

Long-term International Migration Estimates for Northern Ireland (2007-8)



August 2009

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Executive Summary

1. Between 2001 and 2004 the population of Northern Ireland grew by around 7,000 people or 0.4% each year. This increase was due to natural change (more births than deaths) with virtually no change in the size of the population due to migration. Over the next four years from 2004 to 2007 annual increases in population have doubled. This change is primarily due to European Union expansion and the subsequent increased migration seen in Northern Ireland. Between 2007 and 2008, the population is estimated to have increased by 1% or 15,900 persons.
2. Measuring migration is challenging. The United Nations definition of a long-term migrant based on a 12 month residency rule is used in Northern Ireland (see Annex B). This report sets out the sources available to count people coming to or leaving Northern Ireland. The report notes that these sources use different definitions of how, when and where migrants are recorded.
3. That said recent data from all administrative and statistical sources show increased migration. The sources also give a consistent picture on which parts of Northern Ireland new migrants are working and living in. Some key findings outlined in this report are:
 - health card registration data, which is the most comprehensive in-migration data source, show 15,400 new international health registrations in Northern Ireland in 2008. This is in contrast to 7,200 such registrations in 2003;
 - birth registration data show that the proportion of children born in Northern Ireland whose mother was born outside the United Kingdom and Ireland has risen three fold over the last eight years. In 2001, 3% of babies had foreign born mothers (700 babies out of 22,000) while in the first six months of 2009 this is rose to 10% (1,200 babies out of 12,600);
 - taking these and other sources together, NISRA estimate that between mid 2007 and mid 2008 15,400 people came to live in Northern Ireland from outside the United Kingdom. In addition, again over this time period, NISRA estimate a further 12,100 people came to live in Northern Ireland from Great Britain; and

- the number of people leaving Northern Ireland is harder to estimate as there are limited data sources. NISRA have assessed information on school population loss, health card deregistrations and household surveys of people emigrating from Northern Ireland (these and other sources are described in this report). Taking these and other sources together, leads to an overall estimate between mid-2007 and mid-2008 of 11,000 people leaving Northern Ireland to live outside the United Kingdom. In addition NISRA estimate that again over this time period a further 10,700 people left Northern Ireland to live in Great Britain.
4. The overall effect between mid-2007 and mid-2008 is of population growth due to migration of 5,700 people (net 4,300 international migrants and net 1,400 people from Great Britain moving to Northern Ireland). Taken with a natural increase the Northern Ireland population increased from 1.759 million people in 2007 to 1.775 million people in 2008. This report details the scale of this change across local areas in Northern Ireland.
 5. Given the current economic climate whether the latest positive trend in migration continues is difficult to say. The very latest 2009 statistics are pointing towards a further reduction, National Insurance number registrations, Home Office Worker Registration and Work Permit scheme data are showing a fall in Northern Ireland registrations. However, that said, the latest data on School Census and birth registration all remain strong. Where appropriate NISRA will disseminate the findings from these and other sources throughout the year.

NISRA

August 2009

Background and Introduction

1. There has been significant interest in the levels of international migration in the United Kingdom (UK) and in Northern Ireland. In particular, this interest has increased following the enlargement of the European Union (EU). This enlargement has increased the size of the EU from 15 states in April 2004 to 27 states in January 2007.
2. EU expansion has taken place in two tranches. Firstly in May 2004 the accession of ten new countries to the EU (referred to as the “A8” countries¹ along with Malta and Cyprus). Secondly the accession of two further Central and Eastern European countries (referred to as the “A2” countries²) to the EU in January 2007. More details of the expansion of the EU are given in Annex A.
3. The policy of the British Government towards movement of nationals of the EU countries is different for A8 and A2 nationals. For A8 nationals the Government granted full access to the UK labour market from accession in May 2004. In contrast, for A2 nationals, the Government has placed restrictions on free access to the UK labour market. The UK restrictions on A2 nationals are initially for a two year period, to be reviewed annually. After this, the Government has the right to apply to the EU for a further extension of restrictions on A2 nationals. On 18 December 2008, the Migration Advisory Committee published its recommendations to the Government to retain the restrictions on employment of A2 workers³.
4. Enlargement of the EU has had an impact on the scale of migration to and from Northern Ireland. In recent years the Northern Ireland Statistics and Research Agency (NISRA) has undertaken research to assist measurement of the levels of international migration in Northern Ireland. This resulted in a first report published in July 2006⁴ and subsequent

¹ Eight Central and Eastern European countries (referred to as the “A8” countries) joined the EU in May 2004. The A8 countries are the Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Slovakia and Slovenia. Malta and Cyprus also joined the EU on 1 May 2004 but are considered separately from the A8 in this report as they had full free movement rights to work in UK prior to enlargement.

² The A2 countries Bulgaria and Romania joined the EU on 1 January 2007.

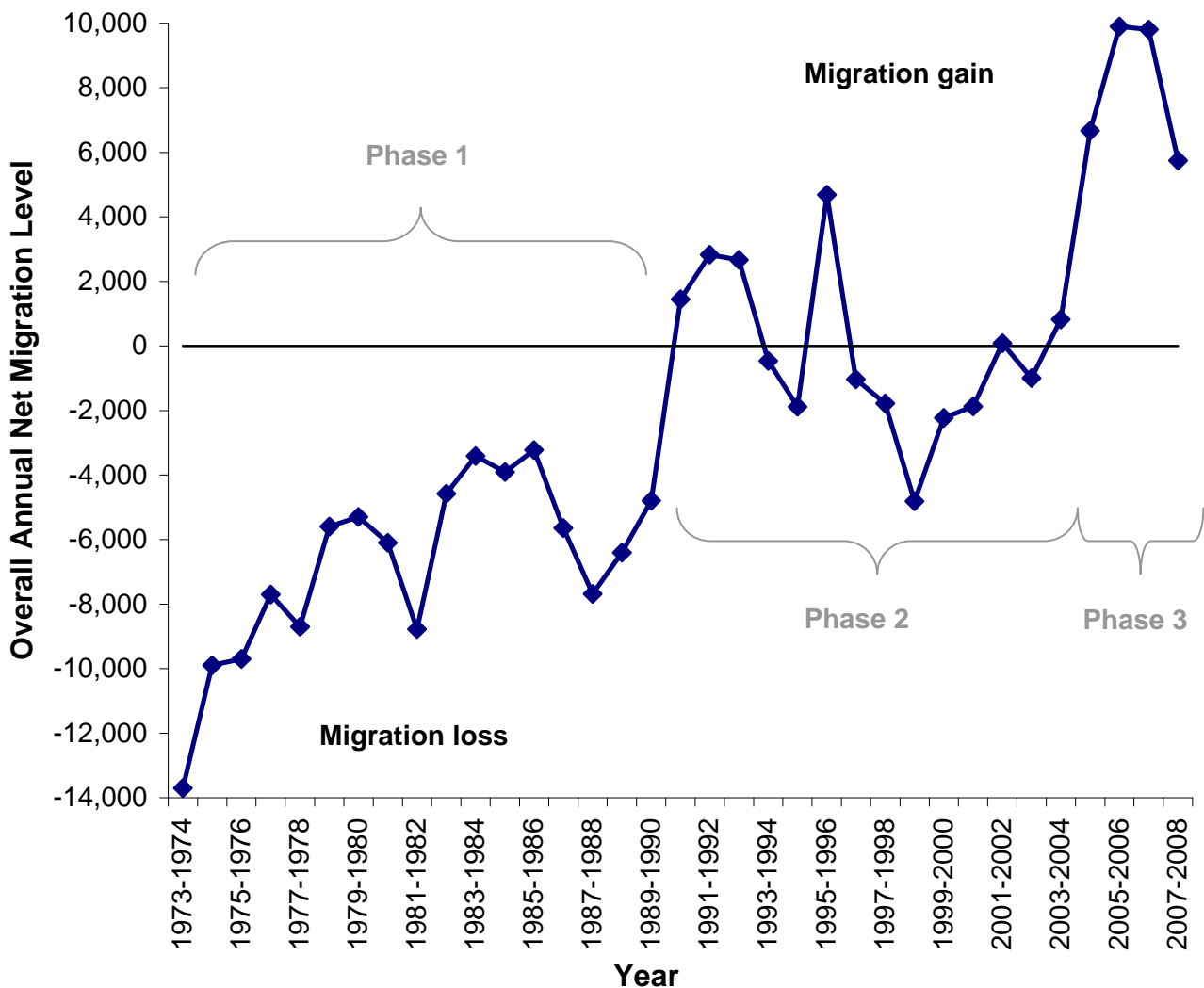
³ <http://www.ukba.homeoffice.gov.uk/sitecontent/newsarticles/macpublishesadvicefora2>

⁴ NISRA produced a research paper entitled “Long-term International Migration Estimates for Northern Ireland (2004-5) – Sources and Methodology” which can be found at: [http://www.nisra.gov.uk/archive/demography/population/migration/NI_Migration_Report\(2005\).pdf](http://www.nisra.gov.uk/archive/demography/population/migration/NI_Migration_Report(2005).pdf).

shorter reports in 2007 and 2008⁵. This fourth paper updates these reports and provides similar but more up to date statistics for the period 2007-8 and where possible 2008-9.

- Estimates of net migration for Northern Ireland since the mid-1970s are shown in Figure 1. The graph can be viewed in terms of three distinct phases of migration. The first phase during the 1970s and 1980s was when Northern Ireland experienced consistently large net population loss due to population movement (or out migration) approaching 10,000 people in some years. Clearly, the impact of “The Troubles” is significant here.

Figure 1: Estimates of long-term net migration - Northern Ireland (1973/4 - 2007/8)



⁵ [http://www.nisra.gov.uk/archive/demography/population/migration/NI_Migration_Report\(2006\).pdf](http://www.nisra.gov.uk/archive/demography/population/migration/NI_Migration_Report(2006).pdf)
[http://www.nisra.gov.uk/archive/demography/population/migration/NI_Migration_Report\(2007\).pdf](http://www.nisra.gov.uk/archive/demography/population/migration/NI_Migration_Report(2007).pdf)

6. The second phase from the early 1990s until 2004 shows population movement in balance, with broadly the same number of people coming to Northern Ireland as leaving. Over this period it is estimated that each year around 20,000 people came to live in Northern Ireland and 20,000 left. However, in the last or third phase since 2004, the annual number of people estimated to have come to Northern Ireland to live rose to 27,000 by mid-2005, to 31,000 by mid-2006 and to over 32,000 by mid-2007. By mid-2008, this number has fallen to 27,000, which is still markedly higher than the inflows observed during the second phase. The number leaving increased marginally from 20,000 to 22,000 over the same period. This is a marked increase in international inflows and is related to the enlargement of the EU in May 2004, when people from countries in Eastern Europe were allowed to come to work in the UK and Ireland.
7. It is important to outline the migration definitions used before noting how the estimates of migration are made. The definition of migration in use for population estimates comes from the United Nations statistical definition of a long-term international migrant⁶:

“A person who moves to a country other than that of his or her usual residence for a period of at least a year (12 months), so that the country of destination effectively becomes his or her new country of usual residence. From the perspective of the country of departure the person will be a long-term emigrant and from that of the country of arrival the person will be a long-term immigrant.”

8. The United Nations also defines “short-term international migration” and the concept of a “Migrant Worker” – these definitions are given in detail in Annex B. The differences between the United Nations definitions create difficulties with interpretation. For example a migrant worker who works in Northern Ireland for a short period of time strictly is not defined to be a long-term international migrant. All official migration estimates for Northern Ireland population statistics refer to long-term migration; at present there are no official statistical estimates of the number of short-term migrants or migrant workers in Northern Ireland.

⁶ Taken from “Recommendations on Statistics of International Migration. UN 1998” available at: <http://unstats.un.org/unsd/demographic/sconcerns/migration/migmmethods.htm#B>.

9. The remainder of this paper looks at a number of administrative/statistical sources, which NISRA have assessed to help estimate long-term international migration. The paper is divided into four sections:
- administrative/statistical data which can be related to international in-migration to Northern Ireland (Section 1);
 - administrative/statistical data which can be related to international out-migration from Northern Ireland (Section 2);
 - NISRA estimates of migration for Northern Ireland for 2007/8 (Section 3); and
 - further research and commentary (Section 4).

1. International In-Migration – Statistics for 2007-8

1.1. NISRA have assessed statistics from a number of sources to help estimate long-term international in-migration:

- the United Kingdom Border Agency Worker Registration Scheme;
- the United Kingdom Border Agency Schemes for A2 nationals;
- the Home Office Work Permits Scheme;
- new National Insurance Numbers registered to foreign nationals;
- the Department of Education Annual School Census
 - English as an Additional Language;
 - in-migration questions added to the 2008 School Census;
- the country of birth of new Northern Ireland mothers;
- the country of birth of new Northern Ireland fathers;
- new registrations with a family doctor;
- the Northern Ireland Housing Executive; and
- the Labour Force Survey.

Most of these sources are described in detail in the 2004/5 report³.

1.2. The key results from these data sources are outlined below. Data for 2007/8 and where possible 2008/9 are presented alongside relevant trend data. More detailed tables on the data sources can be found at:

http://www.nisra.gov.uk/archive/demography/population/migration/All_Mig0708.xls

1.1 United Kingdom Border Agency Worker Registration Scheme

- The Worker Registration Scheme (WRS) is managed by the UK Border Agency on behalf of the Home Office. The scheme is used to register migrant workers from the eight Eastern European states (the A8¹) that acceded to the EU in May 2004. Detailed

statistical information on the scheme can be obtained from the UK Border Agency website⁷;

- between 1 May 2004 and 31 March 2009, a total of 949,000 people registered with the WRS in the UK. Of these 36,500 people (or 4% of the UK total) registered to work in Northern Ireland. In contrast the Northern Ireland population makes up around 3% of the UK population thus indicating the scale of A8 migration to Northern Ireland;
- Table 1 shows that between May 2004 and March 2009 Northern Ireland has had around one-third more migrant workers registering on a per capita basis than the rest of the UK, with a figure of nearly 21 WRS registrations for every 1,000 persons in Northern Ireland compared to nearly 16 WRS registrations for every 1,000 persons in the UK as a whole;

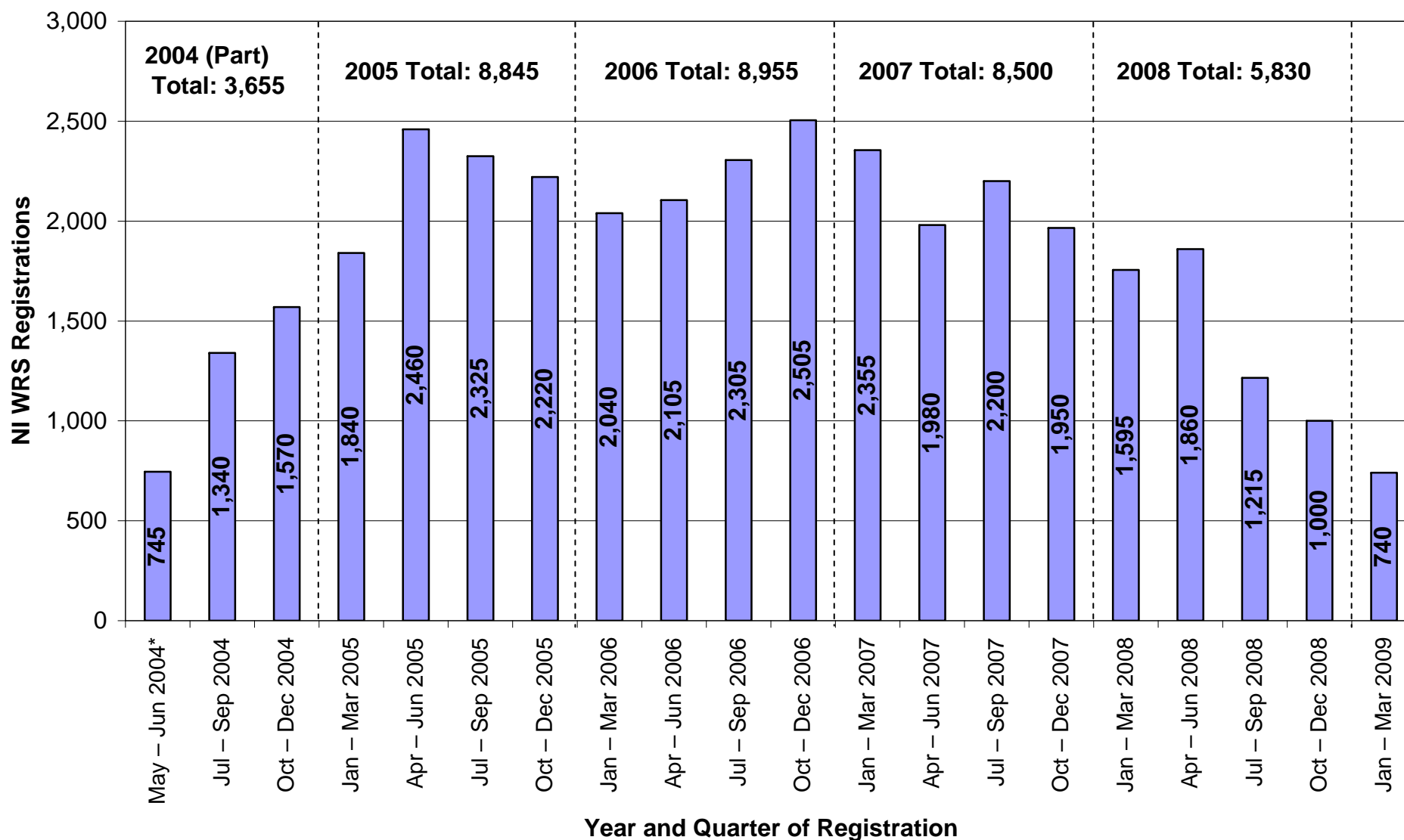
Table 1: WRS registrations per 1,000 population (May 2004 to March 2009)

Country	WRS registrations (May 2004 - Mar 2009)	2007 Population Estimate	WRS registrations per 1,000 population
England	808,500	51,092,000	15.8
Scotland	79,500	5,144,000	15.4
Wales	25,000	2,980,000	8.3
Northern Ireland	36,500	1,759,000	20.8
United Kingdom	949,000	60,975,000	15.6

- between mid-2007 and mid-2008, 7,800 people registered with the WRS to work in Northern Ireland, this is a decrease on the 9,100 people who registered in the same period between mid-2006 and mid-2007. The very latest WRS data indicates a further fall off in Northern Ireland registrations as shown by the quarterly statistics in Figure 2;

⁷ Information on the United Kingdom Border Agency Worker Registration Scheme can be found at: http://www.ukba.homeoffice.gov.uk/sitecontent/documents/aboutus/reports/accession_monitoring_report/

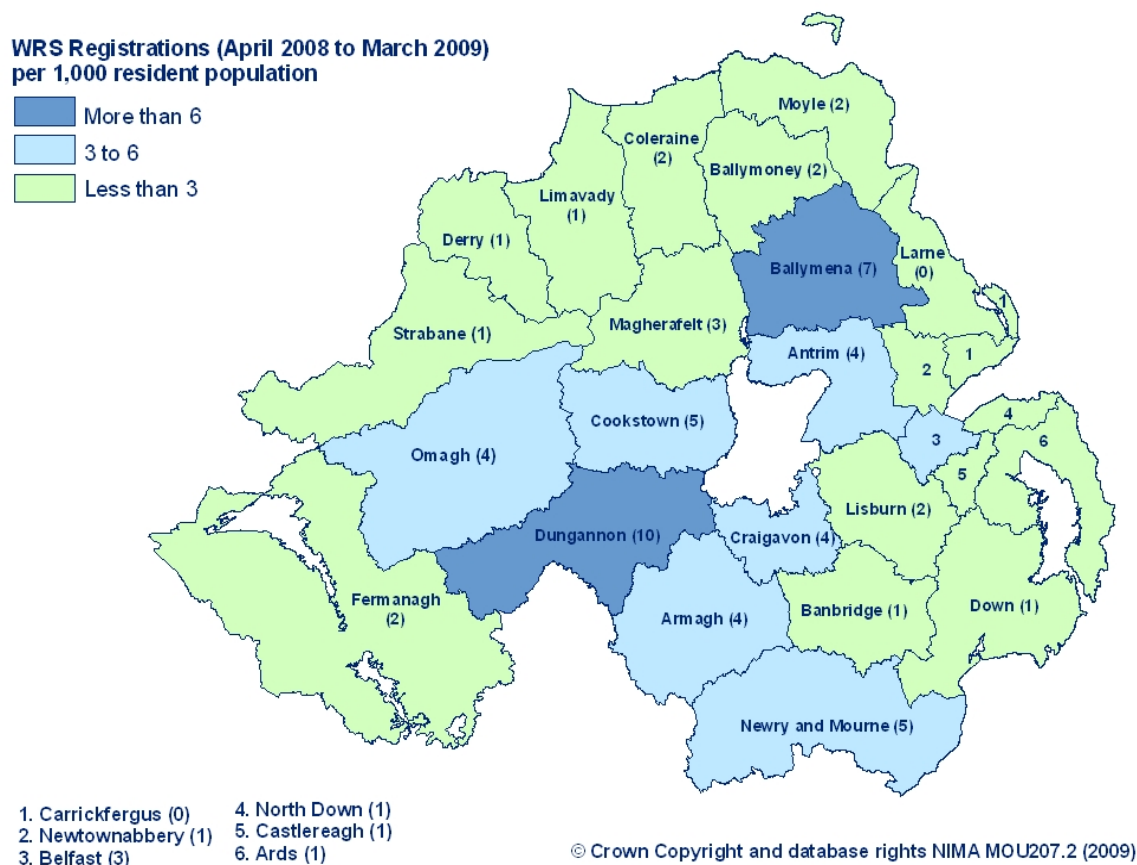
Figure 2: Number of Northern Ireland Registrations with the WRS by Quarter (May 2004 – March 2009)



* Quarter 2 2004 covers the period May and June only and care should be taken when comparing this with subsequent quarters

- WRS statistics are available by area of employer only. These statistics for Northern Ireland show that significant numbers of WRS workers are registered to work in the Belfast, Dungannon, Newry & Mourne and Craigavon Local Government Districts. However, looking at the number of registrations based on the population size, Ballymena and Dungannon Local Government Districts have the highest registrations per 1,000 resident population as shown in Map 1;

Map 1: Northern Ireland WRS Registrations by local authority of employment per 1,000 resident population (April 2008 – March 2009)



- most people registered on the WRS to work in Northern Ireland are from Poland (20,700 registered in Northern Ireland). However, based on UK population share, Northern Ireland has received markedly more registrations from Lithuania than the UK as a whole; and
- WRS statistics are available by clicking [here](#).

1.2 United Kingdom Border Agency Schemes for A2 nationals

- On 1 January 2007 Bulgaria and Romania joined the EU. All Bulgarian and Romanian nationals have an initial right of residence in the UK for three months and a right to remain indefinitely if they are students, self-employed or self-sufficient persons. However, beyond these groups EU Member States can, under EU law, place restrictions on the migration of A2 workers for up to seven years;
- the UK Government chose to impose restrictions for an initial two-year period, to be reviewed on an annual basis. Low-skilled Bulgarian or Romanian nationals may only apply to work as seasonal agricultural workers or on sector-based schemes (currently limited to food processing). Bulgarian or Romanian workers with specialist skills are admitted, as previously, on the basis of work permits;
- over the period January 2007 to March 2009 there were 600 work permits issued to Bulgarian nationals and 120 work permits issued to Romanian nationals working in Northern Ireland, see Section 1.3 for information on work permits;
- Bulgarian or Romanian nationals seeking to take up work through the Work Permit or Sectors Based Schemes must then apply to the UK Border Agency for an Accession Worker Card⁸. The Border Agency is able to provide information on the number of applications for Accession Worker cards from Bulgarian or Romanian nationals which were approved;
- between 1 January 2007 and 31 March 2009 there have been 7,000 applications approved for Accession Worker cards in the UK. Of these 3,300 were from Bulgarian nationals and 3,700 from Romanian nationals. The Accession Worker cards figures are not available by region, so it is not known how many Bulgarian and Romanian nationals have come to Northern Ireland. However, if all those who were issued a work permit during this period also applied for an Accession Worker Card in the same period, then there are likely to be around 700 Accession Worker cards for those working in Northern Ireland with a work permit during this period (see above);

⁸ Information from the UK Border Scheme for A2 migrants can be found at:
<http://www.bia.homeoffice.gov.uk/sitecontent/documents/aboutus/reports/bulgarianromanian/>.

- the UK Border Agency is also able to provide information on the number of registration certificate applications. Bulgarian or Romanian nationals exercising a Treaty right in the UK may seek a registration certificate. This includes those exempt from the worker authorisation restrictions; highly skilled migrants; those with restricted access to the labour market – students, the self-employed, and self-sufficient persons; and family members of main applicants; and
- between 1 January 2007 and 31 March 2009 there have been 53,100 applications for registration certificates approved in the UK, 16,700 from Bulgarian nationals and 36,400 from Romanian nationals. These figures are not available by region, so it is not known how many of these Bulgarian and Romanian nationals have come to NI, but it is likely that the numbers are relatively small – if the numbers are proportionate to the WRS, it equates to around 2,000 people.

1.3 Home Office Worker Permits Scheme

- Work permits are issued by Work Permits (UK), part of the Home Office. A work permit relates to a specific person and a specific job. The work permit scheme⁹ lets UK employers recruit or transfer people from outside the European Economic Area (EEA), while still protecting the interests of resident workers in the UK. From 26 November 2008, the Work Permit Scheme was replaced by Tier 2 Points Based System. This means that all UK employers who wish to sponsor non-EU employees to work in the UK after 27 November 2008 will need to register for a Licence as a sponsoring employer. Those wanting to sponsor a migrant worker will be required to issue a Certificate of Sponsorship, as opposed to applying for a work permit. Further changes to the scheme were announced on 7 August 2009¹⁰;

⁹ Information on the UK Work Permit Scheme can be obtained from an article in Labour Market Trends “Work permits and foreign labour in the UK: a statistical review” by James Clarke & John Salt from University College London at:

http://www.statistics.gov.uk/articles/labour_market_trends/Workpermits_nov03.pdf.

¹⁰ <http://www.ukba.homeoffice.gov.uk/sitecontent/newsarticles/2009/august/pbs-sponsor-changes>

- between 1 April 2004 and 30 June 2009, a total of nearly 776,000 work permits were approved in the UK and of these there were just over 12,000 (1.6% to people working in Northern Ireland);
- in the financial year 2008/9 there were 1,400 permits issued to people working in Northern Ireland, this is a decrease from the 1,800 people who registered in the 2007/8 period;
- work permits were available by area of employer. They show that most workers are employed in Armagh, Belfast, and Newry and Mourne Local Government Districts;
- a significant element of Northern Ireland based work permits were for Indian, Bulgarian and USA nationals, making up nearly 60% of all issued work permits in 2008/9; and
- work permits statistics are available by clicking [here](#).

1.4 National Insurance Number registrations

- National Insurance Numbers are required for employment purposes or to claim benefits and tax credits. Foreign nationals living in Northern Ireland apply to their local Social Security or Jobs and Benefits Office for the issue of a National Insurance Number¹¹;
- A8 countries account for over half of National Insurance Numbers registered to non-UK nationals since 2004/5, with the highest numbers for Polish, Lithuanian and Slovakian nationals;
- National Insurance Number registration data show that in 2003/4 there were 4,500 Northern Ireland based registrations for National Insurance Numbers from non-UK

¹¹ The latest reports on National Insurance numbers allocated to overseas nationals entering Northern Ireland are available at: http://www.dsdni.gov.uk/index/stats_and_research/stats-publications/stats-benefit-publications/stats_nino_allocation.htm. DSD have indicated that in the future these statistics will be reported on a UK wide basis by the Department for Work and Pensions and not DSD. Also statistics produced in the future will relate to the migrant's location when they registered for a National Insurance Number rather than using the migrant's last known address as are currently reported.

nationals, this increased year-on-year to 17,600 in 2007/8, before falling to 12,600 in 2008/9;

- Just over 4,200 of the 12,600 registrations applications in 2008/9 were from Polish nationals and over 60% of the National Insurance Numbers registrations were from A8 migrants; and
- National insurance number statistics are available by clicking [here](#).

1.5 Annual School Census

- Each year the Department for Education in Northern Ireland (DENI) undertakes a School Census exercise. The latest School Census was held on 10 October 2008. A number of related statistics are available from the School Census to help to measure migration;
 - a. firstly the School Census includes a standard question on the number of pupils who have English as an additional language. A breakdown of the “first” language of these pupils is also recorded;
 - b. secondly NISRA worked with the DENI to include a new in-migration specific question on the School Census since 2006. This school level question relates to “the number of children now at your school, who came to live in Northern Ireland during the last academic year”. This question gives a more direct count of the number of children who have come to Northern Ireland and are new pupils;

English as an Additional Language¹² - primary school children

- the statistics for the 2008 School Census show that 4,300 “primary” school children had a language other than English as their “first” language. This figure is a 22% increase on

¹² Children recorded in the School Census as having English as an Additional Language are **not necessarily new** migrants. Some children who have English as an additional language will have moved to Northern Ireland a number of years ago and others who have English as an additional language will have been born and lived in Northern Ireland throughout their life. It is for this reason that NISRA and DENI introduced the secondary migration specific question.

the 3,500 “primary” school children who had English as an Additional Language in the 2007 School Census. In 2008, the 4,300 “primary” school children equates to nearly 3% of the “primary” school population (1 child in every 36);

- in the 2008 School Census, Polish was the most common first language (1,600 primary school children). In total almost 2,400 primary school children had an A8 language as their first language out of 4,300 primary school children who had English as an additional language. Of the non-A8 languages, Portuguese and Filipino were the most popular first languages; and
- the 2008 School Census shows that there are primary school children with English as an additional language in every Local Government District. However the scale varies across the province. Whilst overall nearly 3% of primary school pupils have English as an additional language, 10% of primary school pupils in schools in Dungannon Local Government District had English as an additional language compared to 0.7% of primary school pupils in schools in Larne Local Government District;

English as an Additional Language – post primary school children

- in the 2008 School Census, 2,100 post primary school children had a language other than English as their “first” language; this is a 24% increase from the 1,700 post primary school children recorded in the 2007 School Census. The 2,100 post primary school children equates to over 1% of the post primary school population;
- in the 2008 School Census, Polish is the most common first language for post primary school children (800 children). A8 languages make up more than half of the overall total; with 1,200 post primary children having an A8 language as their first language out of the 2,100 post primary school children who had English as an additional language. Of the non-A8 languages, Cantonese and Portuguese were the most popular first languages;
- whilst overall 1% of post-primary school pupils have English as an additional language, 6% of post-primary school pupils in schools in Dungannon Local Government District have English as an additional language compared to less than 0.5% of post primary school pupils in schools in Banbridge, Derry, Larne and North Down Local Government Districts;

In-migration - Primary School Children

- the 2008 School Census included a school level question which relates to “the number of children now at your school, who came to live in Northern Ireland during the 2007/8 academic year”. This new question gives a more direct count of the number of children who have come to Northern Ireland and are new pupils;
- in total the 2008 School Census recorded 2,000 primary school pupils in year 1 to year 7 that had come to live in Northern Ireland from outside the province in the 2007/8 academic year; and
- schools in Dungannon (3.4%) Local Government Districts had the largest percentage increase due to pupils coming from outside Northern Ireland whilst Carrickfergus Local Government District had the smallest increase (0.4%).

In-migration– Post Primary School Children

- in total the 2008 School Census recorded that 800 post primary school pupils in years 8 to 14 had come to live in Northern Ireland from outside the province in the 2007/8 academic year;
- schools in Antrim Local Government District had the largest percentage (1.6%) increase due to pupils coming from outside Northern Ireland;
- in total 2,900 school children (2,100 primary school and 800 post primary school pupils) were reported by the 2008 School Census as coming to Northern Ireland in the 2007/8 academic year. As a comparison the estimate of in-migration flows in the 4-16 year old age group in the 2007-8 mid-year estimates was 2,900 children; and
- all School Census statistics are available by clicking [here](#).

1.6 Births to Mothers born outside Northern Ireland

- all births occurring in Northern Ireland are by law registered with the General Register Office. When registering a birth the new mother supplies information on her country of birth;
- in Northern Ireland births to new mothers, who themselves were born outside the UK and Ireland, has risen markedly in recent years. In total around 700 such births occurred in 2001 and this has risen to 2,300 such births in 2008;
- within these figures there has been an even more marked increase in births to mothers born in the A8 countries, with around 10 such births in 2001 compared to almost 1,100 births in 2008;
- figures for the first six months of 2009 are comparable to those for 2008. In total there were 600 births in Northern Ireland to A8 born mothers in the first six months of 2009 compared to 1,100 such births in the whole of 2008;
- in 2008 the percentage of births to mothers born outside the UK and Ireland ranged from 2% in Larne and Strabane Local Government Districts to 20% (one birth in every five) in Dungannon Local Government District (186 births). A further six Local Government Districts – Antrim, Armagh, Belfast, Coleraine, Cookstown and Craigavon – also exhibited high percentages of births (over 10%) to mothers born outside the UK and Ireland; and
- birth statistics by mother's country of birth are available by clicking [here](#).

1.7 Births to Fathers born outside Northern Ireland

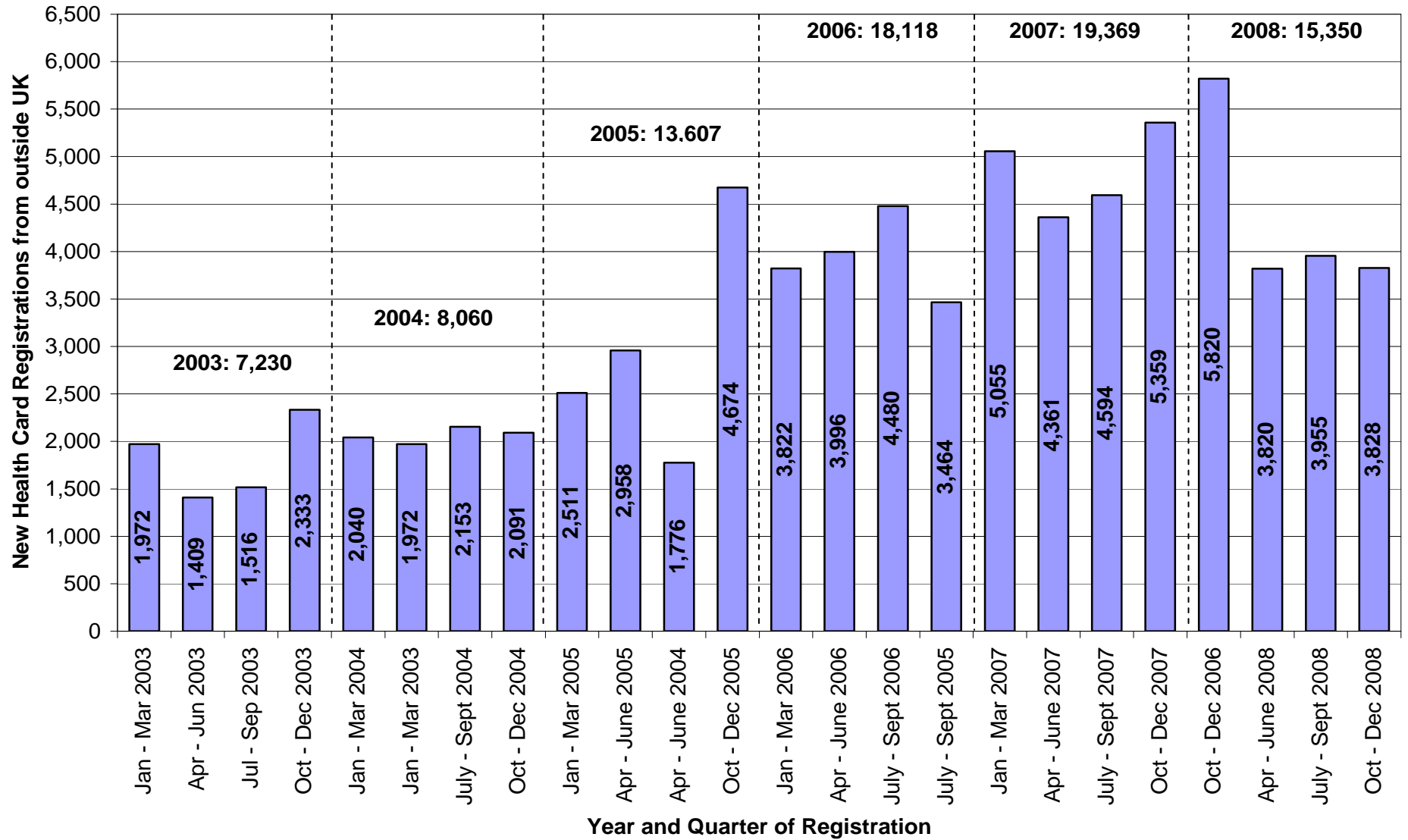
- Births to new Northern Ireland fathers who themselves were born outside the UK and Ireland showed a similar pattern to births to Northern Ireland mothers who were born outside the UK and Ireland;
- in 2008, 2,200 births were recorded in Northern Ireland to new fathers who themselves were born outside the UK and Ireland. This is nearly a four-fold increase from the 600 such births recorded in 2001. It is important to note that whilst both these figures are lower than the equivalent figures for mothers, in around 10% of births each year the father's details are not included, therefore their country of birth cannot be analysed;
- consistent with the figures on births to mother's, there has been an increase in births to fathers born in the A8 countries, with less than 10 such births in 2001 compared to 1,000 births in 2008;
- figures for the first six months of 2009 are comparable to those for 2008. In total there were 500 births in Northern Ireland to A8 born fathers in the first six months of 2009 compared to 1,000 such births in the whole of 2008;
- of the 25,600 births registered in 2008, for 17,100 births (67%) both the mother and father were born in Northern Ireland, for a further 6,200 births (24%) one parent was born in Northern Ireland and for 2,400 births (9%) neither parent was born in Northern Ireland;
- for the 1,100 births that were registered in Northern Ireland in 2008, to mothers born in one of the A8 countries, 87% of these births had an A8 born father also; and
- birth statistics by father's country of birth are available by clicking [here](#).

1.8 New registrations with a family doctor

- To register with a family doctor in Northern Ireland someone must provide information on his or her age, place of residence and time of stay in Northern Ireland to the Business Services Organisation of Health and Social Care in Northern Ireland (HSC-BSO). Registration forms are available in 15 languages (English, Portuguese, Polish, Latvian, Czech, Lithuanian, Russian, Slovak, Urdu, Irish, Hindi, Chinese, Bulgarian, Romanian and Hungarian)¹³;
- only those who plan to stay for a period of at least three months or more can be registered with a family doctor – short term visitors are not formally registered with the HSC-BSO;
- in 2008 the total number of new registrations on family doctor's list in Northern Ireland from outside the UK was 15,400 people. This number has risen markedly over the last five years – in 2003 it was 7,200 registrations and in 2007 it was 19,400 registrations. Figure 3 shows the number of registrations by quarter;

¹³ A copy of the relevant health service registration application form is available at: <http://www.centralservicesagency.com/files/files/file/english2007.pdf>.

Figure 3: New Health Card Registrations from outside UK by quarter of application (2003-2008)



- in every year since 2005, most new registrations on family doctor's lists in Northern Ireland from outside the UK related to people living in Belfast, Craigavon, Dungannon or Newry and Mourne Local Government Districts;
- detailed work has been undertaken by the HSC-BSO to further develop information from the health service registration application form. New information available includes small geographical area of residence, country of birth, country of last residence, reason for coming and date of entry to the UK for new registrants;
- around 54% of those registering with a family doctor in Northern Ireland in 2008 stated that their reason for migration was for work, followed by 27% for family reasons and 9% for education purposes. The remaining 10% gave another or no reason for their migration. However, for A8 nationals, 74% stated work as their reason for migration; and
- Map 2 shows the annual average number of registrations from non-UK nationals for 2006-2008, per 1,000 population, for each electoral ward¹⁴. The map indicates the variation in the scale of in-migration and highlights at a low level where migrants are living in Northern Ireland. Table 2 shows the 20 electoral wards with the highest proportional registration levels over this three-year period along with the main reason for moving to the UK;
- in the top 20 electoral wards with the highest proportional registration levels between 2006 and 2008, there were six electoral wards from Dungannon Local Government District, four of which were also in the top 5 in Northern Ireland – Ballysaggart, Killymeal, Coolhill and Drumglass wards. The most likely reason for migration to these wards was for the purpose of work rather than family, education or other reasons;

¹⁴ The ward population is taken from the 2003 Mid-Year Estimates calculated for the Northern Ireland Multiple Deprivation measures. See: <http://www.nisra.gov.uk/aboutus/default.asp2.htm>.

Map 2: Average annual Health Card Registrations from non-UK nationals, by Electoral Ward per 1,000 population, 2006-2008 (Calendar Year)

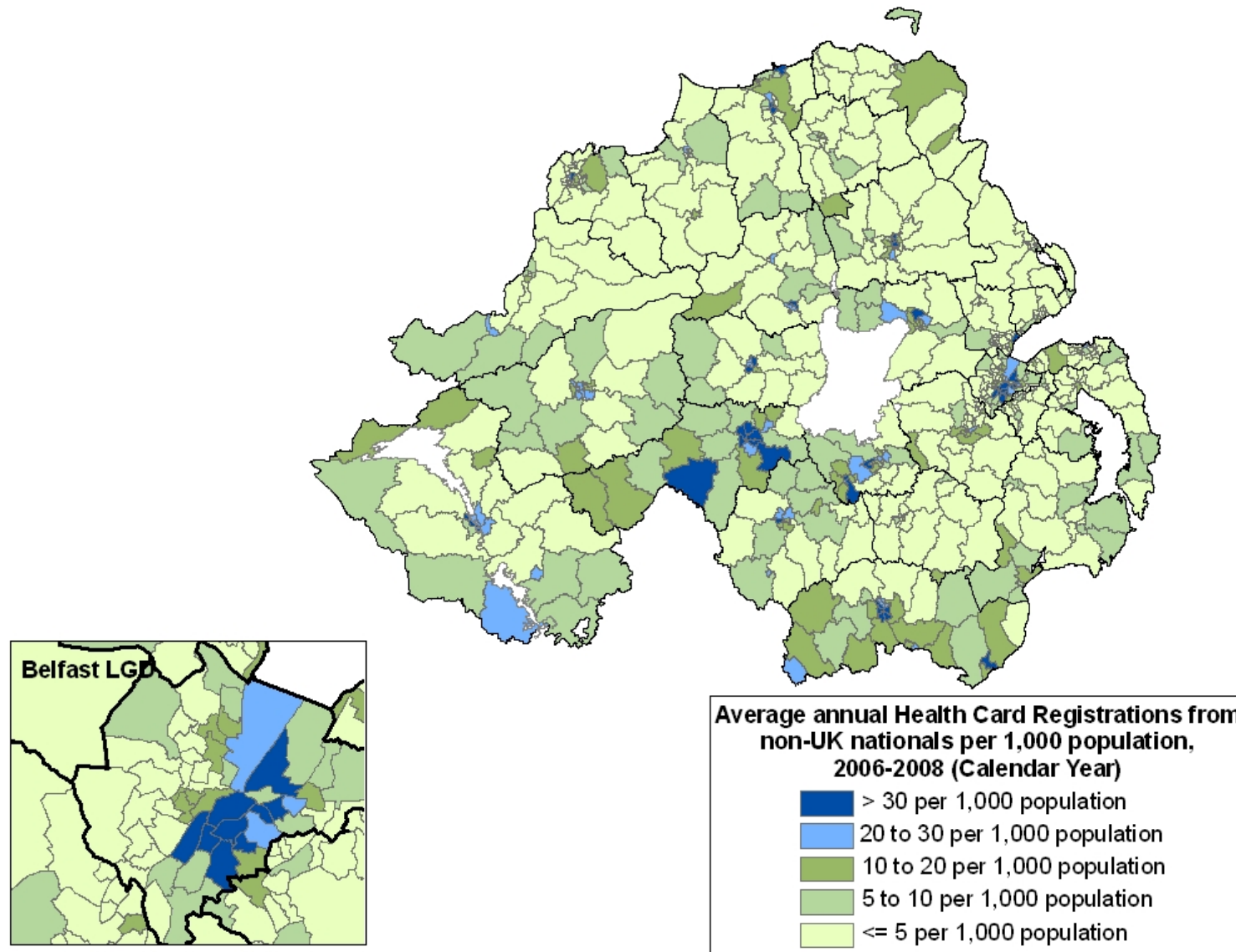


Table 2: Top 20 electoral wards with the highest health card registrations per 1,000 population from non-UK nationals, 2006-2008 (Calendar Year)

Ward Code	Electoral Ward	Main reason given by registrants coming to the UK (Percentage of all registrants in area with that reason)	Average annual registration (2006-2008) per 1,000 population
95OO05	Ballysaggart	Work (70%)	108
95OO18	Killymeal	Work (65%)	94
95OO13	Coolhill	Work (73%)	87
95OO15	Drumglass	Work (65%)	82
95DD08	Castle Demesne	Work (77%)	80
95OO21	Mullaghmore	Work (75%)	75
95LL02	Annagh	Work (70%)	74
95WW23	Rostulla	Education (80%)	64
95MM27	Strand (Derry)	Education (43%)	60
95LL08	Corcrair	Work (59%)	58
95GG49	Windsor	Work (44%)	57
95GG12	Botanic	Work (38%), Education (37%)	57
95DD21	Park	Work (70%)	52
95GG39	Shaftesbury	Work (58%)	50
95KK09	Newbuildings	Work (71%)	50
95OO19	Moy	Work (63%)	50
95GG05	Ballynafeigh	Work (58%)	49
95GG10	Blackstaff	Work (66%)	47
95JJ05	Central (Coleraine)	Work (49%)	47
95CC03	Callan Bridge	Work (65%)	44

- Belfast Local Government District had five electoral wards in the top 20 – Windsor, Botanic, Shaftesbury, Ballynafeigh and Blackstaff. Again, even though some of these areas would be very popular with students, the main reason for migration to these electoral wards was for work, although Botanic ward had very similar numbers of migrants who came for work and education reasons;
- Table 3 gives the leading countries of birth of new registrants between 2006 and 2008. The table shows that A8 countries account for half of all non-UK registrations, with the highest numbers for people from Poland, Lithuania and Slovakia;

Table 3: Health card registrations from non-UK nationals by Country of Birth, 2006-2008 (Calendar Year)

Country of Birth	2006	2007	2008
Poland	5,400	6,800	5,300
Republic of Ireland	1,400	1,400	1,400
Lithuania	2,000	1,600	1,200
Slovakia	1,000	1,100	800
India	700	800	700
Portugal	300	300	500
China	400	500	400
Latvia	500	400	400
USA	300	300	400
Philippines	500	500	300
Hungary	200	300	300
Germany	200	300	200
Czech Republic	300	200	200
France	200	200	200
Australia	100	100	200
Spain	100	100	200
East Timor	100	200	100
South Africa	100	100	100
Other A8 Countries	100	-	-
All Other Countries	2,000	1,900	1,900
Unstated/Unknown	2,100	2,400	500
Total	18,100	19,400	15,400

- the regional breakdown of health card registrations by country of birth in 2006 shows that Poland had the most registrations in 20 out of the 26 Local Government Districts and it had the second highest registrations in the remaining six Local Government Districts. By 2008, 24 of the 26 Local Government Districts had the most registrations from those born in Poland; Poland was the second highest in the remaining two Local Government Districts; and
- statistics on new registrations with a family doctor are available by clicking [here](#).

1.9 Northern Ireland Housing Executive data

- The Equality Unit of the Northern Ireland Housing Executive (NIHE) produced a report entitled “Black and Minority Ethnic and Migrant Worker Mapping Update¹⁵”. A questionnaire was sent to each of the NIHE 35 District Offices to provide an estimate of the number of migrant workers accessing Housing Executive services;
- the number of migrant worker households applying for social housing rose from 1,000 between August 2006 and July 2007, to 1,055 between August 2007 and July 2008. Belfast and Craigavon Local Government Districts received more than 200 migrant worker households applications in both years. In contrast, the number of social housing *allocations* to migrant worker households fell from 200 to 145 over the same period;
- the current number of migrant worker tenant households was estimated at 355, this was unchanged from the previous year. The number of migrant worker homeless applications fell from 460 to 355 between 2006/7 and 2007/8. The largest concentrations can be found in Belfast, Craigavon and Dungannon Local Government Districts;
- Polish, Portuguese and Lithuanian nationalities account for around three-quarters of these figures; and
- NIHE migrant workers statistics are available by clicking [here](#).

1.10 Labour Force Survey

- The Labour Force Survey (LFS) is a sample survey of Northern Ireland households, which obtains details about individuals’ personal circumstances and work. The LFS can be used to provide estimates of the ‘migrant’ population in Northern Ireland, based on country of birth;

¹⁵ See <http://www.nihe.gov.uk/bme2009update.pdf> for the full report

- it is recognised that the LFS has limitations when it comes to calculating the number of migrants in Northern Ireland. Results from it are subject to sampling error and the design of the survey means that it may well under estimate the number of foreign born persons living here. Nevertheless, it provides valuable information that is not available from other sources and in that sense provides useful supplementary information on this group of the population;
- the LFS estimates that there are 62,000 persons who were born outside the UK and Ireland living in Northern Ireland in the first quarter of 2009. This figure is more than treble the figure recorded in the first quarter of 1997 (18,000);
- in 2008, 54% of foreign born residents in NI were male and 46% were female. In contrast the NI population was split 49% male, 51% female. The age structure of the foreign born population tends to be younger, with a greater proportion of the foreign born population falling into the working age categories; and
- detailed Labour Force Survey trend statistics are available by clicking [here](#).

2. International Out-Migration – Statistics for 2007-8

2.1. NISRA have assessed data from a number of sources to help estimate long-term international out-migration:

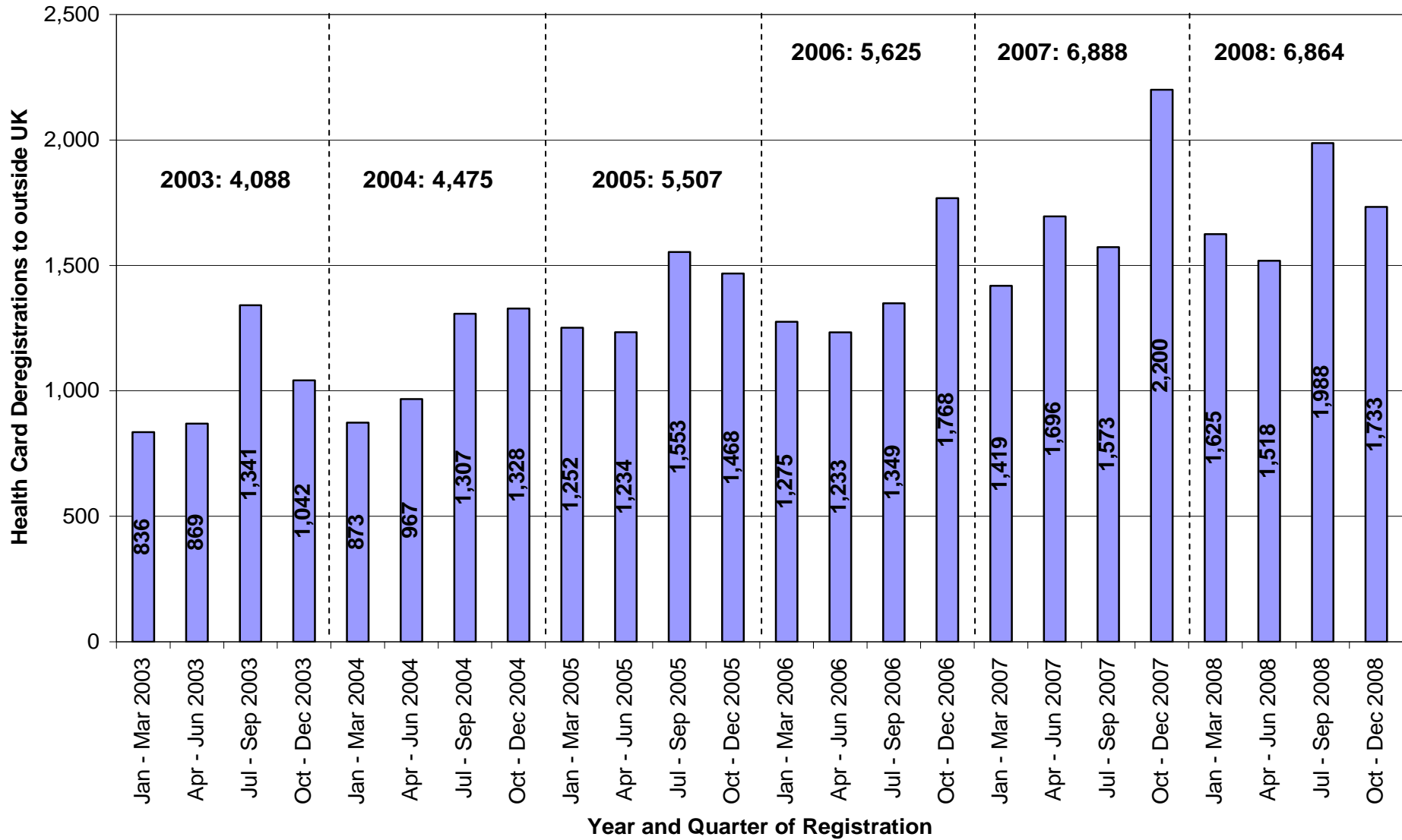
- deregistrations from the family doctor system – health cards;
- new National Insurance Numbers registered to foreign nationals which are no longer in use;
- out-migration questions added to household surveys in Northern Ireland; and
- out-migration questions added to the 2008 School Census run by the Department of Education.

2.2. The key results from the data sources are outlined below.

2.1 Deregistrations from the family doctor system – health cards

- The Business Services Organisation of Health and Social Care in Northern Ireland (HSC-BSO) maintains a list of people registered with a family doctor in Northern Ireland. The system can also provide information on people who have been removed from the health card register and who are believed to have left Northern Ireland;
- the number of deregistrations of people who moved to outside the UK rose from 4,100 deregistrations in 2003 to 6,900 deregistrations in both 2007 and 2008. Figure 4 shows the number of deregistrations by quarter;

Figure 4: New Health Card deregistrations from outside the UK by quarter of application (2003-2008)



- most deregistrations to outside the UK were from people living in Belfast and Derry Local Government Districts; and
- deregistrations with a family doctor statistics are available by clicking [here](#).

2.2 National Insurance Numbers registered to foreign nationals which are no longer in use

- NISRA have liaised with colleagues in the Department for Social Development (DSD) to investigate the number of National Insurance Numbers issued to foreign nationals which fall out of use. For new National Insurance Numbers registered to foreign nationals in the 2004/5 financial year around 40% were no longer in use by the 2005/6 financial year. Further work on this is ongoing at the UK level and is planned to be reported by DSD / Department for Work and Pensions colleagues; and
- research has also been undertaken in the Republic of Ireland on the use of Personal Public Service Numbers (PPSNs) by foreign migrants. The latest report by the Central Statistics Office Ireland¹⁶ shows that of the 118,000 PPSNs issued to non-Irish nationals aged 15 and over in 2004, only 45% had employment activity in 2007. However, for A8 nationals (around 58,000 registrants), this figure rises to 59%, thus 41% were no longer in use. This is very similar to the finding in Northern Ireland. Both of these findings point to a significant element of short-term migration within the A8 migrant community in both Ireland and Northern Ireland.

2.3 Questions on household surveys in Northern Ireland

- To improve measures of out-migration NISRA has included a suite of household survey questions on out-migration in Omnibus Surveys between October 2005 and June 2009, as well as in the 2007/8 and 2008/9 Continuous Household Surveys;
- the specific out-migration questions asked are consistent with questions asked in the Republic of Ireland Quarterly National Household Survey. The questions are listed below:

¹⁶ See http://www.cso.ie/releasespublications/documents/labour_market/current/ppsn.pdf for full report.

(i) Is there anyone who usually lived in your household on [date one year ago], who is now living elsewhere?

(ii) How many people have left your household in the last year?

For each person ask

(a) Is [person (1)] male or female?

(b) What age was [person (1)] last birthday?

(c) Where is [person (1)] living now?

(d) Which country has [person (1)] moved to?

(e) In what month did [person (1)] leave?

(f) Is [person (1)] likely to have left your household for more than one year?

- as can be seen from the questions they only provide estimates of the number of “partial household” moves. Thus if a whole household were to leave the country, the survey, as designed, will not record this. In addition migration into and out of communal establishments (e.g. nursing homes, halls of residence) will not be included. However these issues can be addressed when scaling up the results of the survey and the methodology behind this was reported in the 2004/5 migration report¹⁷;
- in the three Omnibus surveys held in 2009 in total around 3,700 households were surveyed with these questions. Around 140 or 4% of those households surveyed had at least one household member leave in the previous year. This is smaller than the 6% observed in surveys held in the period 2005 to 2007;
- the vast majority of this migration was believed to be long-term, i.e. more than one year. In terms of destination, as would be expected, the vast majority (around 70%) of people moved to another address within Northern Ireland;
- Of those people who left Northern Ireland, around 60% went to Great Britain, while 10% went to the Republic of Ireland and 30% went to another country;

¹⁷ See Annex B of 2004/5 migration report
[http://www.nisra.gov.uk/archive/demography/population/migration/NI_Migration_Report\(2005\).pdf](http://www.nisra.gov.uk/archive/demography/population/migration/NI_Migration_Report(2005).pdf).

- the results from the 2009 Omnibus surveys and the 2008/09 Continuous Household Survey have been scaled up to the Northern Ireland level to give an overall estimate of 20,000 people leaving Northern Ireland. Of this, around 8,000 people are estimated to have left to countries outside the UK; and
- household survey out-migration statistics are available by clicking [here](#).

2.4 Annual School Census

- as noted in section 1.5, each year the Department for Education in Northern Ireland (DENI) undertakes a School Census exercise. The latest School Census was held on 10 October 2008;
- NISRA worked with the DENI to include a new in-migration specific question on the School Census since 2006. This school level question relates to “the number of pupils at your school who left Northern Ireland during the previous academic year”. This question gives a more direct count of the number of children who left Northern Ireland;
- the 2008 School Census recorded 1,200 primary school pupils in year 1 to year 7 who left to live outside Northern Ireland during the 2007/8 academic year. The 2008 School Census also recorded a further 400 post primary school pupils in years 8 to 14 who left to live outside Northern Ireland in the 2007/8 academic year. Thus in total just under 1,600 school children were reported by the 2008 School Census as leaving Northern Ireland in the 2007/8 academic year;
- as a comparison the estimate of out-migration flows in the 4-16 year old age group in the 2007-8 mid-year estimates was 1,800 children;
- primary and post-primary schools in Limavady Local Government District had the largest percentage (3% in primary and 1% in post primary) loss of pupils in relation to the pupil population in the 2007/8 academic year; and
- School Census statistics are available by clicking [here](#).

3. Estimates of International Migration used in 2008 Population Estimates

3.1 International In-migration

- family doctor registration data is the most complete source that can be used to estimate international inflows to Northern Ireland. This source gives information on an intention to stay for a period of time and covers all age-groups;
- however, registrations with family doctors are an imperfect measure of migration. It is recognised that there is a deficiency in health registration of young adult males. Therefore the age distribution of young adult males is adjusted to be similar to the young adult female distribution in the final migration estimates; and
- in addition, for the 2008 mid-year population estimate, it is the health card registrations during the 2008 calendar year that is used to make the migration estimate as it can take time for new migrants to register for a health card. The source therefore estimates an international inflow of 15,400 people between mid-2007 and mid-2008.

3.2 International Out-migration

- the health card system records deregistrations with GPs in Northern Ireland, while the Central Statistics Office (CSO) Ireland Quarterly Household Survey provides the number of people moving from Northern Ireland to the Republic of Ireland. In combination, these sources have been used to estimate outflows from Northern Ireland to all countries outside the UK; and
- previous research has also shown that out-migration is not measured fully by the health card system¹⁸. This research has shown that the number of deregistrations with a doctor should be scaled up by 50%, after the figure on the number of out migrants to the Republic of Ireland as estimated by CSO Ireland is accounted for. It is also recognised that the health card source is deficient in recording young males; therefore, as with

¹⁸ NISRA's previous research paper on migration describes this in detail – see http://www.nisra.gov.uk/archive/demography/population/migration/dev_est_mig.pdf.

in-migration, the age distribution of males is adjusted to be similar to the female age distribution.

- in addition, for the 2008 mid-year population estimate, it is the health card deregistrations during the 2008 calendar year that is used to make the migration estimate as it can take time for migrants to deregister. Using the scale up and adjustment method with the 2008 deregistration figures gives an estimate of 11,000 out-migrants from Northern Ireland to outside the UK between mid-2007 and mid-2008.

3.3 Estimate of Net International Migration

- using both health card estimates for international in- and out-flows after scaling and adjusting for the CSO Ireland outflows gives a net figure of 4,300 international migrants to Northern Ireland between mid-2007 and mid-2008.

3.4 Overall estimate of migration

- in net terms a further 1,400 people are estimated to have migrated to Northern Ireland from Great Britain. Therefore in overall terms NISRA have made a net migration estimate of 5,700 people to Northern Ireland between mid-2007 and mid-2008. The regional breakdown within Northern Ireland shows that Craigavon Local Government District had the largest population growth during 2007-8 (2%) and a third of this growth was due to international migration; and
- migration statistics for the population estimates are available by clicking [here](#).

Commentary

- 4.1. Over the last five years population migration has become a prominent feature within public and political debate in Northern Ireland. This debate has created significant interest in and demand for migration statistics.
- 4.2. The Northern Ireland Statistics and Research Agency (NISRA), through the Registrar General for Northern Ireland, have statutory responsibility for commenting on the size and condition of the Northern Ireland population. To help satisfy the demand for migration statistics NISRA has been working with official statistics colleagues across Britain, Ireland and the wider EU to improve population measurement. A number of developments are discussed in the paragraphs that follow:

Strategic reviews of population statistics

- 4.3. In May 2008 the House of Commons Treasury Select Committee reported on their "Counting the Population" inquiry¹⁹. The inquiry was undertaken "*due to concerns expressed in the House of Commons... about the adequacy of current population statistics*". The Committee made a number of recommendations which are summarised in Annex C. The United Kingdom Statistics Authority and UK Government published responses to this report, both of which can be obtained from the House of Commons Treasury Select Committee website²⁰.
- 4.4. The UK Government noted in their response that they are committed to helping to improve the accuracy of the population estimates. The UK National Statistician is leading the cross-departmental Improving Migration and Population Statistics Programme which is being supported and monitored by a Ministerial Group, jointly chaired by the Ministers for Local Government and Borders & Immigration. The

¹⁹ See <http://www.publications.parliament.uk/pa/cm200708/cmselect/cmtreasy/183/183.pdf> for the Treasury Select Committee report "Counting the Population".

²⁰ See <http://www.publications.parliament.uk/pa/cm200708/cmselect/cmtreasy/1032/103206.htm> for the United Kingdom Statistics Authority and UK Government responses to the Treasury Select Committee report "Counting the Population".

National Statistician has published an annual overview report in June 2009²¹ relating to the work of the Group.

- 4.5. In addition to its response the United Kingdom Statistics Authority²² has undertaken a review of migration statistics. The purpose of the UK Statistics Authority monitoring review was to report on the progress of the improvement programme, the adequacy of the plans, and the extent and effectiveness of co-operation across government to deliver the improvements. The UK Statistics Authority made a further set of more specific recommendations which are noted in Annex D.
- 4.6. This series of reports has emphasised a number of key points:
- a. across the United Kingdom there needs to be greater access to and use of administrative data in making population and migration statistical estimates;
 - b. there needs to be greater coherency to the publication of population and migration statistics;
 - c. there needs to be greater communication between the statistics producers of and statistics users of population and migration statistics; and
 - d. in the inter-Censal period there needs to be extra resources across Government focused on the development of population and migration statistics.
- 4.7. Finally, the British-Irish Council has initiated a demography sectoral group and the first ministerial meeting under this strand was held in Edinburgh in March 2008²³. At the Ministerial meeting, the Council agreed to the future workplan which included work on: “understanding migration and its impact” as well as various other demographic issues. The Northern Ireland Executive, through DEL, commissioned research into the areas

²¹

See http://www.statistics.gov.uk/about/data/methodology/specific/population/future/imps/updates/downloads/Annual_Overview_2008-09.pdf for the full report.

²² See <http://www.statisticsauthority.gov.uk/reports---correspondence/reports/authority-report-4--migration-statistics-the-way-ahead.pdf> for the full United Kingdom Statistics Authority report

²³ See <http://www1.british-irishcouncil.org/documents/demography.asp> for a full description of the British Irish Council demography workstream.

of the "Impact of Migration" and hosted an event in June on the outcome of this research (see below).

NISRA development work on migration statistics in Northern Ireland

- 4.8. The first three sections of this report outline local developments over the last five years in improving the quality of migration estimates relating to Northern Ireland. These developments are more fully described in the paragraphs that follow.
- 4.9. The primary vehicle for measuring international migration in Great Britain, the International Passenger Survey, is not used to make Northern Ireland migration estimates²⁴. The Office for National Statistics utilise Northern Ireland migration statistics to make UK level estimates. NISRA and ONS officials have worked together over the last year to enhance the co-ordination of these statistics.
- 4.10. NISRA officials hold regular discussions with officials from the Central Statistics Office (CSO) Ireland on population statistics matters including migration estimates and the Census of Population. The migration element of this relates to how estimates of in- and out-migration could be co-ordinated across Ireland and Northern Ireland. NISRA now use out-migration questions within household surveys which are similar to those used by colleagues in the CSO. The resultant statistics provide a valuable additional estimate of out migration from Northern Ireland.
- 4.11. The Statistics and Registration Services Act (2007) has enabled greater data sharing provisions for statistical purposes. The Cabinet Office at the behest of the UK Statistics Authority has brought forward legislation under the Act which has enabled access to various administrative datasets. As an example NISRA are working in partnership with colleagues in the Office for National Statistics to make greater use of foreign national National Insurance registrations in the measurement of population migration. It is hoped that this work will be advanced further in the 2009/10 year.

²⁴ There are three main reasons why the International Passenger Survey is not used for estimating Northern Ireland international migration. Firstly the survey does not sample from Northern Ireland air or seaports and therefore the number of migrants captured for Northern Ireland is very small usually around 10 contacts per year. Secondly the survey does not cover the land border within Ireland. Thirdly the survey does not easily distinguish Northern Ireland migrants travelling to/from GB ports; as respondents can note their future/last address as being "Ireland" without being specific to Northern Ireland or the Republic of Ireland.

- 4.12. Work is ongoing in Northern Ireland towards the 2011 Census. Subject to legislative approval, the next Census in Northern Ireland will be held on 27 March 2011. Formal proposals for the 2011 Census in Northern Ireland will be published shortly.
- 4.13. NISRA are working alongside colleagues in Great Britain to update projections of the future size of the population in Northern Ireland. A new series of population projections for Northern Ireland will be published in October. Household projections and population projections for local areas within Northern Ireland will also be published in early 2010 on the NISRA website²⁵.
- 4.14. In the longer term greater use of administrative data will further enhance the quality of migration estimates. This is particularly the case if data linkage is possible. However this long-term prospect of linked administrative data used to measure migration is not without its challenges in terms of public perception, data security and differences in recording between administrative systems. That said most developed countries are considering such developments. In the United Kingdom a project called “Beyond 2011” is being taken forward to consider such options beyond the 2011 Census.

Wider Northern Ireland development work relating to migration statistics

- 4.15. Over the last two years the Department for Employment and Learning (DEL) commissioned several surveys relating to migrant workers. Firstly DEL commissioned public attitude surveys on migrant workers this was conducted in early 2007 and repeated in May 2008. Questions included on the public attitude surveys related to how often people came into contact with a migrant worker (in 2008 61% of people came into contact with migrant workers at least once a week, a 12% increase from 2007). Other questions related to the degree of personal prejudice towards migrant

²⁵ See <http://www.nisra.gov.uk/archive/demography/population/projections/popproj06.pdf> for a report on the 2006 Northern Ireland population projections and http://www.nisra.gov.uk/archive/demography/population/projections/Sub_NI06_Pop_Projs.pdf for a report on the 2006 local area population projections.

workers and the impact of migrant workers on the economy and services. Full results can be obtained from the DEL website and from the Labour Market Bulletin²⁶.

4.16. Secondly, last year DEL also commissioned a survey of the experiences of migrant workers from the Institute for Conflict Research (ICR). The ICR survey covers around 300 migrant workers and the results were published in the Labour Market Bulletin²⁷. The survey, which includes a significant qualitative element, will help to inform Government on the future intentions of, and the difficulties faced by, the migrant worker community in Northern Ireland. Two particular points of interest in the research are:

- a. the existence of 'chain economic migration', with the existing migration support networks playing a role in the decision to migrate to Northern Ireland rather than elsewhere in the UK or Ireland; and
- b. employment opportunities are fundamental to migrants plans to settle in NI. In the current economic uncertainty, it is clear that for some migrant workers these plans may be subject to significant changes in the future.

4.17. NISRA also has the Northern Ireland Longitudinal Study (NILS) which tracks a sample of people from the 2001 Census and includes information on migration (from health card registration). A number of NILS projects are looking at research on migration within and to Northern Ireland. This resource will increase in value when the 2011 Census information on migration is also added.

Commentary: In-migration flows

4.18. This report details the changes in levels of international migration to and from Northern Ireland over the last decade. Estimates of direct international in-migration flows to Northern Ireland have risen in absolute terms from around 6,700 people in 2000/1 to

²⁶ See <http://www.delni.gov.uk/index/publications/pubs-stats/research-reports-2/publicattitudestomigrantworkers.htm> and also http://www.delni.gov.uk/labour_market_bulletin_no._22.pdf for further details on the DEL survey of attitudes towards migrant workers.

²⁷ See http://www.delni.gov.uk/labour_market_bulletin_no._22.pdf for further information on the ICR research.

around 19,400 people in 2006/7 (a near three fold increase) before falling back to 15,300 people in 2007/8.

- 4.19. These figures do not account for in-migration to Northern Ireland from Great Britain. Estimates of migration to Northern Ireland from Great Britain have not increased so markedly. In absolute terms the in-migration flow to Northern Ireland from Great Britain has remained around 12,000 people per annum over the period 2000/1 to 2007/8. However, this flow will include some secondary migration of non-UK nationals who were living in Great Britain.
- 4.20. What is clear from these statistics is that, where ten years ago migration to Northern Ireland was dominated by migration from Great Britain, this is no longer the case. International in-migration flows are now the dominant phenomenon of Northern Ireland in-migration. This has significant implications for the delivery of services in Northern Ireland.

Commentary: Out-migration flows

- 4.21. The report also details the efforts made by NISRA to improve estimates of out-migration. Estimates of direct international out-migration flows from Northern Ireland have risen from around 8,600 people in 2000/1 to around 11,000 people in 2007/8. These out-migration estimates are consistent across a number of sources (household surveys, deregistrations with a family doctor, figures on migration to the Republic of Ireland obtained from the CSO Ireland and information on out-migration of school children from the School Census).
- 4.22. These figures do not account for out-migration from Northern Ireland to Great Britain. Estimates of out-migration from Northern Ireland to Great Britain average in absolute terms at around 11,000 people per annum over the period 2000/1 to 2006/7. What is clear from these statistics is that out-migration from Northern Ireland to Great Britain remains a significant phenomenon of Northern Ireland out-migration.

Commentary: Net-migration

- 4.23. Estimates of direct international net-migration flows from Northern Ireland have risen from a loss of around 1,900 people in 2000/1 to a gain of 8,000 people in 2006/7 and then fell back to a gain of 4,300 people in 2007/8.
- 4.24. These figures do not account for net-migration from Northern Ireland to Great Britain. Estimates of net-migration from Northern Ireland to Great Britain average in absolute terms at around a gain of 1,000 people per annum over the period 2000/1 to 2006/7.
- 4.25. In overall terms net-migration flows to Northern Ireland have risen from a loss of 1,900 people in 2000/1 to a gain of around 9,800 people in 2006/7 before falling back to a gain of 5,700 people last year. So over the period the migration picture in Northern Ireland has reversed from a situation of loss to one of a significant gain. Given the current economic climate whether the latest positive trend in migration continues is difficult to say. The very latest 2009 statistics are pointing towards a further reduction, National Insurance number registrations, Home Office Worker Registration and Work Permit scheme data are showing a fall in Northern Ireland registrations. However, that said, the latest data on School Census and birth registration all remain strong. Where appropriate NISRA will disseminate the findings from these and other sources throughout the year.

NISRA

August 2009

Annex A – States included within the European Union

European Union (EU15) January 1995 – April 2004	European Union (EU25) May 2004 – December 2007	European Union (EU27) January 2007 – present
Austria	Austria	Austria
Belgium	Belgium	Belgium
Denmark	Cyprus	Bulgaria
Finland	Czech Republic	Cyprus
France	Denmark	Czech Republic
Germany	Estonia	Denmark
Greece	Finland	Estonia
Ireland	France	Finland
Italy	Germany	France
Luxembourg	Greece	Germany
Netherlands	Hungary	Greece
Portugal	Ireland	Hungary
Spain	Italy	Ireland
Sweden	Latvia	Italy
United Kingdom	Lithuania	Latvia
	Luxembourg	Lithuania
	Malta	Luxembourg
	Netherlands	Malta
	Poland	Netherlands
	Portugal	Poland
	Slovakia	Portugal
	Slovenia	Romania
	Spain	Slovakia
	Sweden	Slovenia
	United Kingdom	Spain
		Sweden
		United Kingdom

States marked in bold joined the EU at the date shown.

Annex B – United Nations definitions relating to international migration

The migration definition used in population estimates comes from the United Nations statistical definition of a long-term international migrant:

“A person who moves to a country other than that of his or her usual residence for a period of at least a year (12 months), so that the country of destination effectively becomes his or her new country of usual residence. From the perspective of the country of departure the person will be a long-term emigrant and from that of the country of arrival the person will be a long-term immigrant.”²⁸

The United Nations also defines a short-term international migrant as:

“A person who moves to a country other than that of his or her usual residence for a period of at least 3 months but less than a year (12 months), except in cases where the movement to that country is for purposes of recreation, holiday, visits to friends and relatives, business, medical treatment or religious pilgrimage. For purposes of international migration statistics, the country of usual residence of short-term migrants is considered to be the country of destination during the period they spend in it.”²⁹

Another term that is often used in the local context is “Migrant Worker”; the United Nations defines this to be:

“A person who is to be engaged, is engaged or has been engaged in a remunerated activity in a State of which he or she is not a national”.³⁰

²⁸ Taken from “Recommendations on Statistics of International Migration. United Nations 1998” available at <http://unstats.un.org/unsd/demographic/sconcerns/migration/migrmethods.htm#B>.

²⁹ Taken from “Recommendations on Statistics of International Migration. United Nations 1998” available at <http://unstats.un.org/unsd/demographic/sconcerns/migration/migrmethods.htm#C>.

³⁰ Taken from “International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families. United Nations 1990” available at <http://www.unhcr.ch/html/menu6/2/fs24.htm>.

Annex C: Recommendations from the House of Commons Treasury Select Committee on their “Counting the Population” inquiry (May 2008)

The Counting the Population Inquiry Report recognised that in a period of significant population change and individual mobility meeting the requirements of users of population estimates has become more complex for the UK Statistics Authority. The amount of population turnover, both nationally and locally has made it increasingly difficult for the current methods of counting the population to estimate the numbers of people in an area and on what basis they are there.

It is accepted that population estimates are central to every national system of official statistics. They are used in statistical formulae that allocate vast sums of public money to the devolved administrations, to local government, the health service and public services. It is therefore a matter of social responsibility to ensure that population statistics are calculated accurately.

The provision of accurate information about how many people are present within the country and where they are located is essential to effective policy-making and the effective delivery of services. Society is becoming more mobile and the information held electronically about events, persons and services by government agencies and other bodies has substantially increased.

The committee recommended that:

- I. The UK Statistics Authority set out the steps it will take to utilise and better link data held by the Government and by local government in order to provide a more accurate picture of the population within this country.
- II. The UK Statistics Authority replaces the International Passenger Survey with a new Survey that is more comprehensive and more suited to the accurate measurement of international movements affecting the size of the resident population of the UK.

- III. The UK Statistics Authority should establish as an immediate priority the provision of local population statistics that more accurately reflects the full range of information available about local populations and the effects of internal migration.
- IV. The UK Statistics Authority investigate the feasibility of producing population estimates based on different measures of population, such as estimates which include short-term migrants and estimates which include the day-time population of Local Authorities.
- V. The UK Statistics Authority examines the feasibility of producing estimates of short-term migration at sub-national level, using the successor to the International Passenger Survey and a greater range of administrative data.
- VI. The UK Statistics Authority continues the Office for National Statistics (ONS) work with Local Authorities and carries out a series of case studies to identify alternative administrative data sources. These include the National Insurance Number register, GP lists, other health service lists, council tax records, and various registers on children and school children.
- VII. The UK Statistics Authority produce a best practice guide associated with counting the population and administrative registers.
- VIII. A fourth page is added to the current plans for the 2011 Census. (Following the inquiry it was announced the extra £25 million need to finance this page would be provided through cross-government funding).
- IX. The Government consult the UK Statistics Authority and others to remove any outstanding obstacles to the production of an address register for the 2011 Census.
- X. The Government work with the UK Statistics Authority to ensure that strong ethical safeguards are put in place to protect the personal information held by government departments.
- XI. The UK Statistics Authority set out in response to this Report the action that the Authority will take under the powers in the Statistics and Registration Service Act to develop the Government's administrative databases to provide a more accurate and cost effective method of monitoring the population.

- XII. The UK Statistics Authority establish a pilot project enabling a population register to be operated alongside the 2011 Census in order to compare the effectiveness of such a system with that of the Census.

- XIII. The UK Statistics Authority liaise with the Department of Health on the project to replace the current National Health Service Central Register to ensure that opportunities offered by a new system for improvements in the contribution of such data to population statistics are not lost.

- XIV. The UK Statistics Authority set strategic objectives to ensure that the data gathered throughout the UK can be used to produce annual population statistics that are of a quality that will enable the 2011 Census to be the last census in the UK where the population is counted through the collection of census forms.

**Annex D: Recommendations from the United Kingdom Statistics Authority report
“Migration Statistics: the Way Ahead?” (July 2009)**

1. We recommend that ONS’s quality assurance methodology is made clear to users and that a phase of quality assurance involving local government experts occurs before the final version of the estimates is released.
2. We recommend that ONS flag those local authority population estimates where there are higher levels of uncertainty, indicating the reason for the uncertainty.
3. We recommend, as soon as practicable, the release of information to clarify how e-Borders data might be used in the estimation of migration statistics.
4. We recommend the online release of project papers which, together with details of investigations currently underway and their progress, would give users a better understanding of progress.
5. We recommend that each department involved in the Programme provides the programme board with details of the work being undertaken, together with the associated expenditure, and update this every six months.
6. We recommend that ONS, Home Office and the Department for Work and Pensions adopt a ‘conceptual framework’ in their releases of migration statistics, to enable users to understand how the different sets of figures relate to each other and to the process of migration more generally.

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