CMT

Migration and population characteristics in Bristol – Issues Paper

1.0 Introduction

1.1 Migration is a significant component of recent and future population changes in Bristol. In recent years migration is estimated by ONS to account for about half of the population growth in Bristol, with natural change (births minus deaths) responsible for the other half. Most of this net increase in migration is estimated to be international migration, with net outflows of internal migrants. The ONS 2004-based population projections components of change, shown in table 1 below, suggests that in future international migration will remain a significant driver of population change with annual net increases of some 2,500 international migrants.

Table 1. Components of Bristol population projections for selected years

<table>
<thead>
<tr>
<th>Year</th>
<th>Internal Migration IN</th>
<th>2005</th>
<th>2009</th>
<th>2014</th>
<th>2019</th>
<th>2024</th>
<th>2029</th>
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<tbody>
<tr>
<td></td>
<td>Internal Migration OUT</td>
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<td>Internal Migration NET</td>
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<td>International Migration IN</td>
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<td></td>
<td>International Migration OUT</td>
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<td>International Migration NET</td>
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<td></td>
<td>Total Net Migration</td>
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<td></td>
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<tr>
<td></td>
<td>Natural Change</td>
<td></td>
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</tbody>
</table>

Source: ONS 2004-based projections. Crown Copyright. Figures may not sum due to rounding

1.2 Obtaining accurate, comprehensive and consistent information between Censuses on the scale and characteristics of international migration at a local level is recognised as being extremely difficult. It has not been possible, for example, to accurately estimate the level or spatial pattern of recent international migration flows. Local intelligence suggests that since 2001 there has been a significant increase in the number of international migrants coming to live in Bristol, particularly Somali asylum seekers and Polish residents coming to work in Bristol following the expansion of the EU. Quantifying both the stock and flows of these migrants has not been possible.

1.3 National and local data sources on international migration are limited. However, assembling a number of national and local data sources, and drawing on local intelligence from different agencies, may help build a partial picture of in-migrants, however, it will not usually give an accurate picture of out-migrants.

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1 It is recognised that information on household structure and an assessment of the future age profile of Bristol’s population is of particular significance with regard to planning Council Services. However, these issues will not be addressed in this particular paper. Improving Migration and Population Statistics (IMPS) revisions to current figures on households and population has meant that current estimates and projections are uncertain. Once new and revised population estimates and projections are released by the Office of National Statistics (ONS), a more detailed paper on these issues will be produced by the Strategic and Citywide Policy Team.
1.4 Information will need to be shared and updated regularly in order to monitor the arrival of new communities.

1.5 Estimating and projecting the population of Bristol and areas within Bristol is important as it underpins local government finance, strategic spatial planning and the provision of local facilities and services. The particular requirements and characteristics of different ethnic and cultural groups also needs to be identified.

2.0 Estimating population between Censuses

2.1 Migration, particularly international migration, is generally considered to be the least robust component of measuring population between Censuses. Measuring births and deaths is generally thought to be reliable. There are acknowledged weaknesses in capturing the in and out flows of international migrations into the country and then distributing them to a local level.

2.2 ONS are currently undertaking a programme of work to improve migration and population statistics. IMPS (Improving Migration and Population Statistics) is a wide ranging ONS initiative that is focused on the recommendation of improvements to key statistics and data estimation methodologies.

2.3 ONS have recently published tables showing the indicative impacts of the change of revised international migration methodology as a result of the IMPS work on previously published mid-year estimates for local authorities. The indicative figures show that for Bristol the Mid-2005 population estimate would be 3,300 higher than the currently published estimate of 398,300.


2.5 It is worth noting that the proposed introduction of National Identity cards would greatly improve information held about our increasingly transient population, including a current and relatively robust count of the population living in local authority areas.

3.0 Population - main data sources

3.1.1 A range of datasets are currently available for identifying population patterns and trends between censuses including:

- ONS Population Estimates (local authorities);
- ONS Experimental Small Area Population Estimates (Ward and SOA);
- ONS Experimental Population Estimates by Ethnic Group (local authorities);
- ONS Sub-national Population Projections (local authorities)

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2 It is important to note that the ONS definition of a migrant is an individual whose country of usual residence changes for a period of 12 months or more, this definition does not cover shorter term migrants, who will also have an impact on the provision of services and facilities.
• Chelmer dwelling led variant population projections commissioned by the South West Regional Assembly (local authorities).

The West of England Partnership in the past have commissioned the Greater London Authority to carry out dwelling led ward based population projections. It is intended to carry out further projections when the future pattern of dwellings has been established through the Regional Spatial Strategy and Local Development Framework processes.

3.2 These datasets do not necessarily provide a detailed local picture of migration and population characteristics which other administrative data sources may be able to help provide.

4.0 Population – additional data sources

4.1 Some data sources can contribute to building a background picture of migrants and population characteristics in particular areas. The four main sources are:

• Foreign National Insurance Number Registrations (NiNo)
• Workers Registration Scheme (WRS)
• Schools language data (PLASC)
• Patient Registration data

The first two give data only on the rate of new arrivals, not leavers, so they are not cumulative and cannot be used to estimate how many foreign nationals are living in an area at any one time.

Foreign National Insurance Number (NiNo) registrations

4.3 Foreign citizens obtain a NiNo before or when starting work, so registrations data is a good proxy for new arrivals who are economically active. Data includes information on inflows, nationality, gender and where the application was made (local authority and parliamentary constituency). These figures have included the accession countries of Cyprus, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Malta, Poland, Slovakia and Slovenia, since their admission to the EU in May 2004.

4.4 This data is not exclusively about migrant workers. For example, asylum seekers granted leave to remain will need a number for both benefit and employment purposes. Students who work part-time are also included in the data.

4.5 The figures for Bristol are as follows:

<table>
<thead>
<tr>
<th>Year</th>
<th>2002-03</th>
<th>2003-04</th>
<th>2004-05</th>
<th>2005-06</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bristol</td>
<td>3,285</td>
<td>3,320</td>
<td>4,095</td>
<td>6,920</td>
</tr>
</tbody>
</table>

4.6 A number of caveats should be borne in mind when assessing these figures. In particular, they only specify those arriving, not those leaving. Other issues to consider are the fact that some workers may well have been here before accession to the EU but were able to register legally thereafter; some people get NI numbers elsewhere but move here; there is currently something of a backlog in getting NI numbers and, finally, some people will be working in the area without NI numbers.
Workers Registration Scheme (WRS)

4.7 This provides information from May 2004, supplied by citizens from A8 countries when they obtain a job in the UK, but it does not include the self employed. Data includes information on inflows, occupation type, nationality, dependents, basic demographic profile, and employer postcode address or residential address (and this travel to work information) can sometimes be obtained. Regional information can be found on the Home Office website, but local data has to be requested through:

governmentFreedomOfInformation.Service.WorkPermits@ind.homeoffice.gsi.gov.uk.

In the near future, the Home Office will be providing this information as standard for local authorities, in a more easily accessible format, via the Local Government Association website. For rural areas SAWS (Seasonal Agricultural Workers Scheme) data is still useful.

Pupil Level Annual School Census (PLASC)

4.8 This data may provide an indication of longer term residence, as migrants with children may often stay in an area on a longer-term basis. 'First language other than English' is always recorded and could be an indication of international in-migration. PLASC data also shows pupils who have left the system during a year. The data can be accessed through DfES and individual LEAs and obtained at individual school level. School ethnic monitoring data now also includes an Eastern European category also.

Patient Registration data

4.9 Patient Registration data contains a potential proxy indicator of international migration known as “flag 4s”. There are a number of issues associated with the use of this source that need careful consideration:

- The three-month residency criterion for NHS registration does not match the UN recommended definition of an international long-term migrant used by ONS; and results in many shorter-term visitors being included in Patient Registration data;
- Some non-IPS migrants are included (notably asylum seekers), which may affect the resulting geographical distributions derived from PR data;
- An international migrant loses their international migrant indicator (flag 4) following their first internal move within the country and re-registration with a second GP; and
- There may be a long delay before initial registration with a GP.

5.0 Population - other data sources

5.1 Local administrative data sets can provide additional information about migrants in an area. Common sources of data available, which have the possibility of providing information about migration include:

- GP registration information
- Council tax records
- Electoral register
• Council and partners' interpretation statistics (police data, for example, could be used to identify possible trends)

6.0 Local intelligence

6.1 Local intelligence can also help provide a qualitative, rather than quantitative, picture of international migration. Local authorities and partners need to pool relevant intelligence to gain a better idea of the scale of change and any issues arising. Building links with employment agencies and major local employers would be particularly useful. They have more contact with migrant workers than any service provider and, once established, links may be used to obtain advance intelligence about new workers.

6.2 Information picked up by front line staff can possibly provide valuable information about the profiles of new migrants, any concerns, as well as where they may work or live. Sources of local intelligence could include:

• Migrant workers themselves;
• Employers;
• Employment agencies;
• Environmental health officers involved with HMOs or caravan site licensing;
• Private landlords;
• Other private sector – e.g. Supermarkets, pubs;
• Police and any local authority warden services;
• Librarians;
• Receptionists;
• GPs and health visitors;
• Voluntary and faith groups; and
• Schools.

Institute for Public Policy Research (IPPR) 'Migration and Public Services' Initiative

6.3 ‘Migration and Public Services’ is a major research project that IPPR plan to conduct over a two year period, starting in Autumn 2007. This project aims to answer four key questions around how UK public services are responding to recent immigration:

• How do public services understand migration and migrants?
• How does migration impact on public services?
• How are public services presently responding to migration?
• What makes best policy and practice in public service provision for migrant populations and areas receiving migrants?

The IPPR has received financial contributions from Kent County Council (ie. one of the key initial landing spots for international migrants), as well as a number of London boroughs and authorities in the North East. Bristol has also recently agreed to participate as a representative of the South West. Project outputs would include new primary research conducted by IPPR, 13 working papers, tailored feedback to funders, expert roundtables and a final book that will be a resource to policymakers interested in the impact of migration on public services.
7.0 Ethnic composition – main data sources

7.1 The ethnic composition of the population may help identify particular needs of individuals and groups, however it does not provide any further information on the quantification of migration flows. The Census is the principal source of small area ethnic composition data, in addition, ONS have recently published population estimates by ethnic group in Bristol. These are classed as “Experimental Statistics” and should be used with care.

7.2 The black and minority ethnic (BME) population of Bristol is estimated to be 9.8%, slightly lower than the national average of 10.5% but higher than the South West average of 3.5%. The BME population of Bristol, however, is not evenly distributed throughout the city. The three inner city wards of Lawrence Hill, Ashley and Easton have the highest % of BME residents – 32%, 26% and 25% respectively. This compares to some wards where the BME population is as low as just 2%.

7.3 The ONS population estimates by ethnic group show a total increase in the BME population in Bristol of 6,700 between 2001-04. The main changes for individual groups are as follows:

- A 5,500 decrease in Bristol’s White British & White Irish population
- A 2,700 increase in White Other
- A 2,300 increase in Indian and Pakistani
- A 1,600 increase in Black African
- A 1,400 increase in Chinese

The 2005 figures will not be available until later in the year. It is expected to show much greater change. The 2004 and earlier estimates will then also be revised.

7.4 ONS also break this down by broad age categories. This estimates the under 16 BME population at approximately 14%. This significantly different to the known BME pupil population in Bristol schools of 22%. Some of this difference may be due to the Bristol school children who are not attending Bristol schools being predominately white and differences in the date of the data.

8.0 Ethnic composition: other data sources

Patient Ethnicity Monitoring

8.1 Other data sources can also help build a picture of BME composition, these include Ethnicity Monitoring of new patient registrations by GPs and Primary Care Trusts. This is being encouraged through incentives as part of NHS modernisation. This monitoring is not yet comprehensive and does not include existing registered patients.

Research on names

8.2 Prior to the 1991 Census, a number of pieces of work were undertaken in order to estimate the population by ethnic group in the former Avon area. A study was undertaken by the University of Bristol which used the electoral roll to identify people belonging to different ethnic groups according to their name. Other work was undertaken by Avon County Council Information and Research group using the
PLASC (Pupil Level Annual School Census) database which records the ethnic group of individual pupils and attempting to estimate the total population by ethnic group from this. The estimates produced were broadly in line with the results from the 1991 Census.

The Preventing Violent Extremism Initiative

8.3 Bristol City Council is supporting and engaging with the newly-formed Bristol Muslim Forum to understand the community perspective on violent extremism, and will run a joint conference with them later in the year. To inform the debate, Bristol City Council will work in partnership with local Muslim communities and mosques. The council will also conduct a mini-census of new and established Muslim communities in Bristol. The information will supplement the information from the last census and will include:

- population groupings and locations;
- theological and cultural traditions;
- economic characteristics; and
- patterns of mosque usage.

These initiatives are supported by Central Government’s Preventing Violent Extremism pathfinder fund. It is recognised that this approach will not provide a truly comprehensive picture, but it will at least contribute to our overall knowledge of one section of Bristol’s BME population. It is understood that the IPPR (noted under paragraph 6.3 above) are interested in tendering for this project.

9.0 Approaches in other local authorities

9.1 Some authorities have done more than others in trying to understand their population and communities. This has been a mixture of community development capacity, building activity and research. Some have used their findings to challenge ‘official’ ONS statistics relating to their particular area. A number of examples are provided in Appendix 1.

10.0 Options

There are a number of options that can be considered by the authority:

10.1 Some local authorities are considering conducting their own surveys, but this would be enormously expensive since in order to convince ONS, the sample size would need to be a lot more than the standard +5% at 95% Confidence Intervals at LA level. Manchester City Council recently submitted a paper to their management team advising against this approach, noting:

International In-migrants only account for 3.4% of the total population of Manchester, even if it was really 5% the chance of picking up International Migrants would be about 5 in every 100 sampled. A sample of approximately 24,000 residents would be required in order to identify about 1,200 migrants from which you would want a response rate of 33% in order to get the minimum 400 responses needed to give you the maximum ± 5% CI statistically acceptable. At a rough estimate this would cost in the region of half a million pounds. Even if an acceptable ratio could be built on these results it would only
apply to in-migrants, the problem of out-migrants is that they have gone and cannot be interviewed.

Similarly, the GLA has recently commissioned a comprehensive study of estimating London’s new migrant population. Among its recommendations is that:

A ‘New Migrant Databank’ (NMD) should be established, together with an appropriate ‘reporting’ framework, to create a unique and integrated source of intelligence on new migrant activity.

At present no additional detail can be ascertained as to the overall cost of development of this database, suffice to say the GLA is going to tender on the project with other partners to help support the funding.

10.2. Current work underway within the authority is enhanced and strengthened. In particular:

• Joint working between different departments and with external organisations is initiated through the Data and Intelligence Coordination Group to establish the scope for a shared administrative data resource of different population groups, in particular identifying migrant and BME characteristics through quantitative and qualitative information;
• This work needs to utilise both the existing Bristol Research Network and the demographic/Census expertise within the Strategic and Citywide Policy Team;
• Any data must be capable of being kept up to date and resources need to be identified to both set up and maintain the data resource;
• Data could be aggregated by small area geography, such as Super Output Areas or Wards, in order to protect confidentiality.
• Analysis of the data resource through the Data and Intelligence Coordination Group should help build up a picture of migrants and population characteristics.

10.3 The authority supports any work leading up to the 2011 Census, as this is the best source of population information available, in particular, issues such as corporately developing accurate local address lists to assist the post-out and post-back of forms. The work set out in Option 10.2 will also help support the 2011 Census as it will give the authority additional information on hard to reach groups.

10.4 If it is recognised that robust statistics are really what is wanted, it would be advisable for the authority to exert some pressure on Central Government to give more resources to something like the IPS, so that the sample size could be increased substantially and taken at all ports of entrance to the UK.

Contributions

Thanks in particular to Michael Legg and Jayne Mills of the Strategic and Citywide Policy Team (PTSD) for their invaluable contributions and assistance in compiling this paper.

Dave Clarke, Corporate Policy Team, on behalf of Kathy Eastwood, Policy and Scrutiny Team Manager
Appendix 1 – Approaches to Migration/Population issues in other authorities

Swindon Borough Council

Commissioned a company to undertake a large project. Originally intended as a Housing Needs and Aspirations Questionnaire. Has become a thorough piece of work, the first to try to identify the extent of the Borough BME communities, their housing needs and other issues.

Westminster City Council

Westminster City Council has linked up with Slough, Hammersmith & Fulham, and Kensington and Chelsea to formally ask the Treasury to not use the revised ONS figures as a basis for financial distribution because of the lack of faith in their accuracy. They are challenging the revised figures on the basis that the methodology does not seem to pick up economic migrants any more effectively than the previous method, i.e. that the IPS is still currently unfit for purpose, the LPS does little to improve matters and that the distribution geography (the clustering of London Boroughs into groups, and this is the subject of huge unrest in London Boroughs) seems intuitively wrong. Their fundamental position is that the whole methodology to create population figures from international migration to internal migration (using GP lists), the omission of migrants who stay for less than one year, and the unknown factors involving second home owners means that the data is no longer fit for grant distribution purposes.

The London LAs have cited National Insurance Number (NINo) registration data as a better count, but the problem with NINo is that migrants can register anywhere and at anytime in the UK, and then move freely to another area of the UK to work. Also no method of de-registration exists, so that the migrant could have gone home, or to a third country and even if they are picked up by the IPS, they keep their NI number for ever.

Migrant Workers in the East Midlands Labour Market

Work has been undertaken by the Institute of Employment Research (University of Warwick). A summary of their research is provided below:

1. **Measurement Difficulties:**
   - No single definition of ‘migrant’ in common use
   - Use of country of birth or nationality?

2. **Data Deficiencies**
   - Available data sources (i.e. surveys and administrative sources) are variable in their coverage of migrants – leading to problems of comparability
   - Each source has strengths and weaknesses
   - Need to use a variety of sources for a comprehensive picture – LFS, administrative sources (NI registrations, WRS, Work Permits)
   - Small sample sizes and inherent mobility mean that migrants are under counted in surveys and spatial (and non-spatial) disaggregation may be limited
   - Illegal migration is not recorded
3. **East Midlands Economic Context**

- Employment rates above the UK average – although variations by sub-group and local area
- Lower than average proportion of workforce with higher level qualifications, higher than average share with no/low qualifications – competitive strategy based on low costs
- Low skill equilibrium
- Few skill shortages and predominantly low skilled workforce – no incentive to participate in education/training/development and raise aspirations

4. **Profile of Migrants in East Midlands**

**How many?**
- Difficult to estimate
- 8% of working age population born outside UK
- NiNo registrations by overseas nationals – 13 thousand on 2002/03 to 38 thousand in 2005/06

**Who?**
- Migrant characteristics differ by migration route
- Increasingly young
- Increasingly from A8 countries

**Where?**
- Large cities – e.g. Leicester, Nottingham
- Other towns (e.g. Northampton) and some more rural areas e.g. Boston and South Holland
- Share of NiNo registrations in rural areas increased from a quarter to a third of regional total between 2002/03 and 2005/06

5. **Assessment, implications for policy and outstanding questions**

**Conclusions**
- Impact of migration is difficult to measure because of the weakness of the information base and difficulties in inferring causality between variables
- Migrants play an important role in the regional economy – and especially in some sectors (e.g. parts of manufacturing) and in some occupations (i.e. Filling skill shortages and addressing labour shortages)
- Less skilled UK workers are most vulnerable to negative impacts of migration

**Questions**
- Is employment of migrants a short-term ‘fix’ that may undermine longer-term viability of businesses?
- What are the key mechanisms at play in increased migrant employment?
• Is displacement of UK workers voluntary or involuntary?
• What is the current (and future) picture? How many? Who? When? Where?

**Tees Valley Joint Strategy Unit**, use the following sources:

Requested Births by Mother’s Country of Origin from ONS (Have 2004, 2005 data for NE by LA - cost £150)
GP Registration data - new registrations by Country of Birth, Age and Sex. (From Local PCTs)
Workers Registration Data is now available by LA, but based on employer address, not residence based
School Rolls data – from Admissions Teams
English as Second Language which is on PLASC.
Student data - Teesside University provided them with Postcode level data identifying Foreign students by type of course.

**Manchester City Council** have recently prepared a briefing paper for their management team, advising against taking action to challenge the official statistics, as has been done by a number of London Boroughs. The paper goes on to state:

Some LAs are considering conducting their own surveys, but this would be enormously expensive since in order to convince ONS, the sample size would need to be a lot more than the standard +5% at 95% Confidence Intervals at LA level.

International In-migrants only account for 3.4% of the total population of Manchester, even if it was really 5% the chance of picking up International Migrants would be about 5 in every 100 sampled. A sample of approximately 24,000 residents would be required in order to identify about 1,200 migrants from which you would want a response rate of 33% in order to get the minimum 400 responses needed to give you the maximum ± 5% CI statistically acceptable. At a rough estimate this would cost in the region of half a million pounds. Even if an acceptable ratio could be built on these results it would only apply to in-migrants, the problem of out-migrants is that they have gone and cannot be interviewed. Surveys will only show one side of the coin and may be viewed as a waste of taxpayer’s money, with the number of teaching hours, or bins emptied that could have been bought instead, being highlighted.

Going down the survey or administrative data route is not advisable for reasons outlined above. If robust statistics are really what is wanted, it would be better to put pressure on the Government to give more resources to the IPS, so that the sample size could be increased substantially and taken at all ports of entrance to the UK.

**The Greater London Authority (GLA)** have reported that they use Flag 4, NINo and WRS data – although the latter is considered not so important for the authority. The GLA are hoping to continue with a contracted project to develop a database of all possible new migrant information. The GLA has recently commissioned a comprehensive study of estimating London’s new migrant population. Stage one of this process – a ‘review of methodology’, was published in September 2006. The project has been led by Professor Philip Rees, from the School of Geography at the University of Leeds and Dr Peter Bowden, of Edge Analytics Ltd. A summary of their findings notes:
The study has identified that, although there are a number of alternative sources of international migration data available in the UK, there is no common, integrated framework from which datasets are made available and no evidence of alternative methods for providing robust statistical estimates from them. Differences between the datasets exist but collectively they provide a more informed picture of new migrants.

It is only through a more formal integration of these datasets that the true nature of conceptual, definitional and geographical discrepancies can be determined and that better use can be made of each in the migrant estimation process.

As a result the report recommended that:

- A ‘New Migrant Databank’ (NMD) should be established, together with an appropriate ‘reporting’ framework, to create a unique and integrated source of intelligence on new migrant activity.
- Given its long-term value to users across regions, and the data inputs it would need, construction of the NMD should be planned as a partnership venture to include ONS.
- Using the NMD, comparative analysis of alternative datasets should be completed at a detailed geographical level and for specific migrant demographic profiles. This will establish the precise differences between the datasets and facilitate the integration of new data into the migrant estimation process when robustness and reliability are assured.
- Relative levels of short-term and long-term migration should be explored through partnership work on the NMD, using statistics from the IPS and LFS. This intelligence can be used to better interpret the various registration statistics that capture but don’t differentiate these flows, in addition to satisfying the increasing demand for more information on short-stay migrants.
- To improve the robustness of statistics derived from TIM, the LFS should be used (in preference to the IPS) to derive revised estimates of new migrant flows for London, subject to validation against the NHSCR. Age-sex profiles should be applied to these new estimates using migrant profiles from the NHSCR/LFS, validated against the Census.
- Finally GLA and partners should explore the scope for using the LFS to derive migrant stock profiles at the level of the London Borough, subject to acceptable confidence limits being maintained.
- This methodology is compatible with planned enhancements of surveys by ONS and can be replicated across other regions of the UK, where there is a need for information on the new migrant population.
- Through the partnership venture proposed here, it is recommended that GLA ask ONS to consider the possible enhancement of existing data sources and/or changes in data delivery which – as identified by this report – could improve the quality of estimates generated from the NMD.

At present no additional detail can be ascertained as to the overall cost of development of this database, suffice to say the GLA is going to tender on the project with other partners to help support the funding.