	
<i>Associated publications</i>	Office for National Statistics and Department for Work and Pensions (2008) 'National Insurance Number Allocations to Adult Overseas Nationals Entering the UK 2007/08' <a href="http://www.dwp.gov.uk/asd/asd1/niall/nino_allocation.asp">http://www.dwp.gov.uk/asd/asd1/niall/nino_allocation.asp</a>	

	<p>Data for total overseas NINo allocations by local authority district (with no country breakdown) are available in the Northern Ireland Department for Social Development publication 'NINo Allocations to Overseas Nationals Entering Northern Ireland' which can be accessed at: <a href="http://www.dsdni.gov.uk/index/publications/stats_nino_allocation.htm">http://www.dsdni.gov.uk/index/publications/stats_nino_allocation.htm</a></p> <p>Quarterly data are presented in the summary tables available at: <a href="http://www.dwp.gov.uk/asd/asd1/tabtools/nino_alloc_summ_tables_aug08.xls">http://www.dwp.gov.uk/asd/asd1/tabtools/nino_alloc_summ_tables_aug08.xls</a></p>
<p><i>Comments – i.e. 'health warnings', local variations in coverage, inherent time lags, etc.</i></p>	<p>A NINo is a unique personal number used to record a person's NI contributions and credited contributions and to claim social security benefits. People entering the UK have to apply for a NINo through their local Jobcentre Plus office, Jobcentre or social security office. This involves being interviewed to check identity and to assess whether the person is entitled to work in the UK (however, people can obtain temporary NI numbers from their employer). It is legal to work without a NINo if the application process has commenced. The numbers of NINos allocated in a local authority area should equate to the number of overseas nationals arriving to work or claim during the financial year, but there will be some discrepancy because of people not obtaining permanent NINos and delay in applying for a NINo, while a small number of overseas nationals (aged 16-19 yrs) who had been allocated a child NINo automatically through the Juvenile Registration scheme will not be included and some people who have obtained a NINo in a specific geographical area will have returned home within the year.</p> <p>No data on NINo allocations to UK nationals are available. NINos are automatically allocated when a person reaches 16 (Juvenile Registration scheme), as they are required for benefit/tax credit entitlement as well as employment. A NINo does not terminate when a person leaves the UK, therefore the scheme yields no data on out-migration. The figures reflect adult overseas nationals allocated a NINo through the adult registration scheme.</p>

<b>Data set title</b>	<b>Workers Registration Scheme (WRS)</b>	
<i>Description of data set</i>	This data set contains a record of registrations on the Workers Registration Scheme. In May 2004 the UK put in place transitional measures to regulate access to labour market (and also restrict access to welfare benefits) by nationals of the A8 countries via the Worker Registration Scheme. A8 migrant workers are required to register once they have been in the UK more than a month (and pay a registration fee). Officially, they must register more than once if employed by more than one employer and re-register if they change employer. Data provided concern <i>applicants</i> to the scheme rather than <i>applications</i> .	
<i>Supplier</i>	Home Office (Borders and Immigration Agency)	
<i>Type of data</i>	Administrative	
<i>Geographical coverage</i>	UK	
<i>Residence or workplace based</i>	Workplace	
<i>Statistical universe</i>	People of working age from 'A8' countries (Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Slovakia, Slovenia)	
<i>Persons encompassed</i>	Persons from A8 countries in employment	
<i>Migration measure</i>	A8 employees in their <i>first</i> employment	
<i>Smallest geographical unit for which data are collected (if known)</i>	Postcode of registration	
<i>Smallest geographical coding provided</i>	Local authority district	
<i>Number system</i>	Figures are rounded to nearest 5	
<i>Sample</i>	100%	
<i>Attributes recorded:</i>		
<i>Gender</i>	Yes	
<i>Age</i>	Yes	<18, 18-24, 25-34, 35-44, 45-54, 55-64, 65+
<i>Industry</i>	Yes	Own classification
<i>Occupation</i>	Yes	Own classification (top ten in each local authority)
<i>Ethnic group</i>	No	
<i>Country of origin</i>	Yes	"A8" countries: Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Slovakia and Slovenia and total
<i>Other attributes</i>	Hourly rate of pay: £2.99 or less, £3.00 - £3.79, £3.80 - £4.49, £4.50 - £5.34, £5.35 - £5.99, £6.00 - 7.99, £8.00 - £9.99, £10.00 - £11.99, £12.00 +, Others Hours worked per week: <10, 10-15, 16-21, 22-29, 30-34, 35-40, 40+, Unknown Number of dependants: Under 17, Over 17	
<i>Duration of migration</i>	Intended length of stay: Less than 3 months, 3-5 months, 6-11 months, 1-2 years, More than 2 years, Do not know	
<i>Frequency of collection</i>	Quarterly	
<i>Geographical variations in coverage</i>	None	
<i>Type of time period for which data are published</i>	Calendar quarter	
<i>Period for which data are available</i>	May 2004 onwards	
<i>Access arrangements</i>	For those with a ".gov.uk" e-mail address: Local Government Analysis and Research has set up a website for access to standard tabulations of WRS data. For others: Data can only be obtained via a "Freedom of Information" request to the Home Office (Borders and	

	Immigration Agency) FOI team. It can take up to 21 working days for data to be supplied. The FOI team can refuse to comply with a request if it is made soon after a previous request. There is an appeal process.
<i>Restrictions on use</i>	Local authorities who receive the data via the LGAR website are not permitted to pass the data on. This means that detailed results from research studies using LGAR-sourced WRS data are not available to the public.
<i>Subject to revision</i>	Yes – data are updated to take account of applications which were previously outstanding
<i>Website for access</i>	<a href="http://www.lgar.local.gov.uk/lgv/core/page.do?pageld=27879">http://www.lgar.local.gov.uk/lgv/core/page.do?pageld=27879</a>
<i>Ongoing/new developments</i>	The Workers Registration Scheme was a transitional arrangement brought in to facilitate the opening of the UK labour market to workers from the A8 countries. The scheme will come to an end in 2009 and no data will be available after then.
<i>Associated publications</i>	UK Border Agency, Department for Work and Pensions, HM Revenue and Customs and Communities and Local Government (2008) Accession Monitoring Report May 2004-June 2008 (A8 Countries). <a href="http://www.ukba.homeoffice.gov.uk/sitecontent/documents/aboutus/reports/accession_monitoring_report/report16/may04jun08.pdf?view=Binary">http://www.ukba.homeoffice.gov.uk/sitecontent/documents/aboutus/reports/accession_monitoring_report/report16/may04jun08.pdf?view=Binary</a> A time-series of reports can be accessed from: <a href="http://www.ukba.homeoffice.gov.uk/sitecontent/documents/aboutus/reports/accession_monitoring_report/">http://www.ukba.homeoffice.gov.uk/sitecontent/documents/aboutus/reports/accession_monitoring_report/</a>
<i>Comments – i.e. 'health warnings', local variations in coverage, inherent time lags, etc.</i>	A8 citizens are required to register once they obtain a job and to re-register for subsequent jobs until they have worked a total of 12 out of 13 months; (such individuals also require a NINo). However, an individual who has registered to work and who leaves employment is not required to de-register. Hence the data only provide information on in-flows. Data for the first two years of the scheme are now aggregated. In earlier years, postcode-level data were released but now only LAD-level data are available. Some of those counted will have left the employment for which they registered and indeed some are likely to have left the UK. The data provided include only those that have submitted applications to register with the Home Office, to work in the UK. Workers who are self-employed do not need to register and are therefore generally not included in these figures. There may also be other workers from the accession countries who for one reason or another do not register and are thus not included in these figures



<b>Data set title</b>	<b>Work Permits</b>	
<i>Description of data set</i>	Work permits apply to migrants from outside the European Economic Area (the EU and associated European countries). Information is provided on the number of work permit applications granted in each area and the year in which they were made. The data refer to people currently with the right to work in the UK. (Note that people on work permits also require NINOs.)	
<i>Supplier</i>	Home Office (Borders and Immigration Agency)	
<i>Type of data</i>	Administrative	
<i>Geographical coverage</i>	UK	
<i>Residence or workplace based</i>	Workplace	
<i>Statistical universe</i>	People of working age from countries outside the European Economic Area	
<i>Persons encompassed</i>	Non-EEA persons in employment or self-employment	
<i>Migration measure</i>	Jobs for which employers can recruit workers from outside the EEA	
<i>Smallest geographical unit for which data are collected (if known)</i>	Postcode of registration	
<i>Smallest geographical coding provided</i>	Local authority district	
<i>Number system</i>	Figures are rounded to nearest 5	
<i>Sample</i>	100%	
<i>Attributes recorded:</i>		
<i>Gender</i>	Yes	
<i>Age</i>	Yes	
<i>Industry</i>	Yes	Own classification
<i>Occupation</i>	Yes	Top ten occupations (own classification) in each LAD
<i>Ethnic group</i>	No	
<i>Country of origin</i>	Yes	Top ten nationalities in each LAD
<i>Other attributes</i>	Sector Based Schemes: Short term Food (Fish), Short term Food (General), Short term Food (Meat), Short term Hospitality	
<i>Duration of migration</i>	No	
<i>Frequency of collection</i>	Quarterly	
<i>Geographical variations in coverage</i>	None	
<i>Type of time period for which data are published</i>	Calendar year	
<i>Period for which data are available</i>	2000 to 2007	
<i>Access arrangements</i>	Data can be obtained via a 'Freedom of Information' request to the Home Office (Borders and Immigration Agency) FOI team. It can take up to 21 working days for data to be supplied. The FOI team can refuse to comply with a request if it is made soon after a previous request. There is an appeal process. (Data for local authority districts in Northern Ireland is available via <a href="http://www.ninis.nisra.gov.uk/mapxtreme/DataCatalogue.asp?button=Population">http://www.ninis.nisra.gov.uk/mapxtreme/DataCatalogue.asp?button=Population</a> )	
<i>Restrictions on use</i>	None	
<i>Subject to revision</i>	Yes	
<i>Website for access</i>	None	
<i>Ongoing/new developments</i>	The introduction of the Points Based System means that this data will no longer be produced. The last full year for	

	which data are available is 2007.
<i>Associated publications</i>	Published in the UK chapter of the SOPEMI report.
<i>Comments – i.e. 'health warnings', local variations in coverage, inherent time lags, etc.</i>	<p>The Work Permit scheme is designed to help employers who need to recruit personnel from outside the European Economic Area (EEA) where no suitable resident worker is available.</p> <p>The number of approved work permit applications does not equal numbers of people entering the UK to work but includes, for example, extensions to existing work permits and work permits issued for a change of employment.</p> <p>The data also include sportspeople and entertainers (here for a short period only) and applications submitted under the Training and Work Experience (TWES) scheme. TWES enables people from outside the EEA to undertake work-based training for a professional or specialist qualification, or a period of work experience.</p>

<b>Data set title</b>	<b>GP registration data</b>	
Description of data set	Records new registrations with GPs. Anyone who gives their previous address as outside the UK and has lived outside the UK for 3 months prior to their first registration with a GP is given 'flag 4' status.	
Supplier	ONS	
Type of data	Administrative	
Geographical coverage	England and Wales	
Statistical universe	All people registering with a GP for access to NHS services.	
Migration measure	First registrations to GPs for those whose previous address was outside the UK and who had been outside the UK for at least 3 months.	
Smallest geographical unit for which data are collected (if known)	Postcode	
Smallest geographical coding/disaggregation provided	Local Authority	
<b>Attributes:</b>		
Gender	Yes	
Age	Yes	Date of birth
Industry	No	
Occupation	No	
Ethnic group	Yes	
Country of origin	Not routinely	
Duration of migration	No	
Frequency of collection	No	
Type of time period for which data are collected	Collection is continuous but data are aggregated to years.	
Period for which data are available	Up to 2007	
Access arrangements	Data can be accessed by request from MigStatsUnit@ons.gsi.gov.uk	
Restrictions on use	These data are unrounded, provided solely for research purposes and should not be disseminated further or published. The data must be sourced to 'The Office for National Statistics'.	
Website for access	N/A	
Ongoing/new developments		
Comments – i.e. 'health warnings', local variations in coverage, inherent time lags, etc.	<p>Information on country of origin is not routinely collected.</p> <p>Migrants may delay (i.e. wait until services are required) or never register with GPs. Some sub-groups may be more likely to register than others.</p> <p>For migrants re-registering (i.e. changing GPs) 'flag 4' status will be lost.</p>	

<b>Data set title</b>	<b>Pupil Level Annual School Census (PLASC) / National Pupil Database (NPD)</b>	
<i>Description of data set</i>	Individual level data on school pupils in England (equivalent data exists in Wales and Scotland). Contains data on date of birth, gender, full postcode of residence, free school meals entitlement, ethnicity and first language. Also contains data on examination attainment.	
<i>Supplier</i>	DCSF	
<i>Type of data</i>	Census of pupils in state schools	
<i>Geographical coverage</i>	England (from DCSF); (similar data for Wales and Scotland from the relevant Governments)	
<i>Statistical universe</i>	All pupils in maintained schools (approx 8 million)	
<i>Migration measure</i>	School pupils moving between schools or between home addresses	
<i>Smallest geographical unit for which data are collected (if known)</i>	Unit postcode	
<i>Smallest geographical coding/disaggregation provided</i>	postcode	
<b>Attributes:</b>		
<i>Gender</i>	Yes	
<i>Age</i>	Yes	Date of Birth
<i>Industry</i>	N/A	
<i>Occupation</i>	N/A	
<i>Ethnic group</i>	Yes	Census classification and extended local classification
<i>Country of origin</i>	No	
<i>Duration of migration</i>	Not directly measured, but history of moves in the UK could be calculated with reference to the Unique Pupil Number	
<i>Frequency of collection</i>	Annually from 2002 but 3 times a year (i.e each school term) from 2006/7	
<i>Type of time period for which data are collected</i>	School years	
<i>Period for which data are available</i>	2002 onwards	
<i>Access arrangements</i>	Via Local Education Authority. See also the PLASC/NPD User Group (PLUG) managed by CMPO, Bristol University.	
<i>Restrictions on use</i>	Individual-level data are extremely sensitive and highly confidential.	
<i>Website for access</i>	<a href="http://www.bris.ac.uk/Depts/CMPO/PLUG/">http://www.bris.ac.uk/Depts/CMPO/PLUG/</a>	
<i>Ongoing/new developments</i>		
<i>Comments – i.e. ‘health warnings’, local variations in coverage, inherent time lags, etc.</i>	<p>There are issues of ‘missing information’ in the system (e.g. on ethnicity) – although the amount of such missing information tends to have reduced over time. Hence, considerable ‘cleaning’ may be necessary to get data into a form suitable for analysis.</p> <p>Information on home postcode and first language is sensitive (as noted above).</p> <p>May not be very useful for identifying short-term economic migrants on the basis that they are less likely to have families.</p> <p>PLASC does not directly record when a student leaves the system, or where a student has come from.</p>	

## Annex 3: Freedom of Information Requests – exemplar letter

This Annex presents an example (from a recent research project) of how to present a request for data from the Freedom of Information Team at Work Permits UK.

*Box 1* presents an example of a *letter* requesting data. This should explain clearly why you require the information and demonstrate the wider public benefit for supplying such information. It should be accompanied by an *appendix* which presents the information request as precisely as possible. Examples for Work Permit (*Box 2*) and WRS (*Box 3*) data are presented. You should list individually each local authority district for which you require data.

The request should be sent to: to: [freedomofinformation.workpermits@homeoffice.gsi.gov.uk](mailto:freedomofinformation.workpermits@homeoffice.gsi.gov.uk).

### Box 1: Letter

Dear Sir or Madam

#### **Request for Disclosure under Freedom of Information Act 2000**

I write to you as a contractor working on behalf of a multi-agency public sector consortium in the South East who are undertaking a major study of the economic migrants in the South East of England Government Office Region.

Members of the consortium include:

- South East England Development Agency (the regional development agency)
- Learning & Skills Council
- South East Regional Assembly
- University of Warwick

As part of the study I would be grateful if you would supply me with a copy of the information detailed in Appendices 1 (relating to Work Permits) and 2 (working to the WRS), supplied in *MS Excel* format electronically.

The material you supply will be re-analysed at local authority level and used to help plan the provision of skills delivery, local services and to help inform development of the Regional Economic Strategy. As such I can assert that there is a substantial public interest in disclosing this information.

I appreciate that the data requested is quite complex and I would be happy to discuss my request further with you, if necessary, to see what can be done to make the task of assembling it and communicating it simpler.

To speed up the process as much as possible I would be grateful if you only communicated with me by email or telephone.

Yours sincerely

**Box 2: Work Permit data specification****Appendix 1 – Data Requested on Work Permits granted**

For current Work Permits we request the following variables presented for each of the local authority districts listed below.

- Gender (males/females)
- Nationality
- Sector (industry description)
- Occupation (Standard Occupational Classification Major Group)

We understand that you provide data on Work Permits current at the time the request is made to you. If it is possible, we would like this total broken down by individual calendar year, from 2002 to 2007.

**Individual Local authority districts (with ONS code):**

... list of local authority district names with ONS codes

**Data for Government Office Regions/UK**

Additionally, we request regional totals for the variables and time periods specified for the other 8 Government Office Regions in England (London, South-West, East, East Midlands, West Midlands, North West, Yorkshire and the Humber and North East), Wales, Scotland and Northern Ireland (and a UK grand total) in order to set the South East experience in a broader regional and national context.

**Box 3: Workers Registration Scheme data specification****Appendix 2 – Data Requested on WRS approvals**

The following breakdowns for each individual local authority district listed below.

- Nationality
- Industry sector
- Occupation
- Age
- Gender
- Rates of pay
- Hours worked
- SBS by sector
- SBS by result
- Dependants (if available)

**Time Period:** Annual data for 2004, 2005 and 2006 and quarterly data for 2007.

**Individual Local authority districts (with ONS code):**

.. list each local authority district (with ONS code) ...

**Data for Government Office Regions/UK**

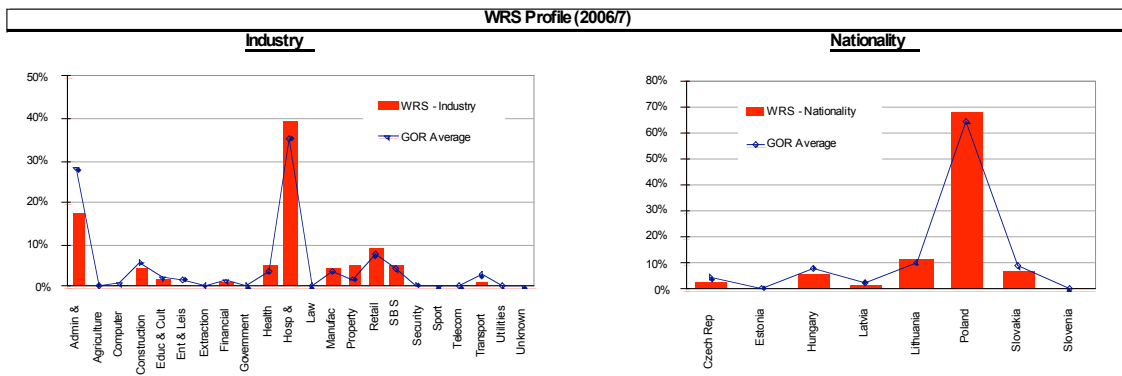
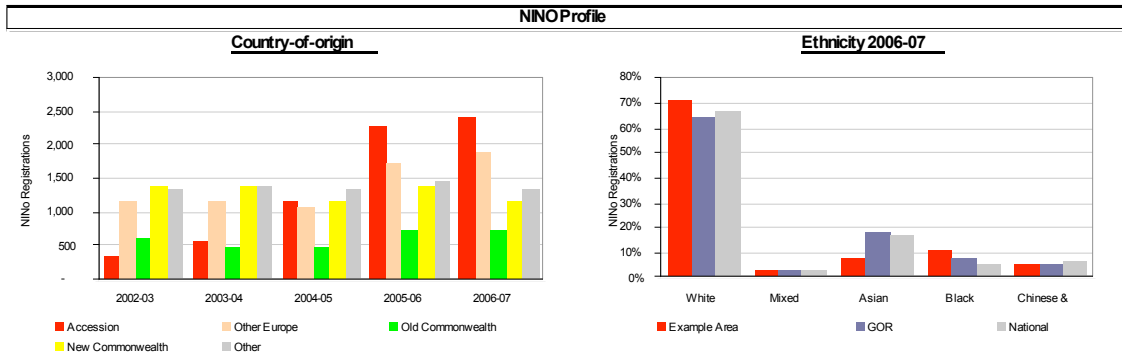
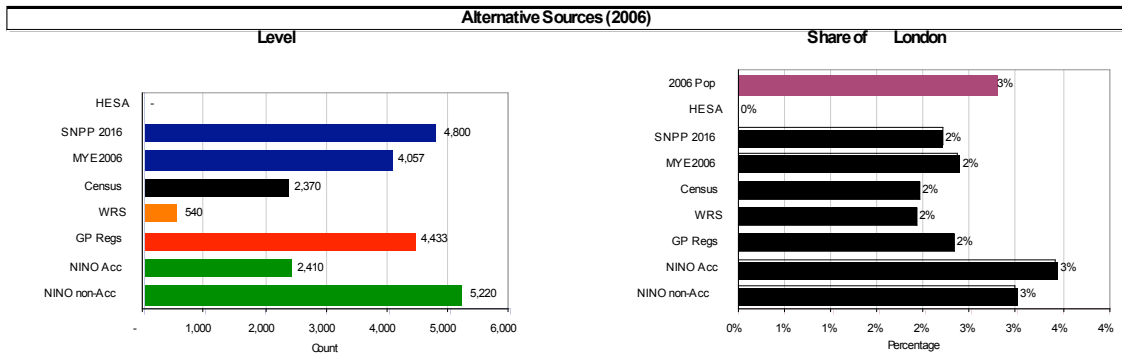
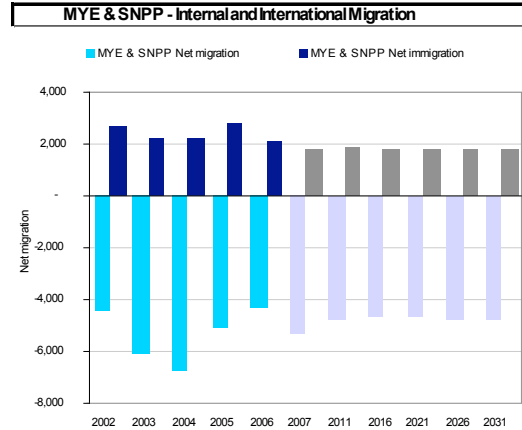
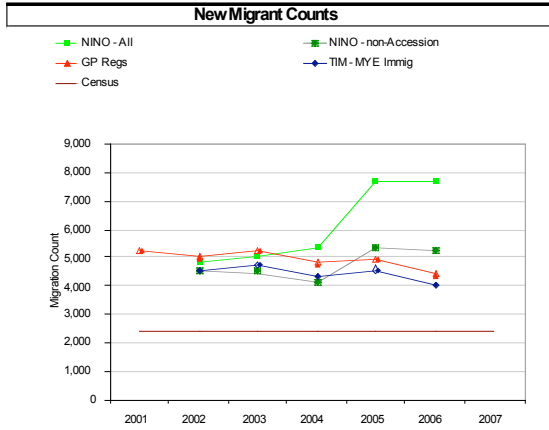
Additionally, we request regional totals for the variables and time periods specified for the other 8 Government Office Regions in England (London, South-West, East, East Midlands, West Midlands, North West, Yorkshire and the Humber and North East), Wales, Scotland and Northern Ireland (and a UK grand total) in order to set the South East experience in a broader regional and national context.

## Annex 4: Selected screen shots from the New Migrant Databank

(Note: These examples have been made available following a meeting with Peter Boden and Phil Rees at the University of Leeds on 16<sup>th</sup> September 2008 to discuss the development of the New Migrant Databank.)

Local Authority/District/Unitary Authority  
**Example Area**

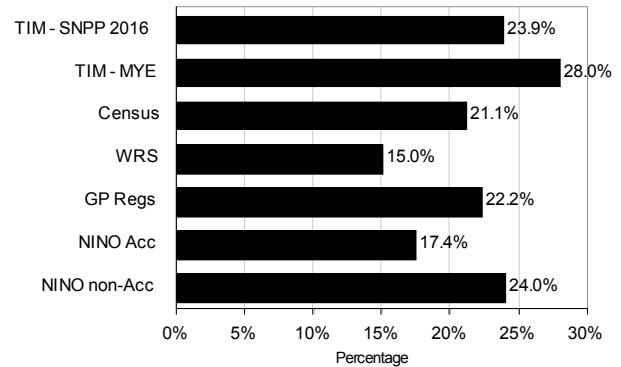
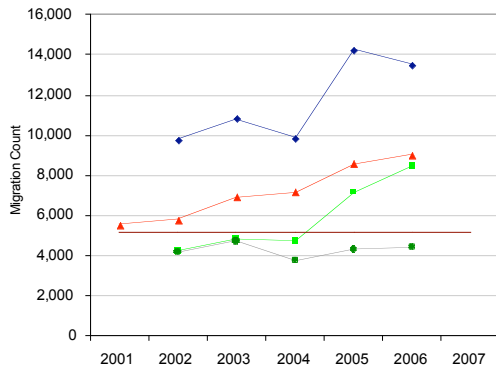
New Migrant  
**databank**



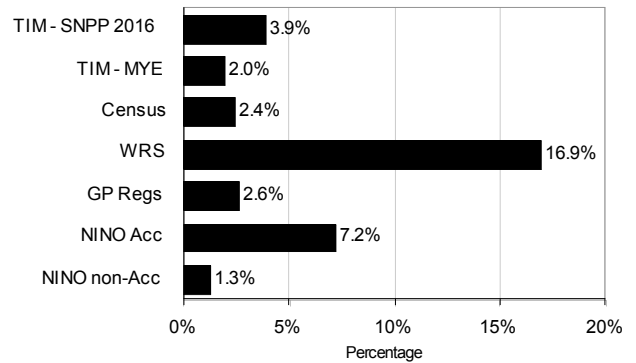
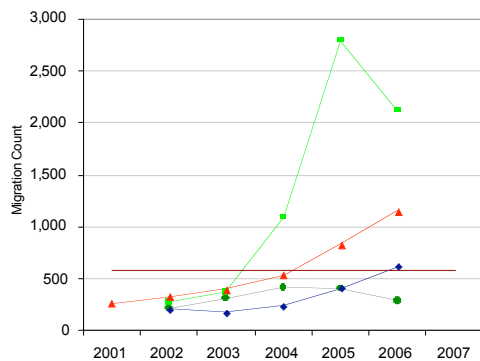
Source: New Migrant Databank.

The three exemplar charts below for three different local authority areas are from the New Migrant Databank. The left-hand panel show trends over time in estimates of international migrants from key data sources – see previous page for a key: brown – 2001 Census; light green - NINo (all); dark green – NINo (non Accession countries); red – GP registrations; dark blue – TIM – MYE). The right-hand panel shows the percentage of international migrants at regional level allocated to the featured district on each data source. The charts show that there are different trends in international migration at local area scale and also highlight how the relative numbers of migrants captured by different data sources vary across local authority areas.

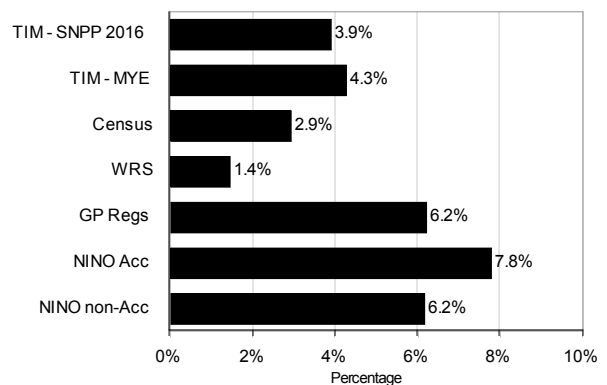
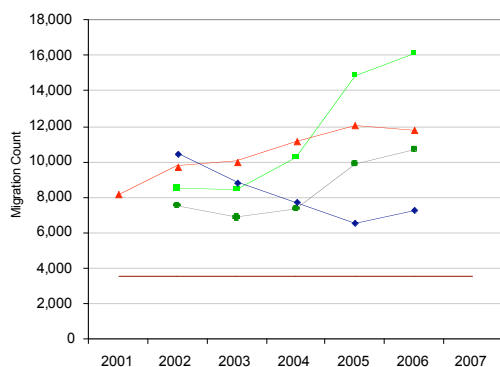
### 1. Major urban district – Y&H



### 2. Rural county – West Midlands



### 3. London Borough





*Source:* New Migrant Databank.

*Acknowledgement:* Thanks to Peter Boden and Phil Rees for supplying these charts.



The Local Government Association is the national voice for more than 450 local authorities in England and Wales. The LGA group comprises the LGA and five partner organisations which work together to support, promote and improve local government.



For further information please contact  
the Local Government Association at:  
Local Government House  
Smith Square  
London SW1P 3HZ

or telephone LGconnect, for all your LGA  
queries on 020 7664 3131  
Fax: 020 7664 3030  
Email: [info@lga.gov.uk](mailto:info@lga.gov.uk)  
Web: [www.lga.gov.uk](http://www.lga.gov.uk)

For a copy in Braille, in larger print  
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