



# MIGRANT WORKERS REPORT: 2013

## VERSION 1.3

NOVEMBER 2014

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## INTRODUCTION

Since 2001, the number of international migrants coming to Cambridgeshire has increased markedly. The Cambridgeshire County Council Research Group (CCCRG) report, The Demographic Impact of International Migration in Cambridgeshire (2008), estimated that approximately 13,100 non-UK nationals may have become residents in Cambridgeshire between 2001 and 2006, and that the county had a non-UK born population of approximately 61,500. Since this time, annual monitoring reports have been produced to track the ongoing situation.

Annual reports produced by the Research and Performance Team assess trends in migration and migrant levels for the given year. They are not an attempt to calculate total migrant population numbers. This report presents the data for 2013.

## MONITORING INTERNATIONAL MIGRATION

International migration in the UK is not measured by one single instrument, rather administrative data sources are analysed alongside the application of modelling techniques. At UK level the ONS (Office for National Statistics) collects data on international migration but there is wide acknowledgement that current methods for measuring migration are not robust enough. The ONS is working hard to research how the quality of migration statistics can be improved.

The ONS international migration data is currently assessed using a variety of sources including the IPS (International Passenger Survey) data. The IPS is based on interviewing a sample of passengers travelling into UK airports. Cross-checking of past data with the results of the 2011 Census led to some significant revisions to the ONS' international migration data. Since then the ONS has initiated a migration statistics improvement programme, and, whilst reforms to the IPS have been instigated, work is ongoing in this area.

This report presents National Insurance Number Registrations (NINOs) and FLAG 4 data as a means of monitoring international migration trends on a regular basis. These are however by-products of national administrative procedures (as the Data Source Definition inset overleaf explains) and as such are not specifically designed to monitor migration. These data sources are not able to provide information on total migrant populations at any point in time, but can be used to provide a sense of trend of migration into an area. They take no account of subsequent migration out of a particular area. NINOs are not de-registered even if a migrant subsequently leaves the UK. There are often delays in people registering with GPs in their new location (FLAG 4 data) in the UK, whilst if they have left the UK altogether there will be no record of this at all in the FLAG 4 data.

### Data Source Definition

**NINOs:** All people coming to the UK to take up employment for the first time must obtain a National Insurance Number. NINO data show registration by nationality, and residential location by district. We assume that all those registering within Cambridgeshire are also resident in the County. Data are released annually. We take the financial year of registration as our data period. NINO data is available for download from the Department of Work and Pensions: <https://stat-xplore.dwp.gov.uk/default.aspx>

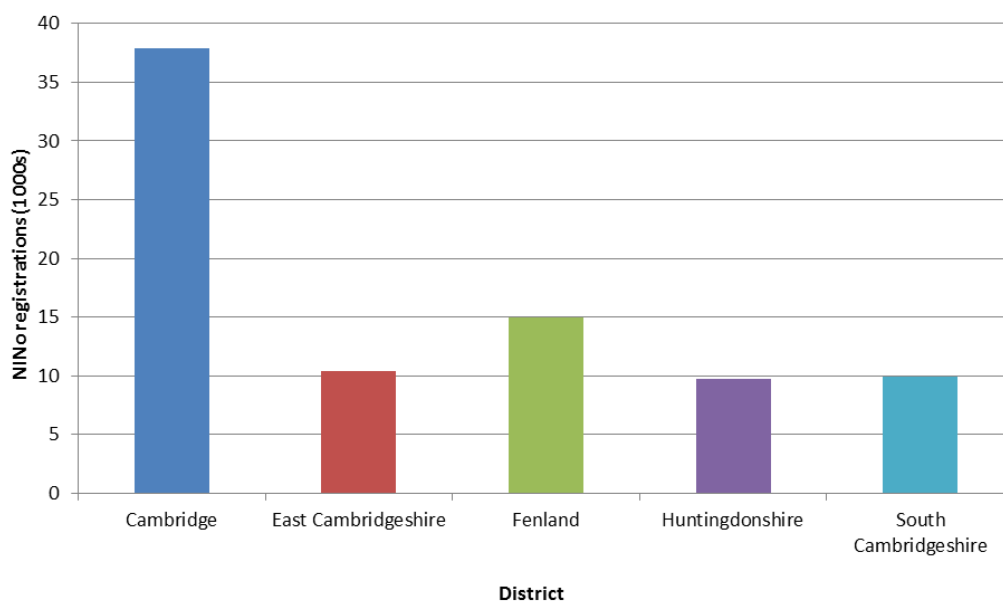
**FLAG 4:** A Flag 4 is generated when a person registers with a GP (General Practitioner) if that person was either a) born outside of the UK and is registering for the first time, or b) whose previous address was outside of the UK. Flag 4 data is available for download from the Office for National Statistics: <http://www.ons.gov.uk/ons/index.html>

**NOTE ON TIME PERIODS:** Data periods for NINO and FLAG 4 data cover financial year periods (April-March). Within this report each data set will be referred to as a single year, this will be the first year in the financial year period. For example, data for the 2013-14 financial year are referred to simply as 2013.

## NATIONAL INSURANCE NUMBERS (NINO)

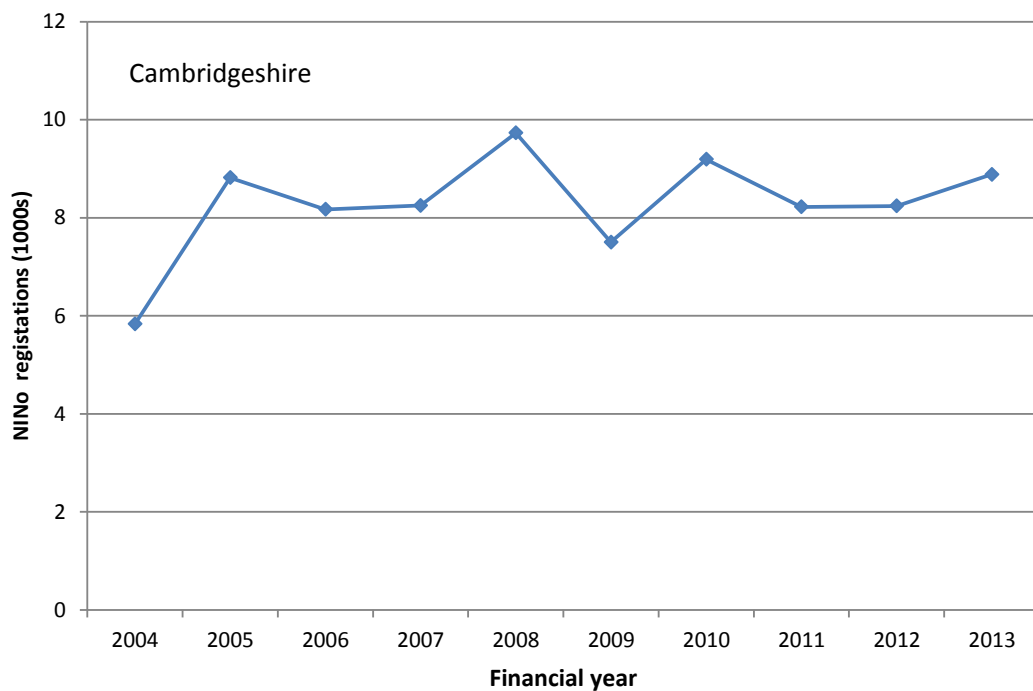
Between 2004 and 2013 approaching 83,000 (82,850) foreign nationals registered for a NINO in Cambridgeshire (this takes no account of migrants who have since left the region). Of these, at the time of registration just under half (49%) resided in Cambridge; whilst 17% resided in Fenland, 12% in South Cambridgeshire and 11% in East Cambridgeshire and Huntingdonshire respectively, as Figure 1 shows.

Figure 1: NINO registrations (1000s) by district for financial years 2004-2013



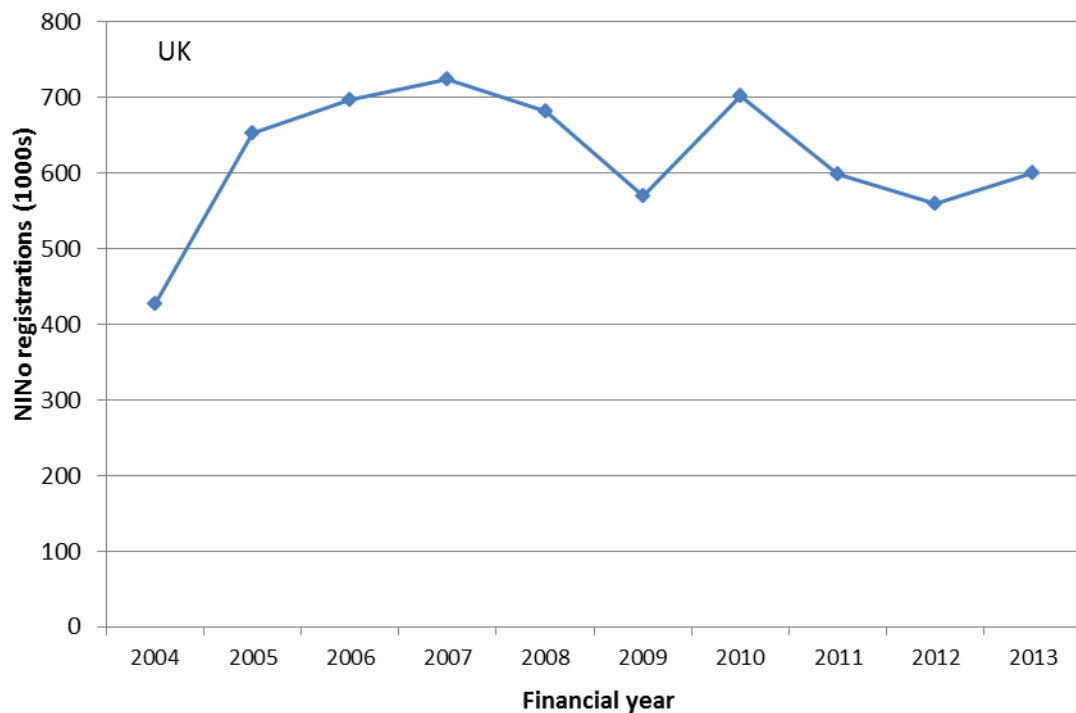
The expansion of the EU in 2004, which allowed higher numbers of migrants from the A8 countries, led to the sharp rise in NINo registrations in Cambridgeshire (and the UK) between 2003 and 2005. Figure 2 shows that from 2005 to 2010 there were between 8,000 and 10,000 registrations each year in Cambridgeshire with the exception of 2009, when the economic downturn led to a fall in registrations to 7,503. Over the last three years (2011 to 2013) registrations have been slightly lower than for 2010, at between 8,000 and 9,000 per year.

**Figure 2: Cambridgeshire NINo registrations (1000s) by year, for financial years 2004-2013**



Trends in NINo registrations in Cambridgeshire have broadly followed those for the UK as a whole over the last ten years, as comparison with Figure 3 shows. UK registrations in 2012 were at their lowest level since the expansion of the EU began in 2004, at 559,167. UK registrations for 2013, at 600,101 are 7% higher than for 2012. Meanwhile Cambridgeshire registrations rose by 8% between 2012 and 2013, to 8,884.

Figure 3: UK NINo registrations (1000s), for financial years, 2004-2013

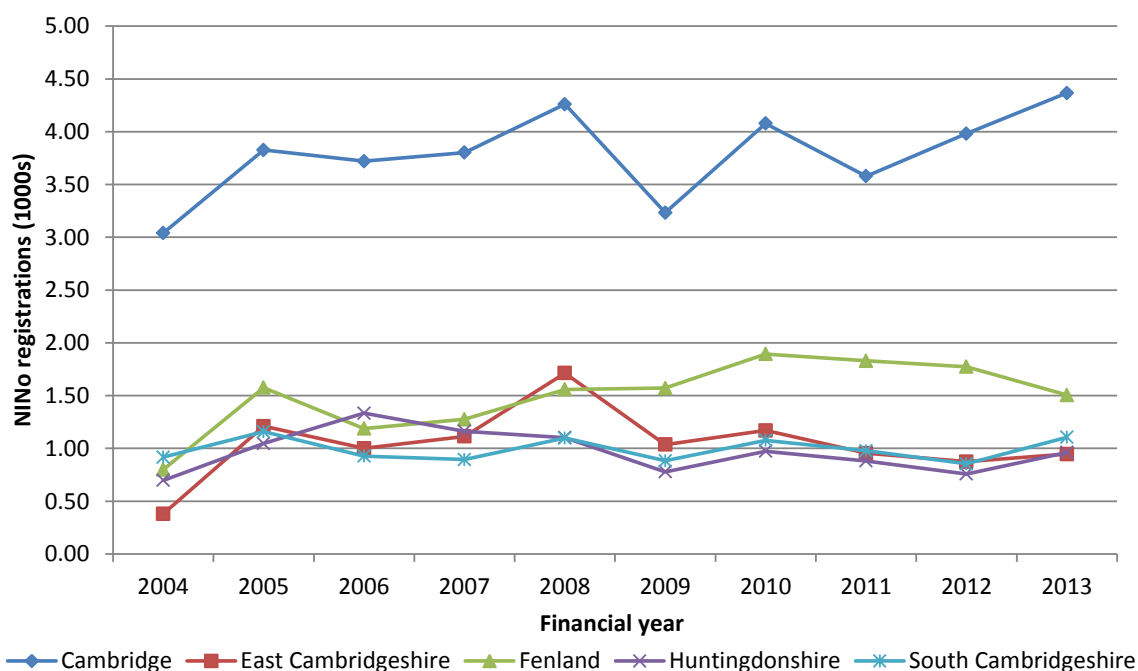


In 2013 Cambridge City accounted for almost half (49%) of the NINo registrations (4,366) in Cambridgeshire as Figure 4 and Table 1, which show total NINo registrations by district and year of registration between 2004 and 2013, demonstrate. Fenland had the second highest number of registrations, although substantially less (at 1,505) than Cambridge City. East Cambridgeshire, Huntingdonshire and South Cambridgeshire had lower levels of NINo registrations again, all between 940 and 1,110.

Cambridgeshire saw an 8% rise in NINo registrations in 2013 compared to 2012. The growth in NINo registrations was strongest for Cambridge City at 10%, where they are now at their highest level ever, whilst East Cambridgeshire's increase at 8% matched that for Cambridgeshire as a whole. Fenland, Huntingdonshire and South Cambridgeshire have seen significantly different registration activity. Huntingdonshire and South Cambridgeshire saw substantial year on year rises of 27% and 29% respectively. For South Cambridgeshire this is the largest number of registrations in a year (at 1,105) since 2005, although close to levels seen in 2008 (1,098) and 2010 (1,076). Conversely, Fenland registrations fell significantly by 15% compared to 2012 to 1,505, the third year in which registrations have fallen so that they are just below levels seen in 2008.



**Figure 4: NINo registrations (1000s) by year of registration and district, for financial years 2004-2013**



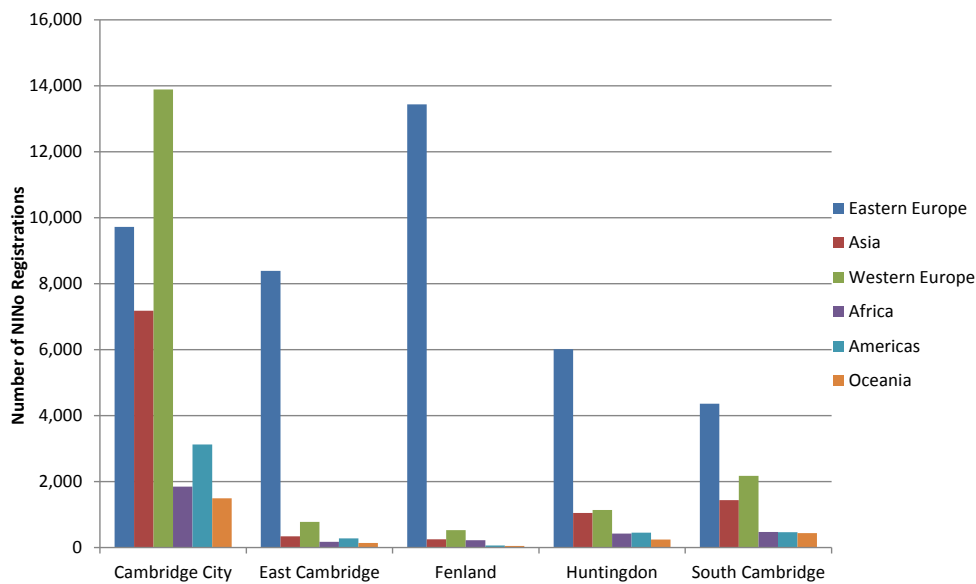
**Table 1: NINo registrations (1000s) by year of registration and district, for financial years 2004-2013**

Area	Financial year									
	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Cambridge	3.04	3.83	3.72	3.80	4.26	3.23	4.08	3.58	3.98	4.37
East Cambridgeshire	0.38	1.21	1.00	1.11	1.71	1.04	1.17	0.95	0.87	0.95
Fenland	0.80	1.58	1.19	1.28	1.56	1.57	1.89	1.83	1.77	1.51
Huntingdonshire	0.70	1.05	1.33	1.16	1.10	0.78	0.97	0.88	0.76	0.96
South Cambridgeshire	0.92	1.16	0.93	0.90	1.10	0.88	1.08	0.98	0.85	1.11
Cambridgeshire	5.84	8.82	8.17	8.25	9.73	7.50	9.19	8.22	8.24	8.88

Source: DWP

Figure 5 shows NINo registrations by world area for the period 2004-2013. Over this period European workers accounted for three-quarters of NINo registrations in Cambridgeshire – with Eastern European workers accounting for 52% of NINo registrations and Western European workers the remaining 23%. 13% of total registrations were for Asian workers, whilst Africa, the Americas and Oceania each accounted for between 3% and 5% of total registrations. Cambridge was the most popular destination for migrants from all world areas except Eastern Europe where, once again, Fenland was most popular.

**Figure 5: NINo registration by world area for financial years 2004-2013**



NINo registrations for workers from Africa, the Americas, Asia and Oceania in Cambridgeshire have remained fairly stable (on an overall downwards track) over the last ten years, as Figure 6 shows. In 2013 these regions accounted for approximately one fifth of total NINo registrations in Cambridgeshire, a smaller proportion than for the UK as a whole (26%). Since 2010, NINo registrations for the UK have been on a gradually declining trend from the Americas and Oceania, as Figure 7 shows. Significantly, African registrations for the UK have halved between 2010 and 2013, to 30,232, and Asian registrations have also fallen substantially, from a peak of 219,971 in 2010 to 86,655 in 2013.

Figure 6 demonstrates that for the last three years the registration activities of Eastern and Western European workers have been the most dynamic for Cambridgeshire. Following two years of sustained falls in registrations from Eastern European workers, this trend was reversed in 2013, with a rise of 4% on the previous year to 4,100. Meanwhile for the second year, the annual increase in registrations for Western European workers exceeded 20%. Since 2009, registrations of Western European workers have increased by 1,000, in 2013 standing at 2,880.

Figures 6 and 7 show that Cambridgeshire registrations for European workers in 2013 have followed the general direction of UK registrations. In 2013 UK registrations of Eastern European workers have rebounded much more sharply than for Cambridgeshire, rising by 19% on 2012 levels and, at 251,149, are at levels not seen since 2008. UK registrations of Western European workers have also been on a rising trend since 2009, and 2013 has been another year of strong growth rising by 8%, although this is much more muted than Cambridgeshire's growth of 21%. UK NINo registrations for Western European workers have more than doubled since 2009, from 93,532 to 194,364. Table 2 shows the difference in growth rates in registrations for Eastern and Western European workers for Cambridgeshire compared to the UK.

Figure 6: NINo registrations for Cambridgeshire by world area by financial years 2004-2013

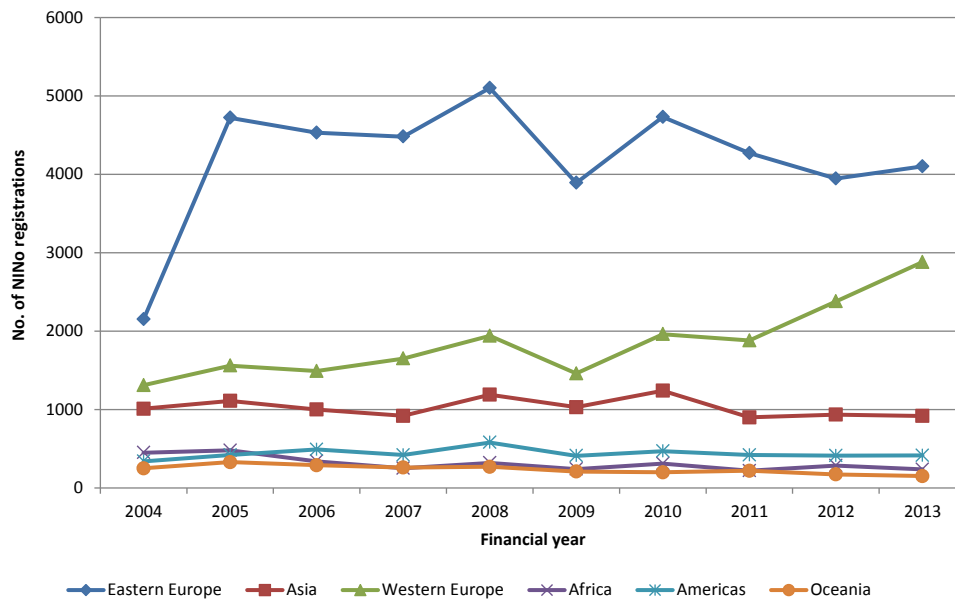
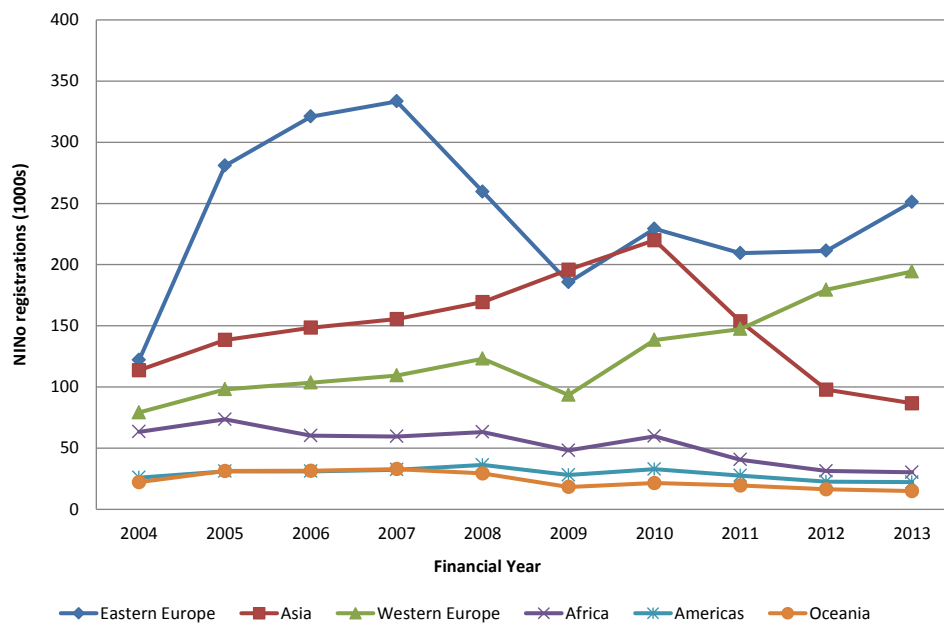


Figure 7: NINo registrations (1000s) for the United Kingdom by world area by financial years 2004-2013



Further comparison of NINo registrations by world area shows that both Eastern and Western European migrant workers account for a larger proportion of Cambridgeshire migrant workers than for the UK (Figure 8). In contrast, Cambridgeshire has a smaller proportion of NINo registrations from migrant workers from Africa and Asia in comparison to the UK as a whole. There were similar proportions from the Americas and Oceania.

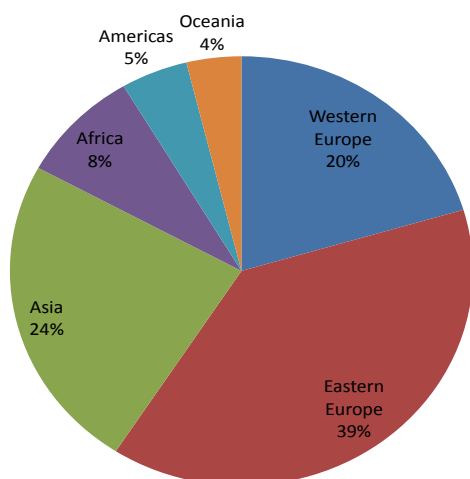
**Table 2: NINo registrations for Eastern and Western European workers for Cambridgeshire and the UK, 2013 compared to 2012**

Area	Number of NINo registrations	Financial year		% change 2013 vs. 2012
		2012	2013	
UK	Eastern European	211,257	251,149	16
	Western European	179,439	194,364	8
Cambridgeshire	Eastern European	3,944	4,100	4
	Western European	2,379	2,880	17

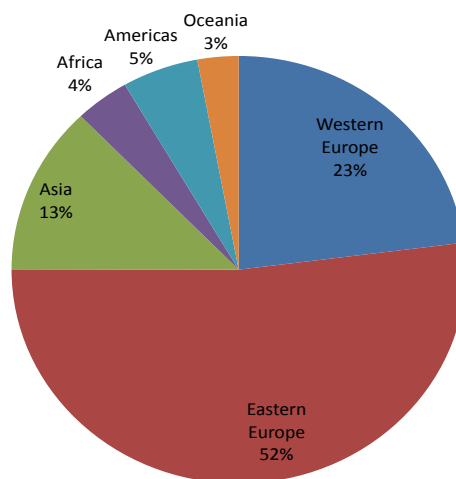
Source: DWP, CCRG

**Figure 8 a and b: NINo registrations in the United Kingdom and Cambridgeshire by world area for financial years 2004-2013**

**8a: United Kingdom**



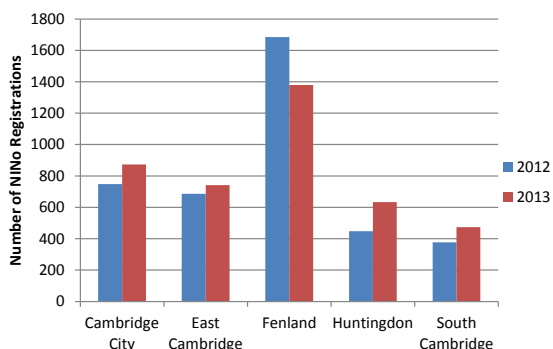
**8b: Cambridgeshire**



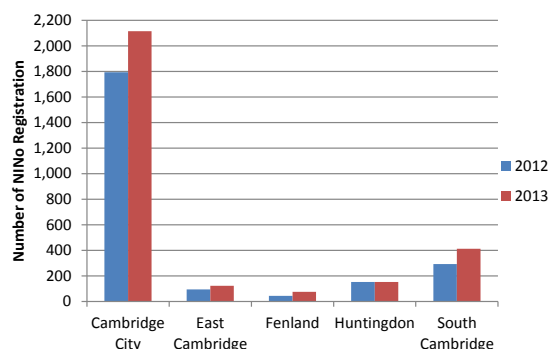
In 2013 there have been some notable developments in the distribution of NINo registrations of European workers within the districts of Cambridgeshire, as Figure 9 shows. Registrations of Eastern European migrant workers to Fenland have fallen by a significant 18% compared to 2012. With 1,379 registrations in 2013 they are at levels last seen in 2008. This fall in registrations for Eastern European workers in Fenland has come whilst those for Cambridgeshire as a whole actually rose. The districts that saw the greatest year on year increase in Eastern European NINo registrations in 2013 were Huntingdonshire (41%), South Cambridgeshire (26%) and Cambridge City (17%). Absolute numbers of registrations are, however, much lower than for Fenland.

All the districts, with the exception of Huntingdonshire, which registered no change, saw an increase in the number of NINo registrations from Western European migrant workers. The overwhelming majority of Western European workers register in Cambridge City, and there was an 18% increase in registrations in 2013 compared to 2012. The remaining three districts all saw substantial increases in registrations, although absolute numbers are much lower than for Cambridge City.

**Figure 9a: Eastern European NINo registrations by district, financial years 2012 and 2013**



**Figure 9b: Western European NINo registrations by district, financial years 2012 and 2013**



Poland was the most common country of origin for migrant workers registering in Cambridgeshire in 2013 as well as for the UK as a whole, as Table 3 shows. In 2013 Poland, Lithuania, Romania, Hungary and Bulgaria were the top five countries of origin for Eastern European NINo registrations in Cambridgeshire, numbering 3,555 altogether. They accounted for 40% of total registrations in Cambridgeshire.

**Table 3: Top ten countries of origin for NINo registrations in Cambridgeshire and UK, 2013**

Ranking	Cambridgeshire	UK
1	Poland	Poland
2	Lithuania	Romania
3	Spain	Spain
4	Italy	Italy
5	Romania	India
6	Portugal	Portugal
7	Hungary	Hungary
8	France	Lithuania
9	India	France
10	Bulgaria	Bulgaria

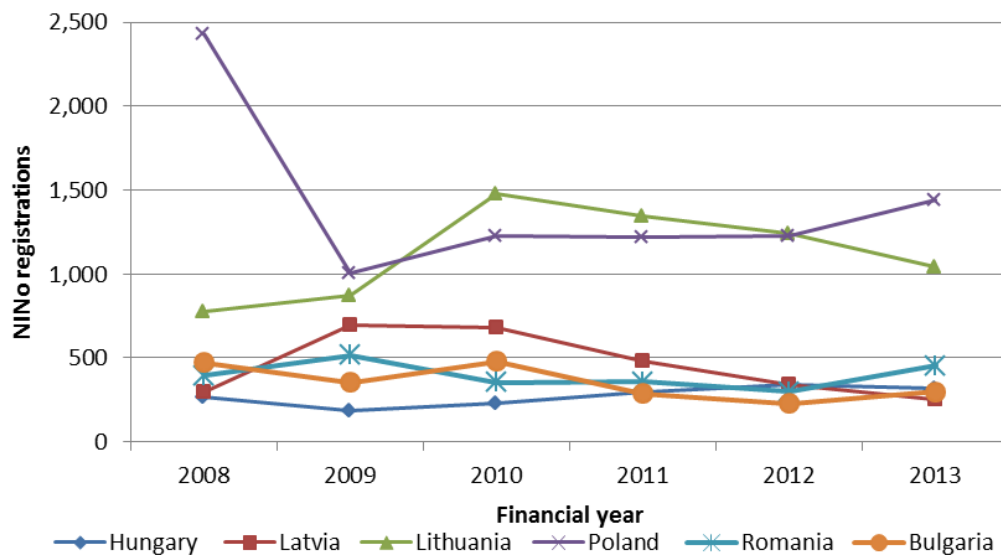
Source: DWP, CCCRG

Within the Eastern European workers sector, there has been a substantial change in the distribution of country from origin in recent years (Figure 10). The past three years have seen declines in migrant workers from Lithuania and Latvia, over a similar time frame there have been increases in migrant workers from Poland. Hungary had seen an overall upward trend for the three years to 2012, but in 2013 registrations fell away. In 2013, there have been significant rises in migrant workers from Bulgaria and Romania. With registrations from Latvia continuing to fall, it has fallen out of the top ten for Cambridgeshire. Registration numbers from Poland have risen sharply in 2013 to 1,444, whilst those for Lithuania have dropped away to their lowest levels since 2009.

In 2013, NINo registrations from Spain and Italy were again the third and fourth highest in Cambridgeshire (behind Lithuania and Poland) with 712 and 580 registrations respectively. This is the second year of significant increases in registrations for both countries, and is a reflection of the UK trend. Portugal also showed another year of marked increases, registrations have more than doubled in the last two years to 360, and it is now the sixth most common country of origin for migrant workers in Cambridgeshire, as well as for the UK as a whole.

Since 2007, Bulgarian and Romanian nationals have had restricted rights to enter the UK. These restrictions ended on 31 December 2013 and Bulgarian and Romanian nationals have full rights of free movement and no longer need permission from the UK government in order to take work. Some organisations believe that there will be an influx of migrants from these two countries. The 2014 report will indicate if there has been an immediate impact on migration to Cambridgeshire.

**Figure 10: NINo registrations for Cambridgeshire by Bulgarian Hungarian, Latvian, Lithuanian, Polish and Romanian migrant workers, for the financial years 2008-2013**



## SUMMARY

In 2013, Cambridgeshire had 8,884 NINo registrations from migrant workers, a rise of 8% compared to 2012 (8,241). This growth rate outstripped the 7% rise in UK NINo registrations in 2013. Registrations across Cambridgeshire's districts varied. Cambridge City, which accounts for just under half of registrations, saw strong growth of 10%, as did East Cambridgeshire at 8%. Registrations in Huntingdonshire and South Cambridgeshire soared by more than 25%, whilst Fenland saw another year of falls.

Closer analysis of the world area of origin of the migrant workers indicates that Europeans account for 75% of Cambridgeshire's migrant workforce (Eastern Europeans 52%, Western Europeans 23%). The upward trend in registrations from migrants from Western Europe continued for the second year, with a strong year-on-year growth of 21%. This was much stronger than the 8% rise in UK registrations. The fall in Eastern European registrations in Cambridgeshire seen in the two years previously was reversed in 2013, with registrations climbing by 4%. This lagged behind the 16% rise in UK registrations.

Poland and Lithuania were the most common countries of origin for migrant workers registering in Cambridgeshire from 2010 to 2013. The upward trend in workers from Spain and Italy continued, just as in 2012 they were the third and fourth most common nationalities in 2013.

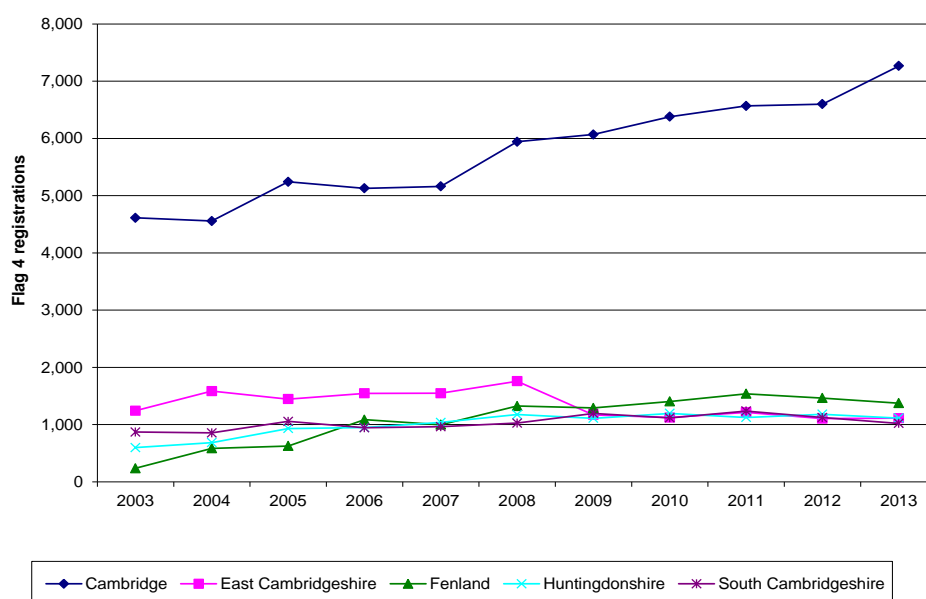
## FLAG 4 REGISTRATIONS

FLAG 4 records are the record of when non-UK nationals register with a doctor at a general practice (GP). A FLAG 4 is generated when a person registers with a GP if that person was either a) born outside of the UK and is registering for the first time, or b) whose previous address was outside of the UK. FLAG 4s are not, therefore, precise indicators of international migrants but can provide another means of tracking migrant movements.

Figure 11 show an overall trend of gradually increasing FLAG 4 registrations between 2003 and 2011 in Cambridgeshire. 11,889 FLAG 4 registrations were made in Cambridgeshire in 2013, a rise of 4% compared to 2012 (11,474). Notably, this overall trend masks some markedly different registration activity across the districts.

FLAG 4 registrations in Cambridge continued to rise in 2012 and again, more sharply, in 2013. Cambridge accounted for 61% of the FLAG 4 registrations in Cambridgeshire in 2013. The 10% rise in registrations in Cambridge in 2013 compared to 2012 is in complete contrast to the activity seen in the other four districts. With the exception of East Cambridgeshire, which saw a marginal 1% rise in registrations (a difference of just 8 registrations), all other districts saw their FLAG 4 registrations fall in 2013 compared to 2012. South Cambridgeshire experienced the largest fall in number of registrations as well as the largest proportion of decline, as registrations fell from 1,124 to 1,022 (a fall of 9%). Fenland and Huntingdonshire both saw their 2013 registrations fall by 6% compared to 2012, to 1,374 and 1,114 registrations respectively.

Figure 11: Flag 4 registrations



Over the last ten years all districts have seen overall increases in FLAG 4 registrations, with the key exception of East Cambridgeshire where registrations in 2013 were 30% lower than in 2004, as Table 4 shows. FLAG 4 registrations in East Cambridgeshire peaked in 2008 before falling away sharply in 2009. Since then registration activity has fluctuated up and down within a narrow range.

Table 4: Ten year comparison of FLAG 4 registrations in Cambridgeshire

	Cambridge	East Cambridgeshire	Fenland	Huntingdonshire	South Cambridgeshire
Number of 2013 registrations	7,266	1,113	1,374	1,114	1,022
Number of 2004 registrations	4,557	1,586	585	686	856
10 year % change	59	-30	135	62	19

Source: ONS

## COMPARING NINO AND FLAG 4 DATA SOURCES

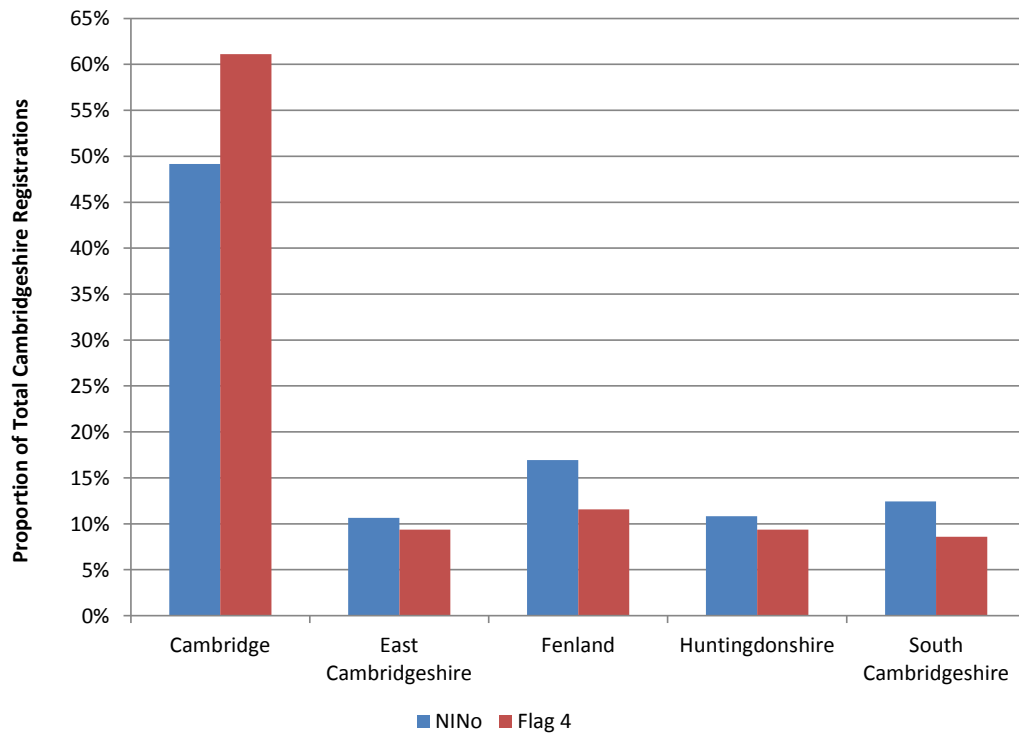
NINo and FLAG 4 data sets assist in identifying migration trends. However, there are significant differences in the method of data collection that need consideration when making a comparison between the two sources:

- NINo data only captures data on migrants who access the UK for work, whereas FLAG 4 data includes migrants who are not necessarily working (e.g. a spouse) and migrants of all ages.
- NINo data is generated at the onset of migration, whereas a FLAG 4 registration may not be generated at this time, if at all. This makes it difficult to compare year on year data; migrants may only register at a GP if they need to use one, for example.



Analysis of the 2012 and 2013 Cambridgeshire data shows that NINo registrations have risen by 8% (from 8,241 in 2012 to 8,884 in 2013) whilst FLAG 4 registrations have seen a more muted increase of 4% (from 11,474 in 2012 to 11,889 in 2013). With the exception of Cambridge, where the year on year change in registrations for NINos and FLAG 4 matched (both rising by 8%), the change in activity for FLAG 4 registrations within the other districts has been less pronounced than the change in NINo registration activity. Notably, Huntingdonshire and South Cambridgeshire saw significant increases of over 25% in NINo registrations in 2013 compared to 2012 whereas FLAG 4 registrations have fallen, by 6% and 9% respectively. Differences between NINo and FLAG 4 registration activity are not unusual. A time lag in registering with a GP after migration is common, and there are also distinct differences in the way the data for NINo and FLAG 4 registrations are collected.

**Figure 12: Comparison of Cambridgeshire’s NINo and FLAG 4 data as a proportion per district**



Despite inconsistencies between NINo and FLAG 4 registrations, it is useful to recognise that the proportion of NINo and FLAG 4 registrations for each district in 2013 compares positively, as show in Figure 12. In both instances Cambridge and Fenland appear to be the districts with most registrations. Registration activity in Fenland is, however, now much closer to that seen in East Cambridgeshire, Huntingdonshire and South Cambridgeshire than historically.

NINo and FLAG 4 data are not specifically designed to monitor migration and are not able to provide information on migrant populations at any point in time, however, they are considered a useful indicator as they are able to provide a sense of trend of migration into Cambridgeshire on an annual basis.