



Department  
for Work &  
Pensions

# Analysis of Migrants' Access to Income- Related Benefits

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Analysis relating to the access to income-related  
benefits for EEA and non-EEA migrants

**August 2017**

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# Executive Summary

## Background

From December 2013, the Government introduced a set of measures to restrict access to benefits for migrants from the European Economic Area (EEA). These included:

- From December 2013, the introduction of a stronger, more robust Habitual Residence Test (HRT).
- From January 2014, no immediate access to Jobseeker's Allowance (JSA) for those arriving in the UK, and a limit to the length of time JSA can be claimed.
- From April 2014, newly arrived EEA Jobseekers cannot claim Housing Benefit (HB).

Part 1 of the analysis presented in this publication uses a combination of DWP management and administrative data sources to provide information on the trends on JSA and HB caseloads, onflows and durations for EEA migrants affected by the measures.

Benefit caseloads and onflows are also given for United Kingdom (UK) and Common Travel Area (CTA) nationals, and non-EEA migrants<sup>1</sup>.

Part 2 shows the recent trends in claimant volumes for In-Work HB, Employment and Support Allowance (ESA), Income Support (IS) and Pension Credit (PC) for UK/CTA nationals, EEA migrants, and non-EEA migrants.

## Key Findings

Over the last five years, we have seen significant declines in the number of EEA nationals claiming JSA and JSA-passported HB. New JSA and HB claims made by UK/CTA nationals have also fallen and this is partly a reflection of the improved economic position. However, the falls in new claims made by EEA migrants have been faster and generally follow a different pattern. For example:

- In the period following the introduction of the measures (November 2013 to January 2017), there was a 47% fall in the number of new JSA claims by EEA nationals, and from November 2013 to November 2016, a 76% fall in the caseload of EEA nationals claiming JSA.
- Since the introduction of the measures, there has been a 76% fall in the number of new HB claims made by EEA jobseekers (March 2014 to February

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<sup>1</sup> A full explanation of UK/CTA, EEA and non-EEA countries for the purposes of this analysis is given on Page 9.

2017), and an 83% fall in the national caseload of EEA jobseekers claiming HB (February 2014 to November 2016).

- In the month before the measure on time-to-claim was introduced (November 2013), around 8% of EEA national JSA claims began within 90 days of arrival in the UK. This has since fallen to around 1%.
- The amount of time EEA nationals spend on JSA (for short term claims) has also fallen, from an average of 86 days in 2013 to an average of 65 days in 2015.

For other DWP benefits, recent trends have been fairly mixed.

- There has been a steady increase in EEA caseloads of In-Work Housing Benefit and Employment and Support Allowance, but this is only amongst EEA migrants who first arrived in the UK over five years ago. From November 2013 to November 2016, the number of EEA migrants claiming In-Work HB and ESA increased by 17% and 30% respectively.
- Over the same period as above, the number of EEA migrants on Income Support fell by 13%

The benefit access rules for non-EEA migrants are different to those for EEA migrants. Non-EEA migrants can usually access benefits only after they have been in the UK for 5 years (see pages 5 and 6 for further details). Since 2012, there has been a steady fall in volumes of JSA claimants, and of new JSA claims by non-EEA nationals. Conversely, there has been an increase in the number of non-EEA migrants claiming Pension Credit, ESA and In-Work HB.

# Background

## EEA migrants

From December 2013, the Government introduced a set of measures to restrict access to benefits for migrants from the European Economic Area (EEA). This was part of the Government's response to public concerns about immigration and the benefits available to new EEA migrants via the free movement rules established beneath the EU treaties.

This publication provides analysis of the following measures:

- From December 2013, a strengthened Habitual Residence Test (HRT) was introduced requiring those claiming income-related benefits after coming to the UK to answer more robust and individually tailored questions, provide more detailed answers, and submit more evidence before they can be eligible to receive benefits.
- From January 2014, people coming to the UK must have been living in the UK for three months before they can claim income-based Jobseeker's Allowance (JSA (IB)).
- From January 2014, new EEA jobseekers or former workers have had to show that they have a Genuine Prospect of Work (GPoW) to continue to receive JSA (IB) after six months.
- From November 2014, the length of time new EEA jobseekers could claim JSA (IB) was reduced from 6 months to 91 days (after satisfying an initial 3 month residence requirement) unless they passed a GPoW assessment. In February 2015 this measure was extended to existing long-term claimants.
- From April 2014, new EEA jobseekers were excluded from accessing Housing Benefit (HB).

Delivery of measures is ongoing: this publication is an assessment of progress to date on a selection of measures. Full details of all the measures introduced are included at Annex One.

## Non-EEA migrants

Most non-EEA migrants are subject to immigration control by UK Visas and Immigration ((UKVI) a division which is part of the Home Office), and are admitted to the UK on the basis that they have no recourse to public funds. They cannot claim DWP benefits (including means-tested benefits such as Jobseeker's Allowance and Housing Benefit) until they've been granted Indefinite Leave to Remain, which in most cases means living in the UK for at least five years.

However, some groups of non-EEA nationals are given certain types of leave to enter or remain in the UK which gives them access to benefits for the duration of their leave to remain if their leave grants access to public funds, for example, people who

have been granted: Refugee Status, Humanitarian Protection, certain types of discretionary leave or temporary leave to enter/remain.

Sponsored immigrants from outside the EEA who are given indefinite leave to enter or remain in the UK are admitted to the UK on the understanding that they have relatives who are prepared to support them without recourse to public funds. They cannot make a claim for income related benefits for a period of five years.

### **Further statistics and information on migrants and benefits**

In August 2016, we published a report containing analysis relating to the measures to restrict access to income-related benefit for EEA nationals. This can be found at: [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/548225/analysis-of-eea-migrants-access-to-income-related-benefits-measures.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/548225/analysis-of-eea-migrants-access-to-income-related-benefits-measures.pdf).

Statistics on DWP working age benefits by nationality at the point of National Insurance Number registration are available here: <https://www.gov.uk/government/collections/national-insurance-number-allocations-to-adult-overseas-nationals-entering-the-uk>

This report only considers DWP benefits. For similar information on HMRC administered benefits (Tax Credits and Child Benefit), see HMRC statistics published on 24 August 2017 available here: <https://www.gov.uk/government/statistics/announcements/income-tax-nics-and-hmrc-benefit-statistics-for-eea-nationals-2014-to-2015>

# Methodology

This analysis provides an initial assessment of measures introduced from December 2013. A combination of DWP management and administrative data sources is used to provide information on the numbers affected by the measures and an early indication of their impact on JSA and HB benefit caseloads, onflows and durations.

Some outputs are based on management information used to support implementation and monitoring of the policies. This means our estimates are not the same as Official Statistics, which are quality assured to standards set out by the UK Statistics Authority. Official statistics are produced on the nationality at the point of NINo registration of DWP working age benefit claimants – available here: <https://www.gov.uk/government/collections/national-insurance-number-allocations-to-adult-overseas-nationals-entering-the-uk>

For some measures, appropriate data are not readily available and so they are not examined. Additionally, the measures introduced may have had further impacts, such as deterring migrants from seeking access to benefits, but these are not examined in this report. For more detailed methodological information, please refer to Annex Two.

## Management Information (MI)

The main sources of MI are used within this publication:

- **Electronic Habitual Residence Test (e-HRT)** – Information collected directly from the on-line e-HRT application used during the HRT interview. The e-HRT provides detailed information on claimant characteristics, volumes and outcomes, and is used as our main data source on HRTs.
- **Decision Making and Appeals Case Recorder (DMACR)** – This is a further management information tool used by operational staff to record decisions, and the main data source on volumes and outcomes of the genuine prospect of work assessment (GPoW).

These data sources were developed to support the implementation of policies rather than support any robust statistical assessment of the efficacy of the policies, and so we advise some level of caution in their interpretation; for example, a small amount of data was not recorded in one week in December 2015 (please refer to Annex Two for more information).

## Administrative Data

The following sources of administrative data were used to support this publication:

- **HMRC National Insurance and Pay As You Earn System** – This provides a list of National Insurance numbers assigned following application (as opposed to automatic allocation<sup>2</sup>), along with accompanying information on the date of arrival, registration, and nationality at the time of registration.
- The **National Benefit Database (NBD)** – A 100% extract of Departmental administrative data, used here to analyse JSA onflows, durations, and date of claim.
- The **Work and Pensions Longitudinal Study (WPLS)** – A 100% quarterly extract of Departmental administrative data, used here to analyse JSA, ESA, IS and PC caseloads.
- The **Single Housing Benefit Extract (SHBE)** – A monthly extract of Local Authority data which is the main source of information on Housing Benefit.

Please refer to Annex Two for more information as to how these data sources have been used.

## Nationality Groups

The way in which nationality is identified differs between the two types of data. The MI refers to data collected in the process of carrying out operational actions, and so nationality will have been established as part of processes, e.g. by examination of documents. DWP administrative data does not include nationality information, and so we use HMRC National Insurance and Pay As You Earn System data to establish the individual's nationality at the point they registered for a National Insurance number (where applicable). As such, the analysis of administrative data for all non-UK nationals undertaken here is based upon nationality at the time individuals first registered for a National Insurance number, rather than current nationality which may change over time. Please refer to Annex Two for more information.

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<sup>2</sup> The vast majority of those born and resident in the UK are automatically assigned a National Insurance number at 16 years old. These data relate to those who have been required to apply for a National Insurance number, predominantly foreign nationals.



Throughout this publication we refer to the following nationality groups:

<b>Nationality Group</b>	<b>Description</b>
<b>UK and Common Travel Area (CTA) nationals</b>	Immigration Rules state that the United Kingdom, the Channel Islands, the Isle of Man and the Republic of Ireland collectively form a Common Travel Area (CTA). A person who has been examined for the purpose of immigration control at the point at which they entered the CTA does not normally require leave to enter any other part of it. Though nationals from the United Kingdom and the Republic of Ireland are part of the EEA, as different immigration rules apply for persons from the UK and CTA, statistics are recorded in separate tables for the purposes of this publication.
<b>EEA nationals</b>	EEA nationals have the right to live and work in the UK. Please note that although the UK and Republic of Ireland are members of the EEA, as different immigration rules apply for persons from the UK and CTA, statistics are recorded in separate tables for the purposes of this publication, i.e., they are <u>not</u> included in the EEA nationals or EU15 groupings. The EEA as understood for the purposes of this publication comprises of EU15, EU8, EU2 and Other EEA (defined below).
<b>EU15</b>	<i>Austria, Belgium, Denmark, Finland, France, Germany, Greece, Italy, Luxembourg, Netherlands, Portugal, Spain, Sweden. Note that the UK and Republic of Ireland would usually be included in this group, but for the purposes of this publication are treated separately, as different immigration rules apply for persons from the UK and CTA. We have retained the EU15 label for consistency.</i>
<b>EU8</b>	<i>Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Slovakia, Slovenia</i>
<b>EU2</b>	<i>Bulgaria, Romania</i>

Continued overleaf.

<b>Other EEA</b>	<i>Iceland, Liechtenstein and Norway are not EU members but are members of the EEA. Switzerland is neither an EU nor EEA member, but is a member of the EFTA, so Swiss nationals have the same rights to live and work in the UK as other EEA nationals. Croatia joined the EU on 1 July 2013 and its nationals have restricted access to the UK labour market for an initial period of 5 years. Croatian nationals who have satisfied the conditions of the relevant accession worker regulations and who have satisfied the Habitual Residence Test may be entitled to claim income related benefits. All of these nations are included within the "Other EEA" grouping, along with Malta and the Republic of Cyprus (which do not customarily fall within any of the other groupings).</i>
<b>Non-EEA</b>	Non-EEA nationals cover all those who are not UK, CTA or EEA nationals or Switzerland.

### Right to Reside Status – EEA nationals

The ability of EEA nationals to claim benefits in the UK is affected by the particular "right to reside" status they are exercising in the UK. The main types of right to reside are as follows:

<b>Right to Reside Status</b>	<b>Description</b>
<b>Jobseeker</b>	A person who is looking for work in the UK and is registered as unemployed.
<b>Retained Worker</b>	A person who has previously held the right to reside as a "worker" in the UK, but lost their job involuntarily and is registered as unemployed.
<b>Self-Employed Worker</b>	A person who is engaged in genuine and effective self-employment in the UK and registered as such with HMRC.
<b>Self-Sufficient Person</b>	A person who has the means to support themselves in the UK and holds comprehensive sickness insurance.
<b>Student</b>	A person who is in the UK to study, and is registered with an accredited institution.
<b>Worker</b>	A person who is engaged in genuine and effective employment in the UK.

Those who have been legally resident in the UK for a continuous period of 5 years or more can qualify for a permanent right to reside. It is also possible to derive rights of residence from another EEA national, for example, as a dependent family member of an EEA national.

## Immigration status - Non UK Nationals

The ability of non-UK nationals to claim benefits in the UK is affected by the particular immigration status they have been granted and are admitted to the UK on the basis that they have no recourse to public funds.

However, some groups of non-EEA nationals are given certain types of leave to enter or remain in the UK by UKVI which gives them access to benefits for the duration of their leave to remain if their leave grants access to public funds, for example, people who have been granted: Refugee Status, Humanitarian Protection, certain types of discretionary leave or temporary leave to enter/remain.

## Income-Related Benefits

The income-related benefits referred to in this publication are as follows:

<b>Benefit</b>	<b>Description</b>
<b>Employment and Support Allowance (ESA)</b>	A benefit to support those who are unable to work due to illness or disability. The two main groups of claimants are the Work Related Activity Group (where work is feasible in the short to medium term), and the Support Group (for those people with more severe conditions). ESA can be Contributory (for those with sufficient Class 1 National Insurance contributions), or Income Related (means-tested).
<b>Income Support (IS)</b>	A benefit intended to help people on low incomes who do not have to be available for employment. The main types of people who receive it are lone parents with young children and carers.
<b>Jobseeker's Allowance (JSA)</b>	A benefit that can be claimed by people who are available for and actively seeking employment, including those in remunerative work for less than 16 hours a week. JSA can be Contributory (for those with sufficient Class 1 National Insurance contributions), or Income Based (means-tested).
<b>Pension Credit (PC)</b>	A benefit directed towards pensioners at the lower end of the income scale, with elements which support those people who have made some modest provision for their retirement.
<b>Housing Benefit (HB)</b>	A benefit to help people pay for all, or part of, their rent for those on low incomes. Individuals or households in receipt of certain passported benefits (IS, JSA (Income Based), PC and ESA (Income-Based)) are automatically entitled to HB.

## Contact Details

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# Part 1: Measures Introduced to Restrict Migrants Access to Benefits

## **A Stronger Habitual Residence Test**

Access to income-related benefits depends upon a person's right to reside status<sup>3</sup>. All those claiming income-related benefits after coming to the UK are subject to a Habitual Residence Test (HRT) to determine their status.

The HRT has two elements: a legal right to reside and an objective assessment of factual evidence of habitual residence which includes evidence of intention to remain in, and attachment to, the UK. For JSA (IB), people coming to the UK must also have been living in the UK for three months before they can claim. This was added to – and tested as part of – the HRT since 1 January 2014.

All EEA nationals applying for benefits in the UK are required to take the HRT. Table 1A shows the number of HRTs taken and the number passed by EEA nationals in the three full financial years since the test was strengthened. Table 1B shows the number of HRTs taken and the number passed by non-EEA migrants.

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<sup>3</sup> See methodology for an explanation of each of these.

**Table 1A: Habitual Residence Tests taken and passed by benefit and EEA nationality group (non-UK and non-CTA), 2014/15 to 2016/17**

Benefit/ Nationality Group	2014/15			2015/16			2016/17		
	Claims requiring HRT interviews	HRTs Passed	(%)	Claims requiring HRT interviews	HRTs Passed	(%)	Claims requiring HRT interviews	HRTs Passed	(%)
<b>Employment and Support Allowance (Income Related)</b>									
<b>EEA</b>	<b>3,740</b>	<b>1,720</b>	<b>46%</b>	<b>9,690</b>	<b>4,490</b>	<b>46%</b>	<b>8,640</b>	<b>4,060</b>	<b>47%</b>
EU15	1,310	620	48%	3,290	1,570	48%	2,680	1,240	46%
EU8	2,150	990	46%	5,620	2,610	47%	5,220	2,530	49%
EU2	230	70	33%	630	240	38%	630	230	36%
Other EEA	60	30	51%	150	70	46%	110	60	51%
<b>Income Support</b>									
<b>EEA</b>	<b>7,320</b>	<b>2,780</b>	<b>38%</b>	<b>8,080</b>	<b>2,780</b>	<b>34%</b>	<b>7,600</b>	<b>2,630</b>	<b>35%</b>
EU15	2,370	990	42%	2,640	970	37%	2,270	830	36%
EU8	4,500	1,690	38%	4,860	1,660	34%	4,730	1,640	35%
EU2	360	70	20%	460	110	24%	510	140	27%
Other EEA	90	30	32%	120	40	33%	80	30	39%
<b>Jobseeker's Allowance (Income Based)</b>									
<b>EEA</b>	<b>80,940</b>	<b>69,810</b>	<b>86%</b>	<b>66,440</b>	<b>54,130</b>	<b>81%</b>	<b>50,960</b>	<b>41,170</b>	<b>81%</b>
EU15	34,120	30,010	88%	28,670	23,540	82%	22,510	18,090	80%
EU8	39,710	33,910	85%	30,760	25,150	82%	23,040	18,810	82%
EU2	5,940	4,860	82%	5,970	4,590	77%	4,560	3,590	79%
Other EEA	1,180	1,030	88%	1,040	850	82%	840	670	80%
<b>Pension Credit</b>									
<b>EEA</b>	<b>1,070</b>	<b>760</b>	<b>71%</b>	<b>1,590</b>	<b>1,190</b>	<b>75%</b>	<b>1,160</b>	<b>900</b>	<b>78%</b>
EU15	450	320	71%	720	520	72%	530	410	77%
EU8	430	320	75%	640	520	81%	430	350	81%
EU2	140	90	67%	170	120	71%	160	120	76%
Other EEA	50	20	47%	50	30	50%	30	20	47%

**Table 1B: Habitual Residency Tests taken and passed by benefit, non-EEA migrants, 2014/15 to 2016/17**

Benefit/ Nationality Group	2014/15			2015/16			2016/17		
	Claims requiring HRT interviews	HRTs Passed	(%)	Claims requiring HRT interviews	HRTs Passed	(%)	Claims requiring HRT interviews	HRTs Passed	(%)
<b>Employment and Support Allowance (Income Related)</b>									
Non-EEA	1,030	890	86%	2,180	2,000	92%	2,060	1,870	91%
<b>Income Support</b>									
Non-EEA	820	680	84%	3,420	3,130	92%	2,750	2,510	92%
<b>Jobseeker's Allowance (Income Based)</b>									
Non-EEA	19,030	17,460	92%	33,520	29,480	88%	37,260	33,290	89%
<b>Pension Credit</b>									
Non-EEA	240	220	91%	600	560	93%	500	470	95%

Source: e-HRT data. Figures rounded to the nearest ten. Cells may not sum due to rounding.

Although UK nationals and those from the CTA have an automatic right to reside in the UK, those who return to the UK after an extended period of absence must demonstrate that they are habitually resident to be eligible for income-related benefits and so are also subject to the HRT where this is tested. Table 1C shows the number of HRTs taken and passed by UK and CTA nationals during 2014/15, 2015/16 and 2016/17.

**It has always been the case that individuals claiming income-related benefits after an extended period of absence abroad are required to demonstrate they are habitually resident in the UK before they are eligible to claim, including UK and CTA nationals. Only a very small proportion of claims from UK and CTA nationals require a HRT interview. Since 2014/15 less than 2% of new JSA claims by UK/CTA nationals were subject to a HRT interview. UK and CTA nationals required to participate in the test are more likely to be unsuccessful if they have recently taken up residence but have not yet settled in the UK for an established period at the time when the HRT interview took place.**

**Table 1C: Habitual Residency Tests taken and passed by benefit, UK and CTA nationals, 2014/15 to 2016/17**

Benefit/ Nationality Group	2014/15			2015/16			2016/17		
	Claims requiring HRT interviews	HRTs Passed	(%)	Claims requiring HRT interviews	HRTs Passed	(%)	Claims requiring HRT interviews	HRTs Passed	(%)
<b>Employment and Support Allowance (Income Related)</b>									
UK	510	430	83%	1,250	1,060	85%	1,150	990	86%
Ireland	20	20	95%	30	30	93%	40	30	83%
<b>Total</b>	<b>540</b>	<b>450</b>	<b>84%</b>	<b>1,280</b>	<b>1,090</b>	<b>85%</b>	<b>1,190</b>	<b>1,020</b>	<b>86%</b>
<b>Income Support</b>									
UK	610	520	85%	860	750	88%	710	640	90%
Ireland	20	20	95%	80	70	93%	70	60	95%
<b>Total</b>	<b>630</b>	<b>540</b>	<b>85%</b>	<b>930</b>	<b>820</b>	<b>88%</b>	<b>770</b>	<b>700</b>	<b>91%</b>
<b>Jobseeker's Allowance (Income Based)</b>									
UK	23,300	12,720	55%	19,440	11,190	58%	15,640	9,350	60%
Ireland	1,530	1,130	74%	1,530	1,180	77%	1,410	1,130	80%
<b>Total</b>	<b>24,820</b>	<b>13,850</b>	<b>56%</b>	<b>20,960</b>	<b>12,370</b>	<b>59%</b>	<b>17,050</b>	<b>10,480</b>	<b>61%</b>
<b>Pension Credit</b>									
UK	360	340	94%	900	870	96%	870	860	99%
Ireland	10	10	100%	10	10	92%	20	20	100%
<b>Total</b>	<b>370</b>	<b>350</b>	<b>95%</b>	<b>920</b>	<b>880</b>	<b>96%</b>	<b>890</b>	<b>880</b>	<b>99%</b>

Source: e-HRT data. Figures rounded to the nearest ten. Cells may not sum due to rounding.

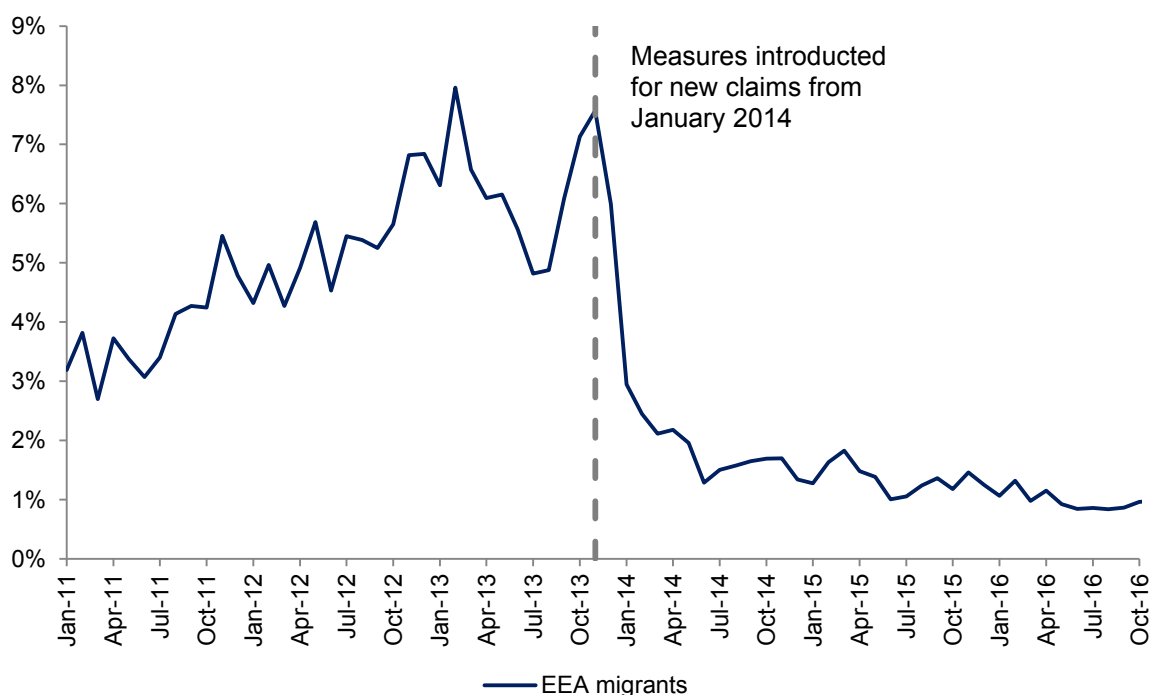


## No Immediate Access to Jobseeker's Allowance After Arrival in the UK

Since 1 January 2014, people coming to the UK must have been living in the UK for three months before they can claim JSA (IB)<sup>4</sup>. This was added to, and is tested as part of, the HRT. Manual records capture those who were refused JSA (IB) whilst making a claim during the three month residence requirement period. However, the data does not show the overall picture as it does not capture people who were deterred from claiming on arrival in the UK due to the likelihood of refusal.

Figure 1 shows the proportion of EEA national JSA claims per month in which the individual claiming had arrived in the UK within the last 90 days. The remainder were made by individuals who had been in the UK for 91 days or more. In November 2013 (the month before the measure was introduced), around 8% of EEA national JSA claims began within 90 days of their arrival in the UK. After the measures were introduced (January 2014) this fell to 3% and has steadily decreased to around 1%. We would expect this to remain above zero due to limitations in the data (see Annex 2 for more details).

**Figure 1: Proportion of total JSA claims by EEA nationals beginning within 90 days of arrival in the UK by month of onflow, January 2011 to October 2016**



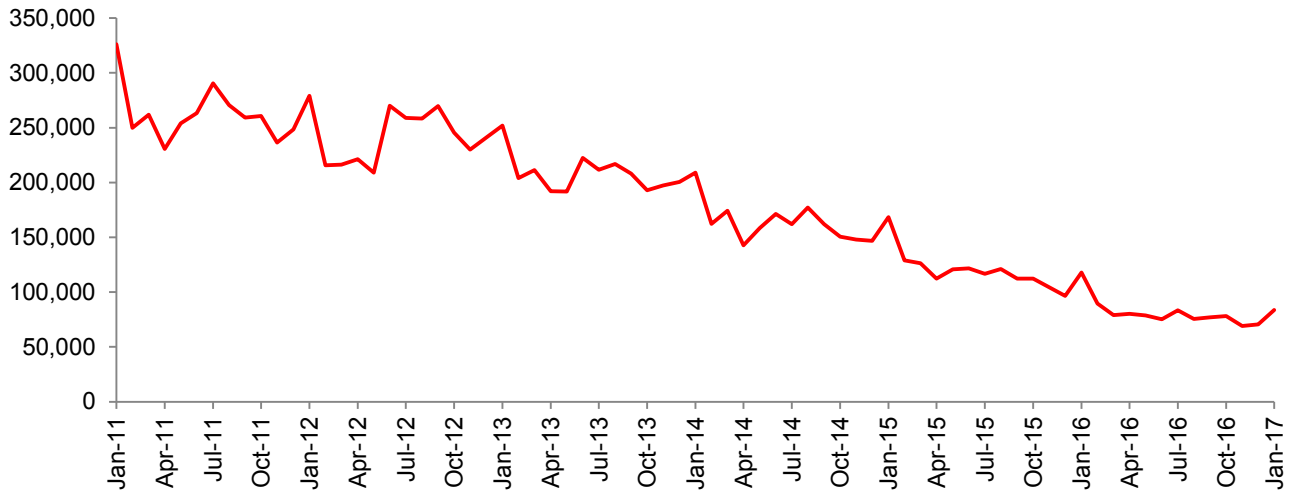
Source: WPLS

<sup>4</sup> From 9 November 2014, returning members of the Armed Forces, Crown servants and other workers who had paid UK National Insurance during their absence abroad were exempted from this three month residence requirement.

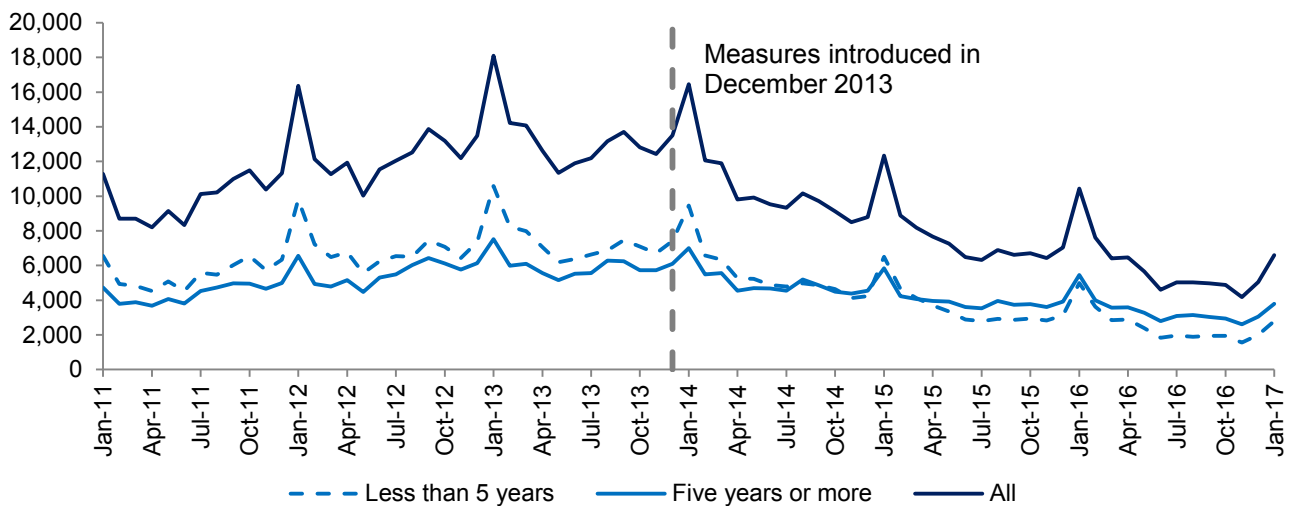
Figures 2A, 2B and 2C show the number of new JSA claims ('onflows') each month, given by nationality and estimated length of time since first arrival in the UK, from January 2011 to January 2017.

For UK/CTA nationals and non-EEA migrants, the number of new JSA claims has been falling steadily in recent years. For EEA migrants, the number of new JSA claims was increasing up to December 2013 when restrictions were introduced. From November 2013 (the month before the measure was introduced) to January 2017 (latest available data), the overall number of new JSA claims per month by EEA nationals fell from over 12,000 to under 7,000 – a 47% drop. The fall is especially high when looking only at claims by EEA migrants who have been in the UK for less than 5 years; over the same time period, new claims fell 58%, from around 7,000 to under 3,000.

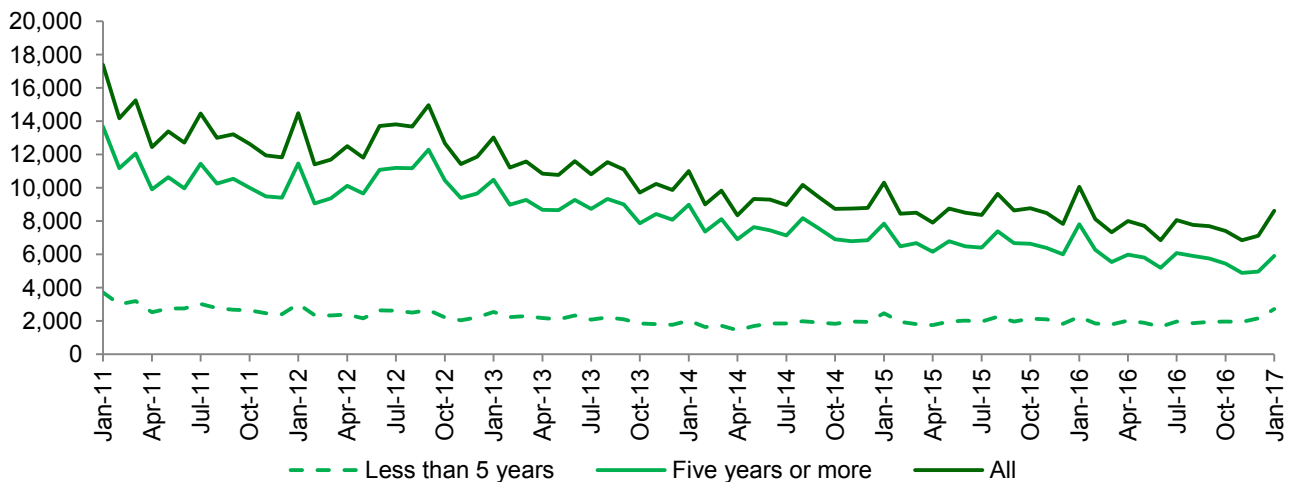
**Figure 2A: UK and CTA national JSA onflows**  
January 2011 – January 2017



**Figure 2B: EEA national JSA onflows, by estimated time since first arrival in the UK**  
January 2011 – January 2017



**Figure 2C: Non-EEA national JSA onflows, by estimated time since first arrival in UK**  
January 2011 – January 2017



## EEA Nationals Can Only Claim Jobseeker's Allowance for a Limited Time

The Genuine Prospect of Work (GPoW) assessment considers whether the claimant has provided compelling evidence of starting work imminently or a recent change of circumstances leading to a job offer. If the EEA jobseeker or retained worker does not have a genuine prospect of work, the claimant can no longer demonstrate a right to reside in the UK and therefore entitlement to JSA (IB) is terminated. EEA jobseekers and retained workers who provide compelling evidence of a genuine prospect of work are entitled to a short extension of JSA (IB).

**Table 2: Genuine Prospect of Work checks (a) undertaken and (b) resulting in a JSA extension, (c) not resulting in a JSA extension (2014/15 to 2016/17)**

	Number of GPoWs undertaken	Number of GPoWs resulting in a JSA extension	(%)	Number of GPoWs not resulting in a JSA extension	(%)
<b>2014/15</b>					
Q2	2,640	340	13%	2,300	87%
Q3	3,440	330	10%	3,100	90%
Q4	7,370	650	9%	6,720	91%
<b>Total</b>	<b>13,450</b>	<b>1,320</b>	<b>10%</b>	<b>12,130</b>	<b>90%</b>
<b>2015/16</b>					
Q1	11,420	890	8%	10,530	92%
Q2	5,640	450	8%	5,190	92%
Q3	4,510	390	9%	4,120	91%
Q4	5,360	420	8%	4,930	92%
<b>Total</b>	<b>26,920</b>	<b>2,150</b>	<b>8%</b>	<b>24,770</b>	<b>92%</b>
<b>2016/17</b>					
Q1	5,250	490	9%	4,750	91%
Q2	3,940	400	10%	3,540	90%
Q3	3,050	300	10%	2,750	90%
Q4	3,670	360	10%	3,300	90%
<b>Total</b>	<b>15,890</b>	<b>1,560</b>	<b>10%</b>	<b>14,340</b>	<b>90%</b>

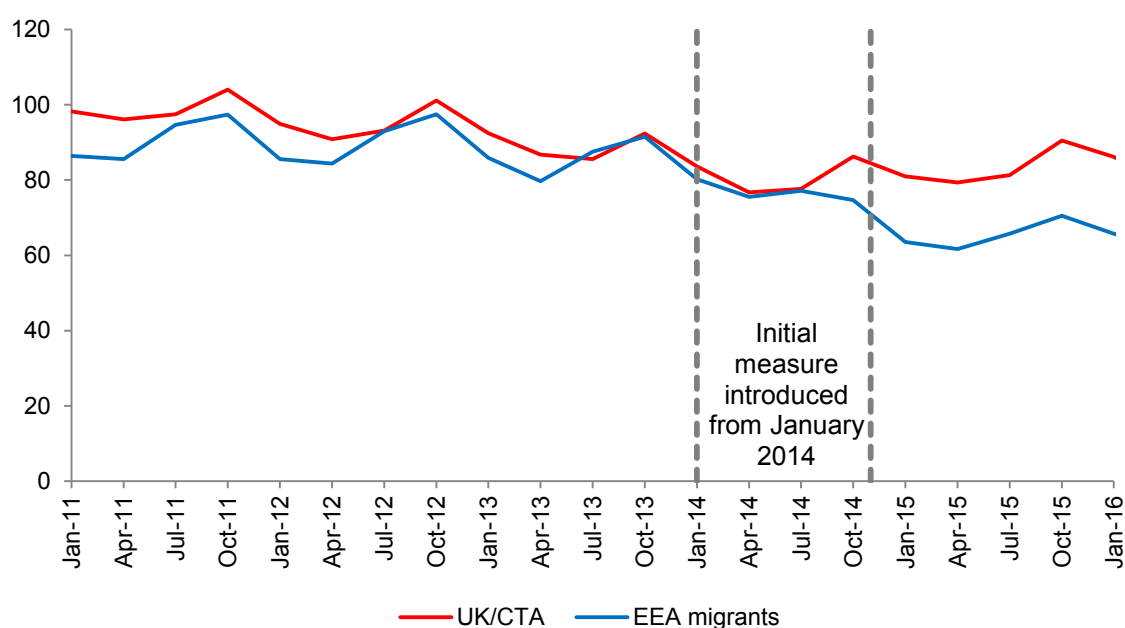
Source: DMACR. Figures rounded to the nearest ten. Cells may not sum due to rounding.

DWP does not hold management information on the precise reasons for failing the GPoW assessment, though in the majority of cases it can be assumed to be because the claimant does not offer evidence that satisfies the test. However, DMACR data suggests that most of the tests that resulted in a JSA extension were due to the claimant providing evidence of an offer from an employer to start work immediately.

In January 2014, the time EEA nationals could spend on JSA (IB) was restricted to six months. This was reduced further to 91 days in November 2014.

Figure 3 illustrates the average duration of short-term JSA claims (those lasting under twelve months – see Annex Two for further clarification) by the quarter in which the claim began for both UK and EEA nationals. It shows that, before the measure was introduced, EEA migrants starting their claim in 2013 spent an average of 86 days on JSA, three days less than UK/CTA nationals. By contrast, EEA migrants that started their claim in 2015 spent an average of 65 days on JSA, 18 days less than UK/CTA nationals.

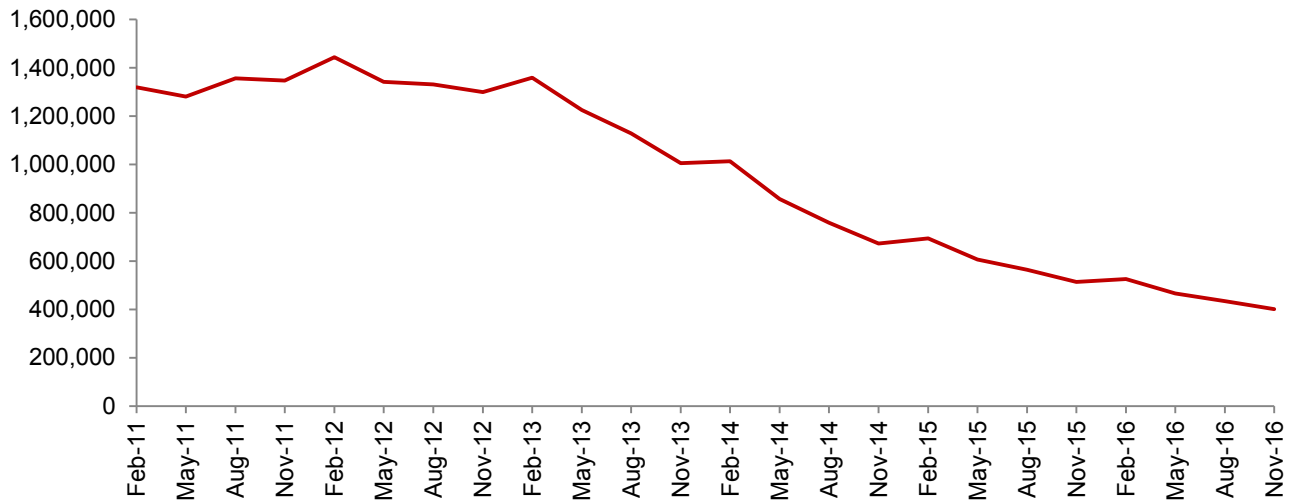
**Figure 3: Average duration of short-term JSA claims (days) by nationality of claimant and quarter of onflow, January 2011 to January 2016**



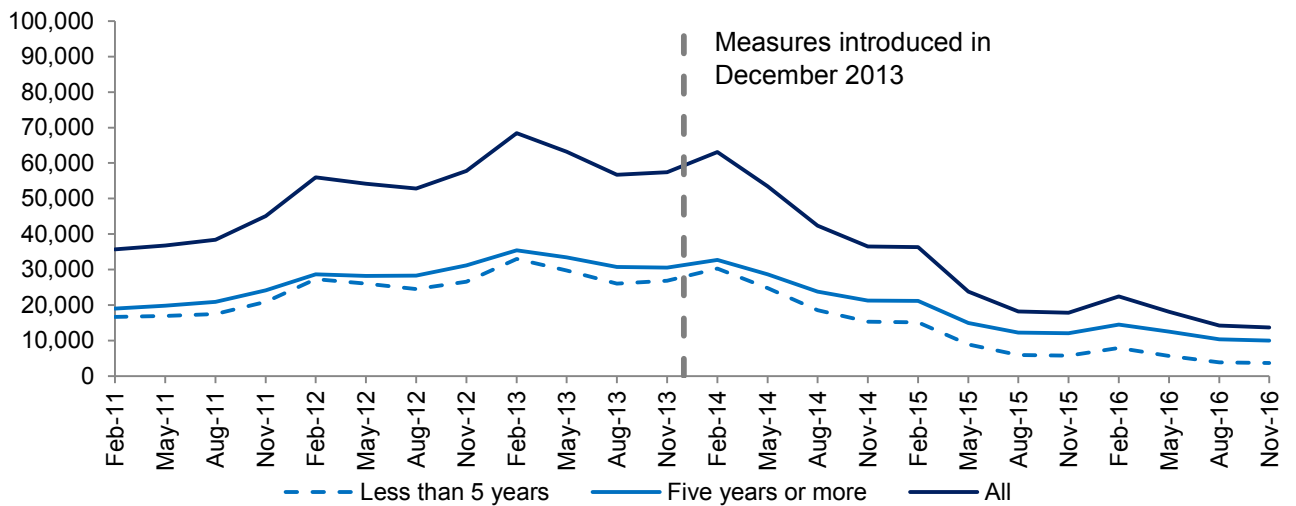
Source: NBD

JSA caseloads, shown in Figures 4A, 4B and 4C, have been declining over recent years. This is through the improving labour market, the roll-out of Universal Credit, and perhaps, for EEA migrants, through the recent reforms. For EEA migrants, the JSA caseload was relatively stable up to January 2014 when restrictions were introduced. From the month before the measures were introduced (November 2013) to November 2016, the overall number of EEA migrants claiming JSA fell from over 57,000 to under 14,000 – a 76% fall.

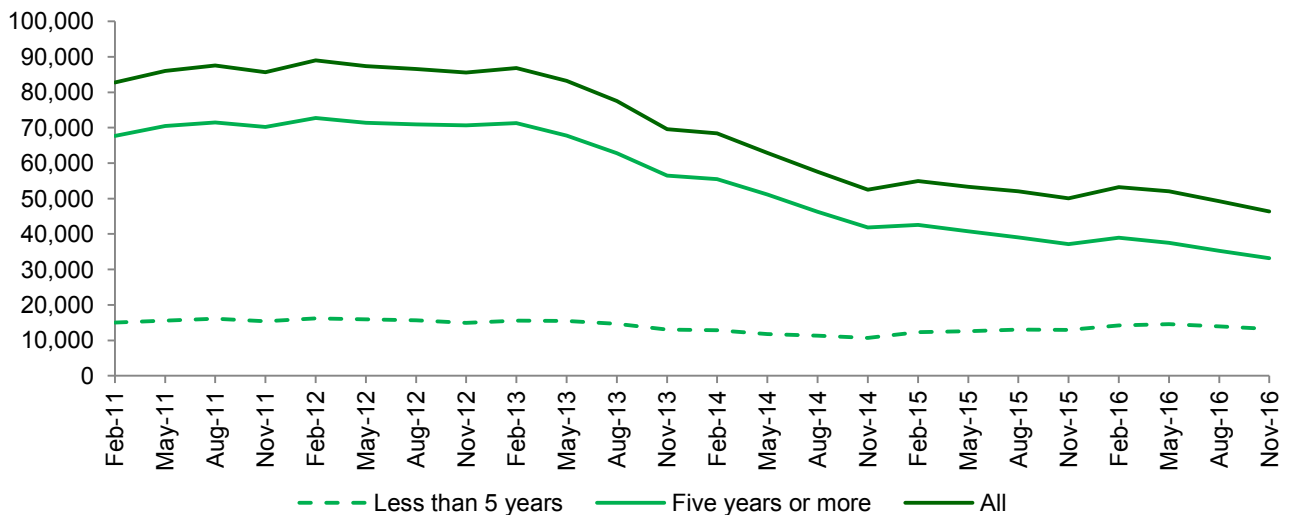
**Figure 4A: UK and CTA national JSA caseload February 2011 – November 2016**



**Figure 4B: EEA national JSA caseload by estimated time since first arrival in UK February 2011 – November 2016**



**Figure 4C: Non-EEA national JSA caseload by estimated time since first arrival in UK February 2011 – November 2016**



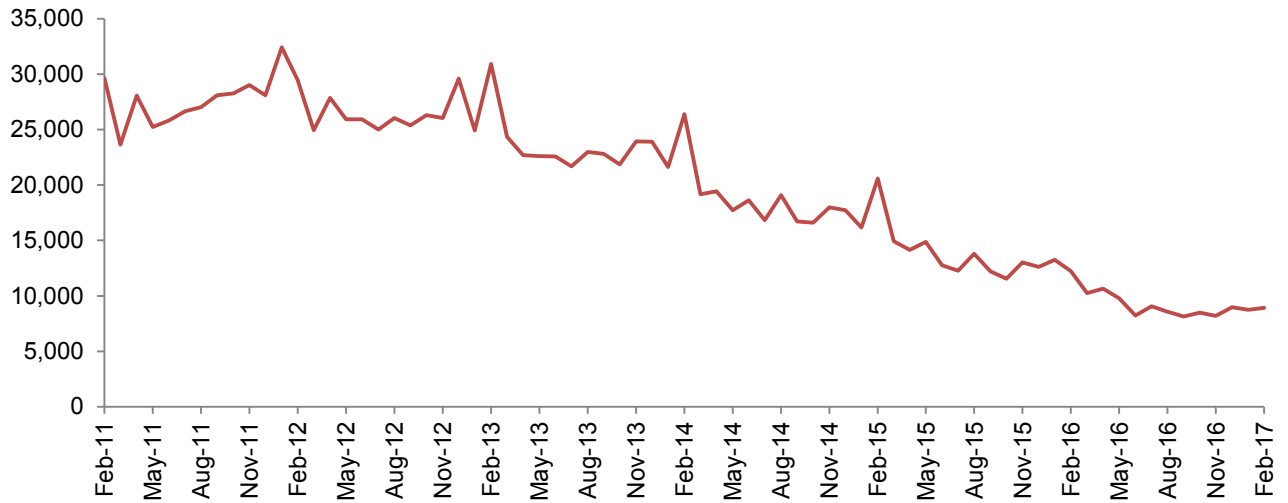
## **EEA Jobseekers Cannot Claim Housing Benefit**

Since 1st April 2014, EEA jobseekers have been prevented from accessing Housing Benefit (HB) so that only those EEA nationals who are working or have worked in the UK can access HB. HB is administered by Local Authorities on behalf of DWP which means DWP do not record any management information relating to this measure. The measure applies only to JSA-passported HB (i.e. to those that are automatically eligible for HB due to their JSA entitlement).

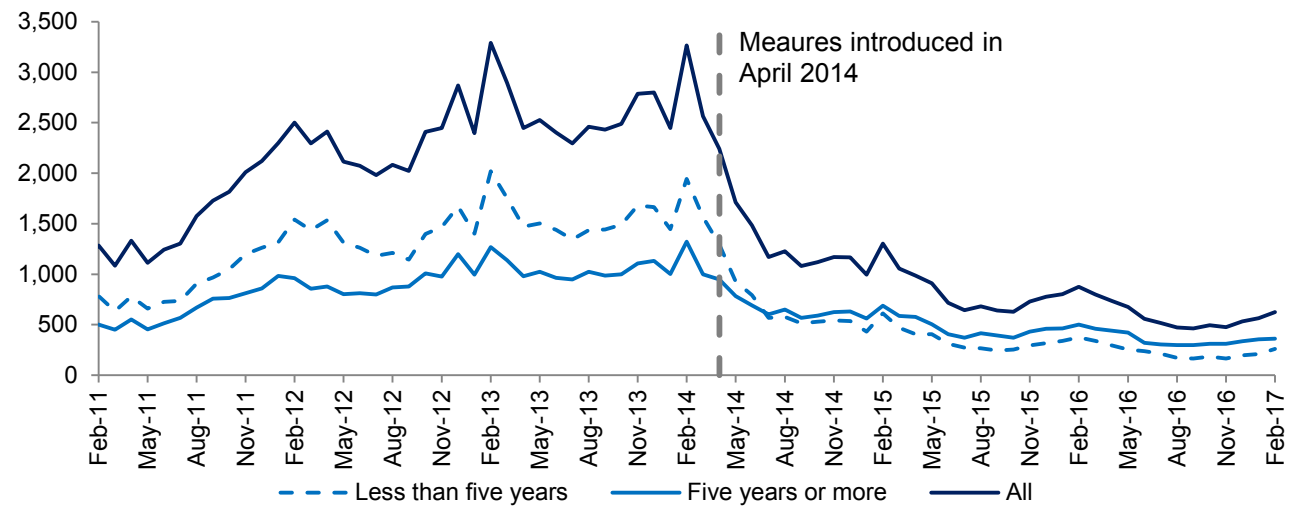
The number of new HB onflows by UK/CTA jobseekers has been decreasing steadily since mid-2012. However, new claims by EEA jobseekers were increasing through to early 2014. Between March 2014 (month before measures introduced) and February 2017 (latest available data), the number of new claims by EEA jobseekers fell by 76%, to around 600 onflows each month. In the same period, new claims by UK/CTA jobseekers fell by 54%. Claims by non-EEA nationals have remained relatively stable over the last few years - see figures 5A, 5B and 5C.

A similar story is seen for caseloads (see figures 6A, 6B and 6C). The number of UK and CTA national jobseekers in receipt of HB remained stable until 2013, at which point the caseload began to steadily decline. By contrast, the number of EEA jobseekers in receipt of HB was increasing until May 2013, where it stabilised until April 2014; the month in which restrictions were introduced. At this point the caseload sharply declined: between February 2014 (quarter before measures introduced) and November 2016 (latest available data), the number of EEA jobseekers on HB decreased by 83%. In the same period, the number of UK and CTA jobseekers on HB decreased by 53%.

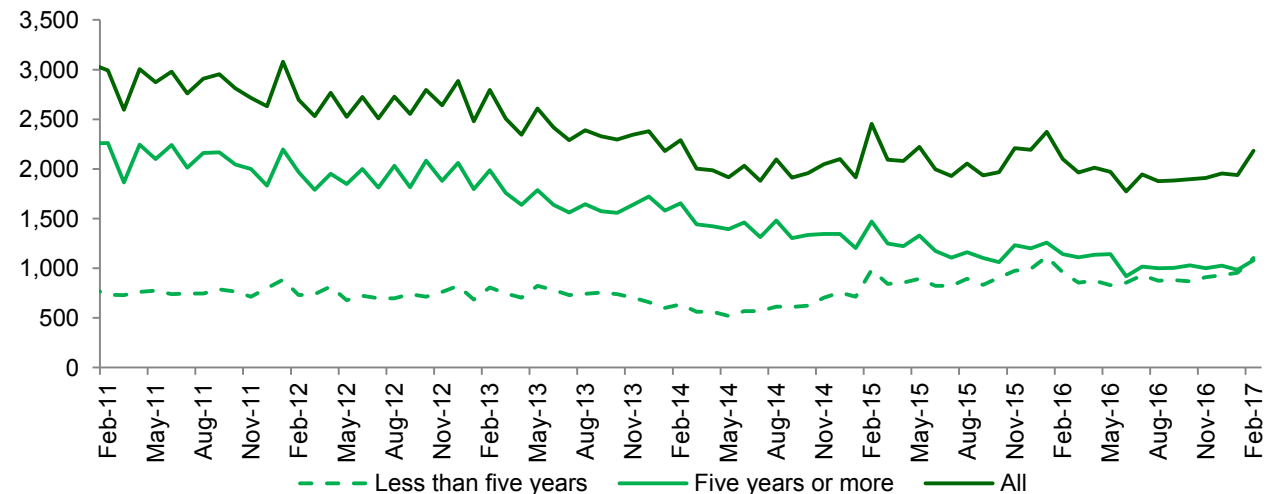
**Figure 5A: UK and CTA national HB onflows (JSA (IB) passported only) February 2011 – February 2017**



**Figure 5B: EEA migrants HB onflows (JSA (IB) passported only) February 2011 – February 2017**

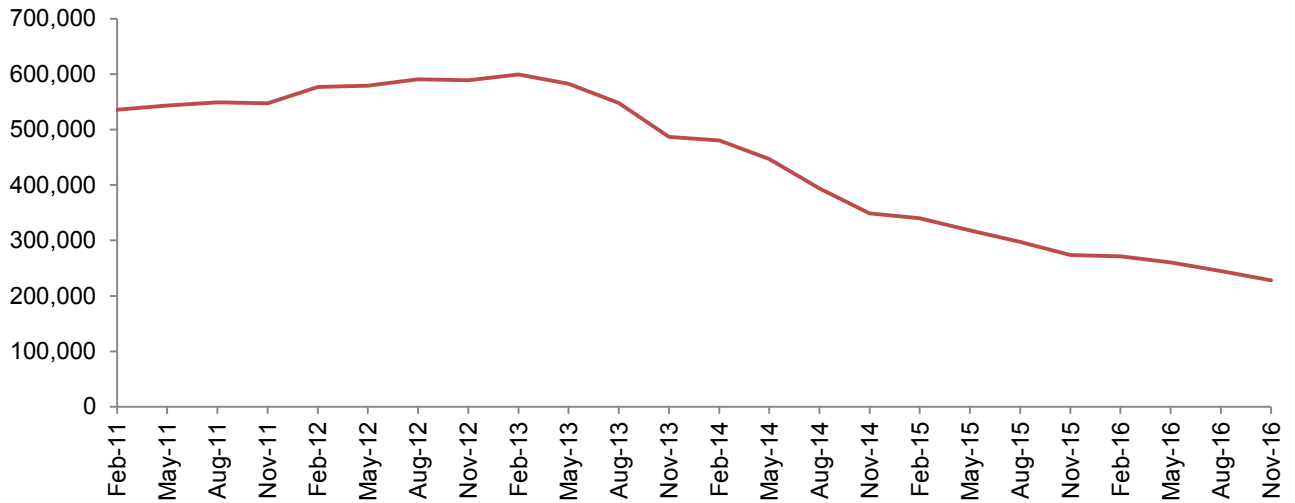


**Figure 5C: Non-EEA migrant HB onflows (JSA (IB) passported only) February 2011 – February 2017**

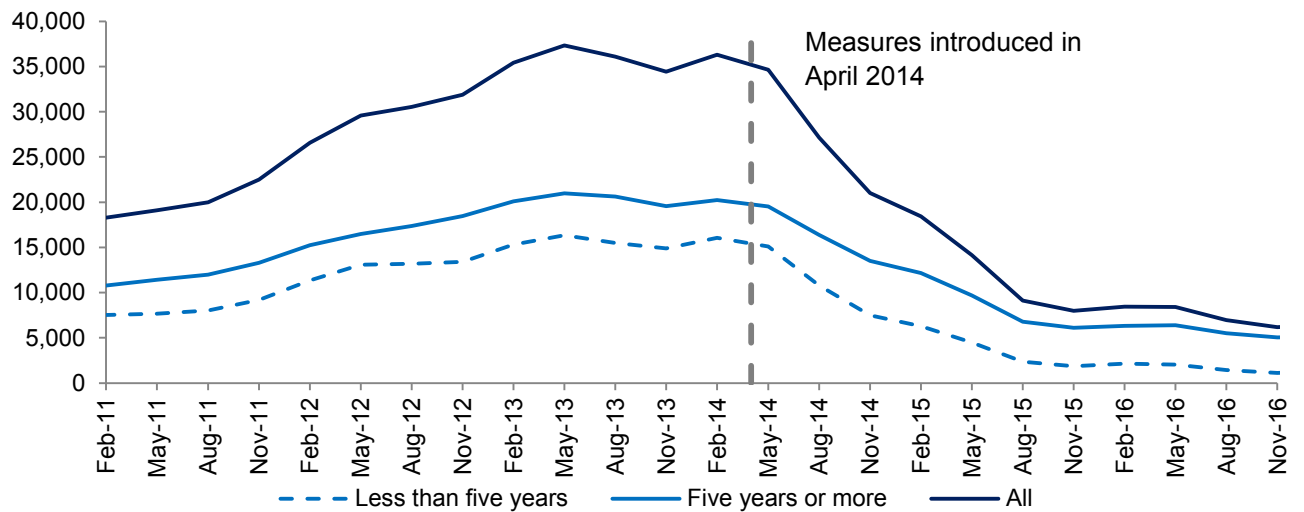




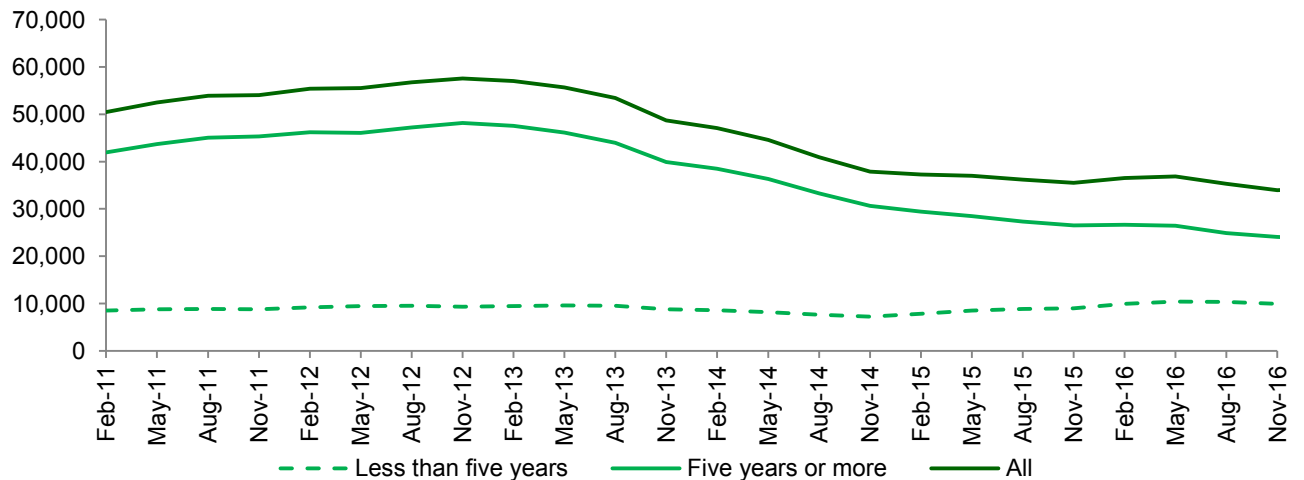
**Figure 6A: UK and CTA national HB caseload (JSA (IB) passported only)  
February 2011 – November 2016**



**Figure 6B: EEA migrant HB caseload (JSA (IB) passported only)  
February 2011 – November 2016**



**Figure 6C: Non-EEA migrant HB caseload (JSA (IB) passported only)  
February 2011 – November 2016**



## Part 2: Wider analysis of other benefit types

To help understand these trends in the context of other benefits, time-series trends of the following other benefits have also been considered: In-work Housing Benefit (HB), Employment and Support Allowance (ESA), Income Support (IS) and Pension Credit (PC). For both EEA and non-EEA nationals, the vast majority of the caseload consists of migrants who are estimated to have first arrived in the UK more than five years ago.

For EEA nationals, the key findings are:

- In-work HB has been increasing over time, up 17% over the period November 2013 to November 2016 – latest estimates show around 150,000 EEA nationals claim in-work HB – though recent quarters have seen this trend level-off.
- Over the same period, ESA caseloads increased 30%, but overall numbers remain low – 36,000 EEA nationals claimed ESA in November 2016.
- Over the same period, IS caseloads fell 13% to just over 8,000.

For non-EEA nationals, the key findings are:

- In-work HB had been increasing since 2011 but has levelled off since 2016.
- ESA caseloads increased until 2015, but have since fallen to around 93,000.
- IS caseloads have roughly halved since 2011 to around 37,000.

### **In-Work Housing Benefit**

The overall caseload of in-work HB has been increasing since 2011. This is most likely because of strong employment growth, making more people eligible to claim in-work HB<sup>5</sup> - see Figures 7A, 7B, 7C.

### **Employment and Support Allowance**

Following the roll-out of ESA, caseloads have been increasing over time, but have started to level-off, especially for EEA and non-EEA nationals - see Figures 8A to 8C

### **Income Support**

Caseloads have been falling over time and very few non-UK nationals claim this benefit; in November 2016, around 8,000 EEA nationals and 37,000 non-EEA nationals - see Figures 9A, 9B, 9C.

### **Pension Credit**

The overall caseload for PC has been falling, but for EEA and non-EEA national, this has been increasing, though remain a very small number of cases - see Figures 10A, 10B, 10C.

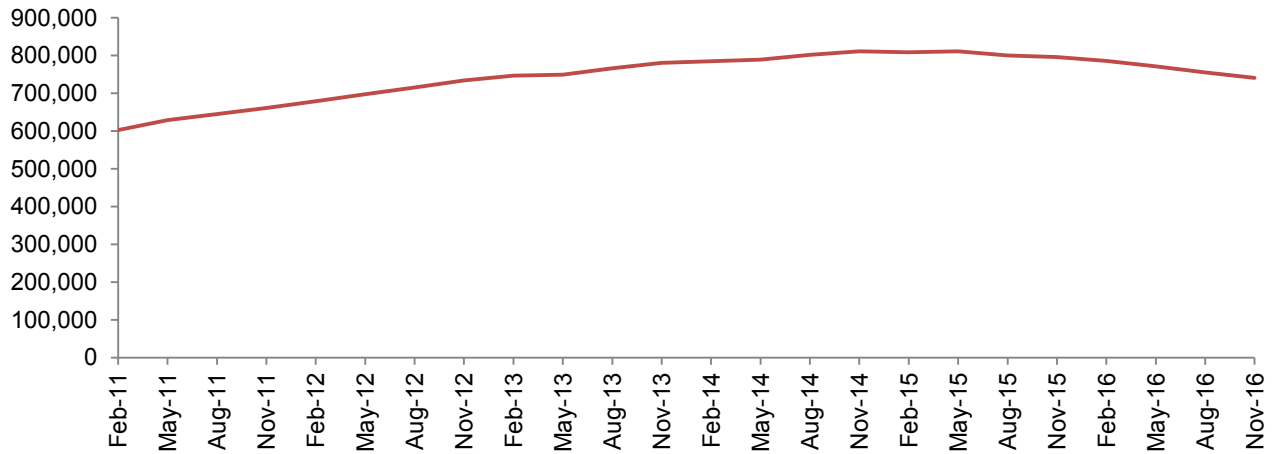
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<sup>5</sup> See ONS data on employment by nationality:

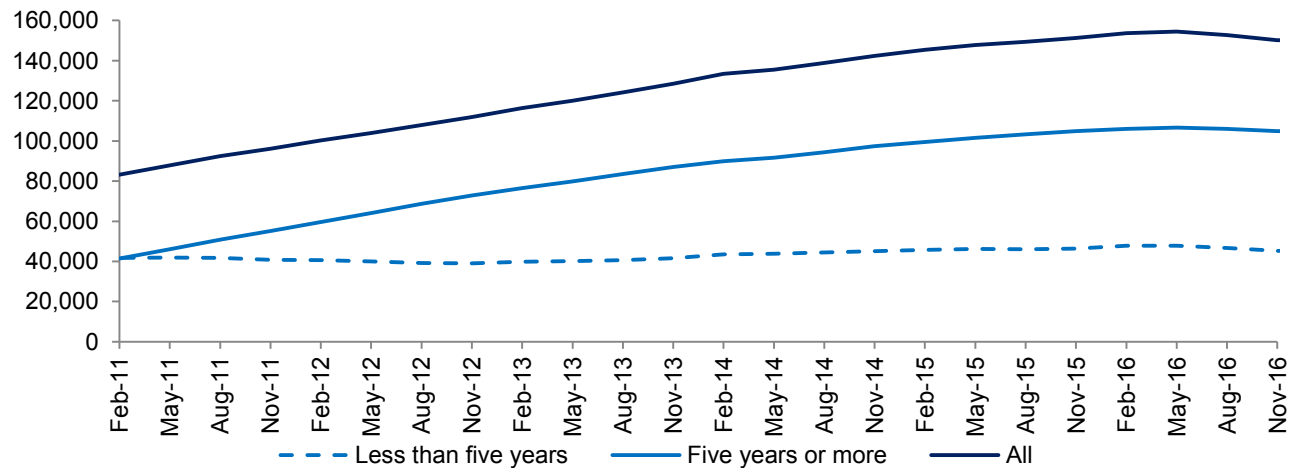
<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/datasets/employmentbycountryofbirthandnationalityemp06>

**In-Work Housing Benefit**

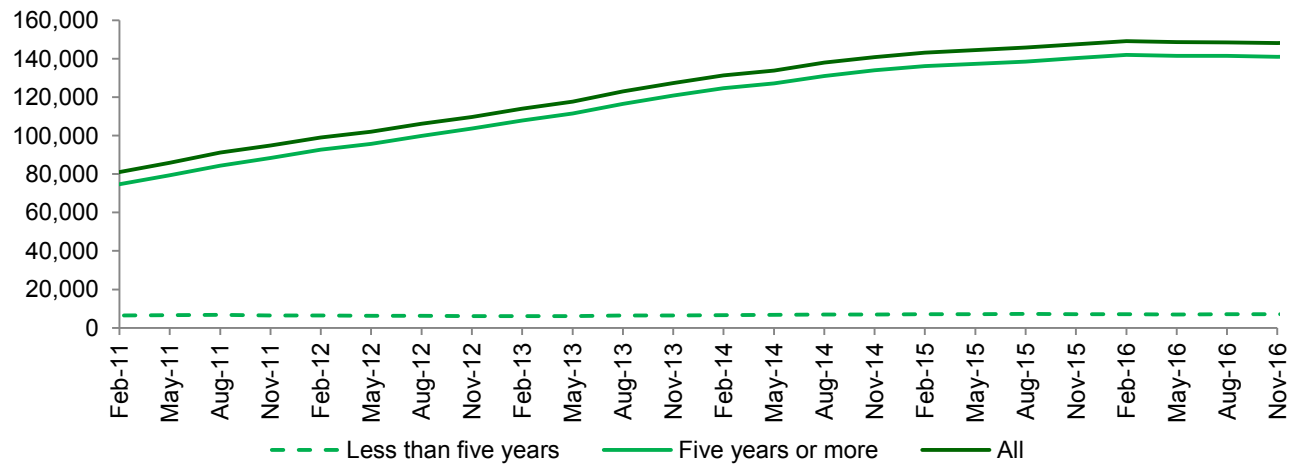
**Figure 7A: UK and CTA national HB caseload (in-work HB only)  
February 2011 – November 2016**



**Figure 7B: EEA migrant in-work HB caseload by estimated time since first arrival in UK  
February 2011 – November 2016**

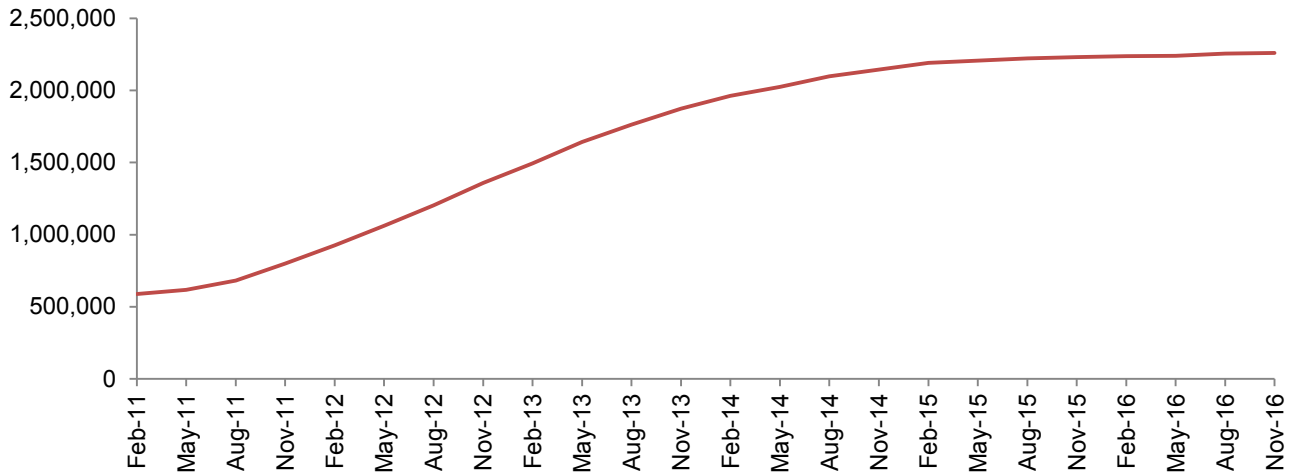


**Figure 7C: Non-EEA migrant in-work HB caseload by estimated time since first arrival in UK  
February 2011 – November 2016**

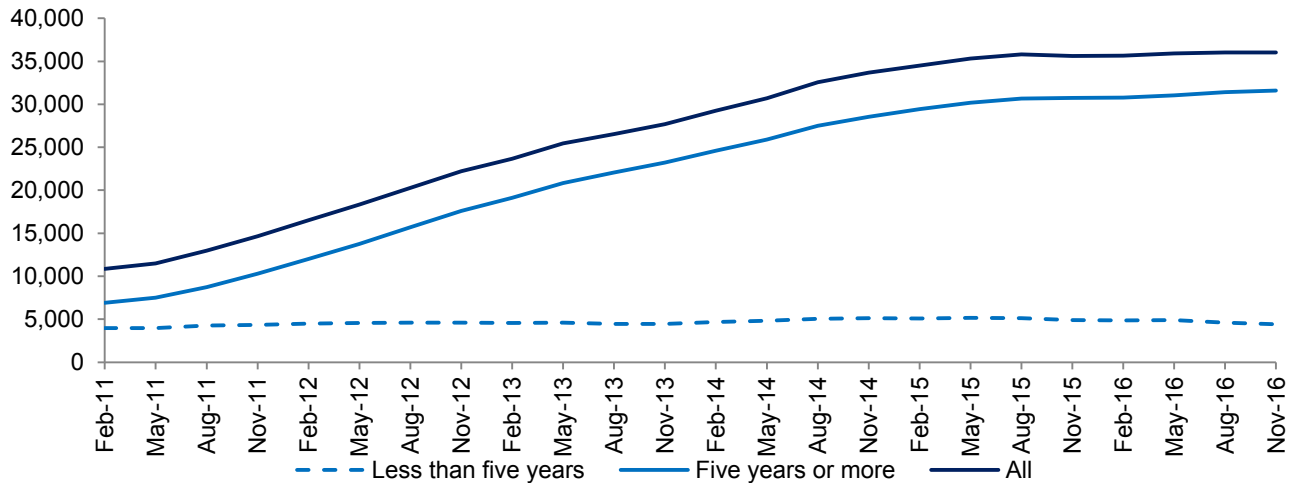


**Employment and Support Allowance**

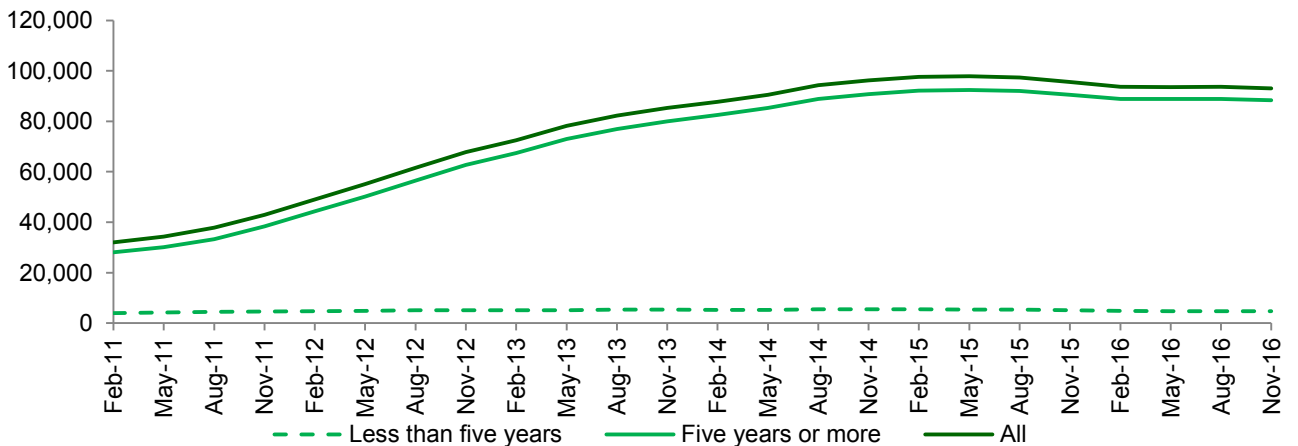
**Figure 8A: UK and CTA national ESA caseload  
February 2011 – November 2016**



**Figure 8B: EEA migrant ESA caseload by estimated time since first arrival in UK  
February 2011 – November 2016**

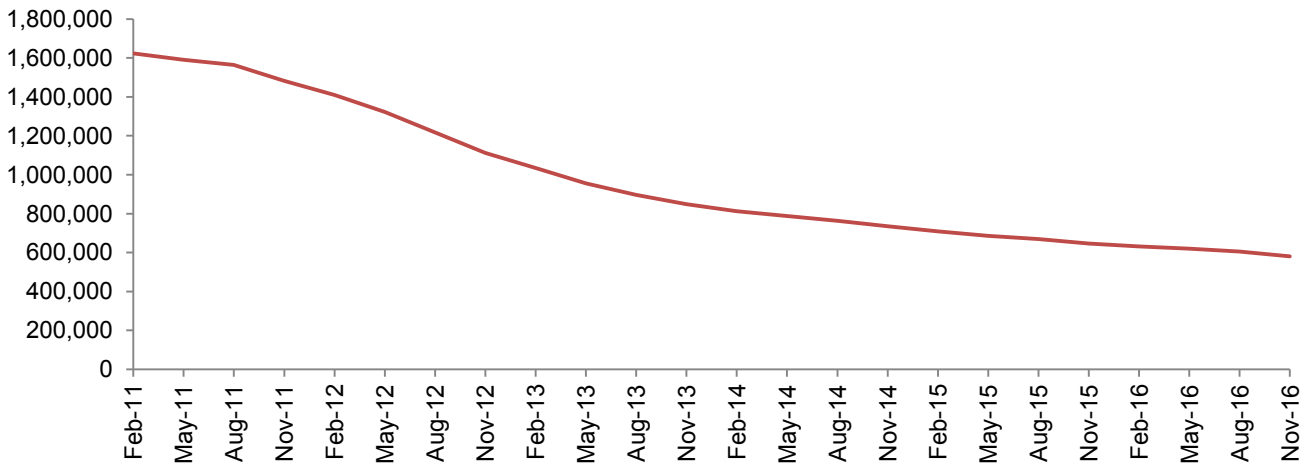


**Figure 8C: Non-EEA migrant ESA caseload by estimated time since first arrival in UK  
February 2011 – November 2016**

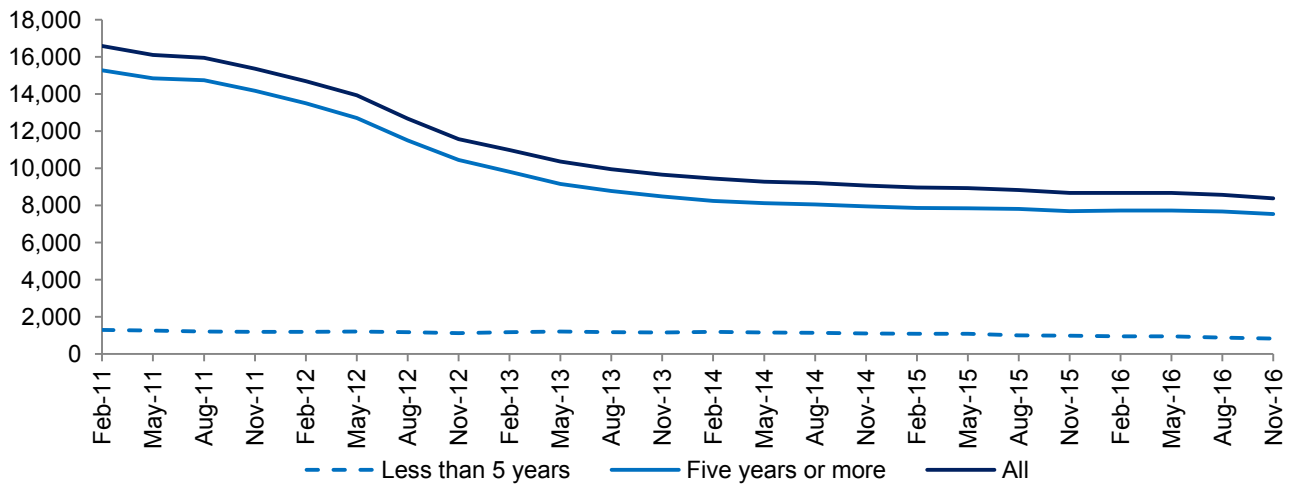


**Income Support**

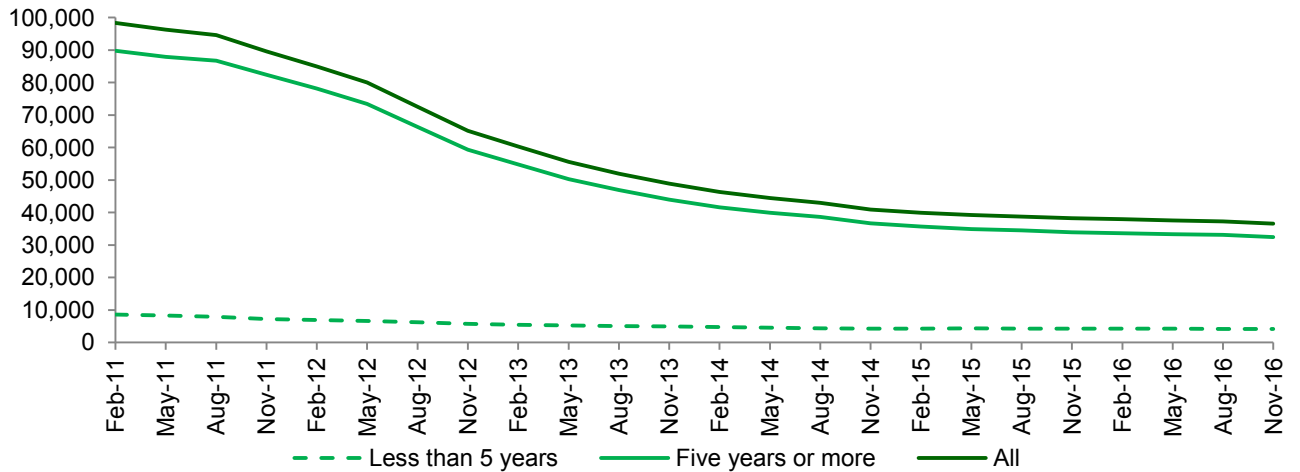
**Figure 9A: UK and CTA national IS caseload  
February 2011 – November 2016**



**Figure 9B: EEA migrant IS caseload by estimated time since first arrival in UK  
February 2011 – November 2016**

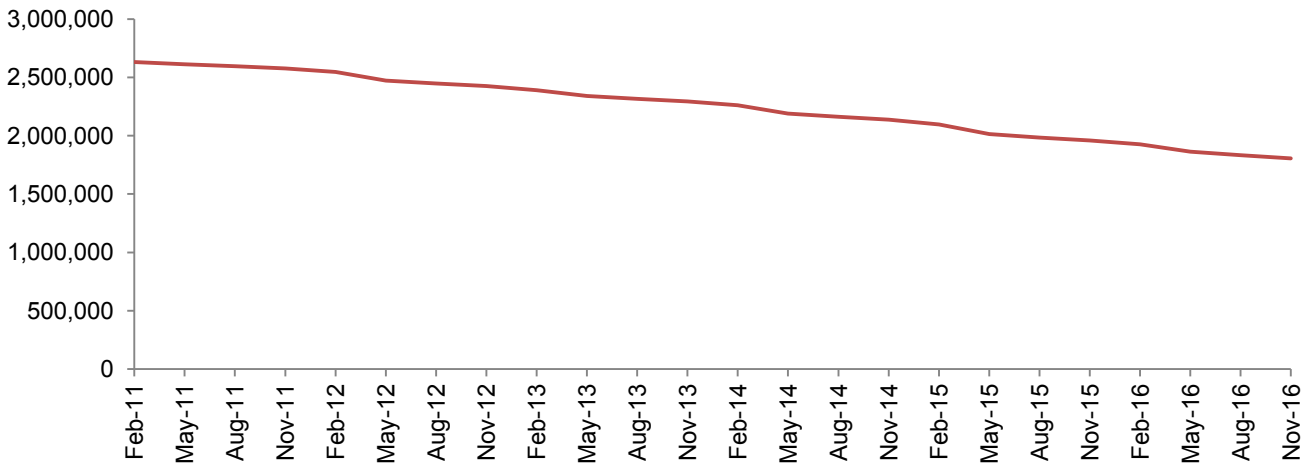


**Figure 9C: Non-EEA migrant IS caseload by estimated time since first arrival in UK  
February 2011 – November 2016**

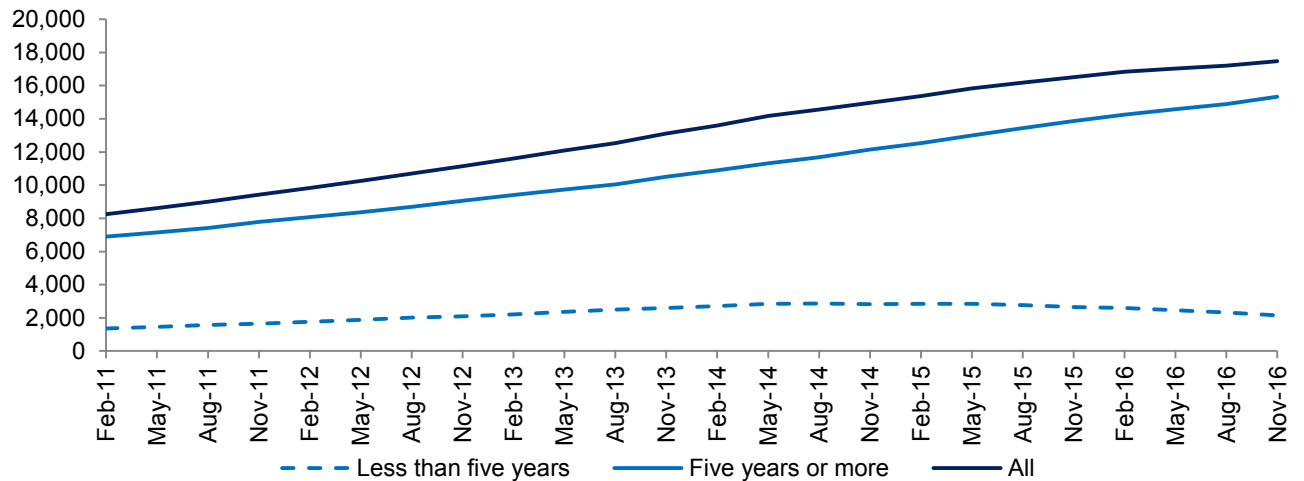


**Pension Credit**

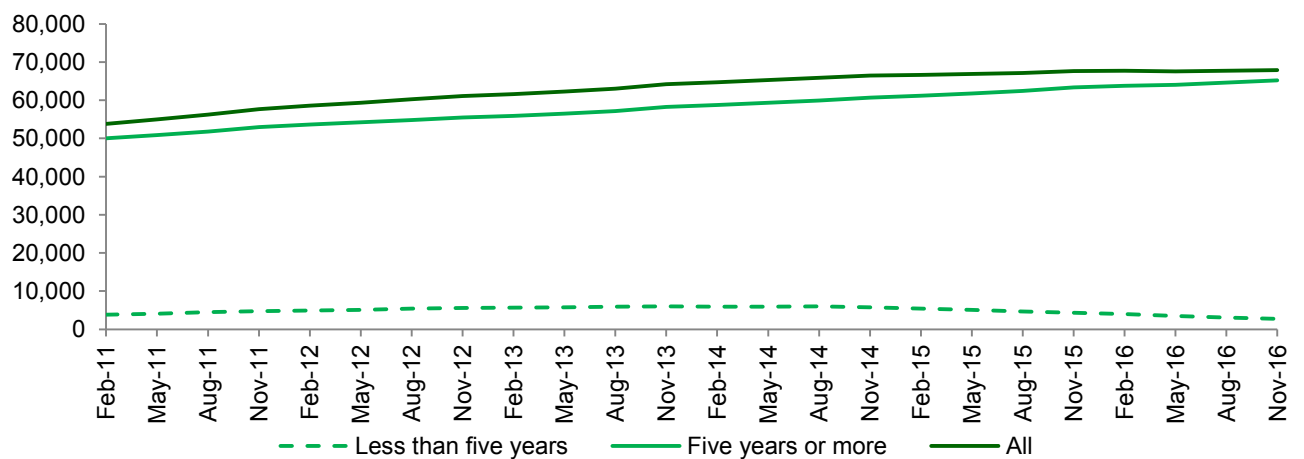
**Figure 10A: UK and CTA national PC caseload  
February 2011 – November 2016**



**Figure 10B: EEA migrant PC caseload by estimated time since first arrival in UK  
February 2011 – November 2016**



**Figure 10C: Non-EEA migrant PC caseload by estimated time since first arrival in UK  
February 2011 – November 2016**



## Annex One: Migrants' Access to Benefits Measures Introduced from 2013

Date	Measure	Benefits affected	National groups affected	Description
9th December 2013	<b>Strengthened Habitual Residence Test (HRT), Phase 1</b>	Jobseeker's Allowance income-based (JSA (IB)) new claims	UK and CTA, EEA, non-EEA	Comprehensive test of a person's right to claim out-of-work benefits. All migrants and returning UK and CTA nationals who have recently arrived in the UK after an extended period of absence abroad have to answer more individually-tailored questions, provide more detailed answers and submit more evidence before they are allowed to make a claim.
1st January 2014	<b>Three Month Residence requirement</b>	JSA (IB) new claims	UK and CTA, EEA, non-EEA	Claimants are required to have been living in the UK (or Common Travel Area) for 3 months before they are entitled to claim JSA (IB).
1st January 2014	<b>Genuine Prospect of Work (GPoW) assessment – 6 month time limit</b>	JSA (IB) new claims	EEA	EEA jobseekers and retained workers claiming JSA (IB) from 1 January 2014 are notified of a 6 month time limit to their entitlement to JSA (IB), unless they passed a GPoW assessment.
1st March 2014	<b>Minimum Earnings Threshold (MET), Phase 1</b>	JSA (IB) new claims	EEA	EEA nationals claiming a right to reside as a worker or self-employed (including on a 'retained' basis), must satisfy a presumption of a minimum earnings threshold. If the threshold is not met over a three month period, this is followed up by a more in-depth assessment of whether the claimant is engaged in work or self-employment which is 'genuine and effective' and not 'marginal or ancillary'.

Continued overleaf.

Analysis of Migrants' Access to Income-Related Benefits

Date	Measure	Benefits affected	National groups affected	Description
1st April 2014	<b>Removing HB from EEA Jobseekers</b>	Housing Benefit (HB) new claims	EEA	EEA jobseekers are no longer able to make new claims to HB at all. EEA jobseekers who were entitled to HB and JSA (IB) on 31 March 2014 retained their HB entitlement, until a change in their circumstances means that they lose entitlement to either of those benefits after 1 April 2014.
1st July 2014	<b>GPoW assessment – 6 month review</b>	JSA (IB) new claims	EEA	EEA jobseekers and retained workers cease to have a right to reside as a jobseeker and lose their entitlement to JSA (IB) (and, where appropriate, HB) if they remain unemployed at 6 months, unless at that point they are able to provide compelling evidence of a GPoW or unless the EEA national can rely on another right to reside.
6th October/ 1st December 2014	<b>Strengthened HRT, Phase 2</b>	JSA (IB) reclaims, Employment & Support Allowance income-related (ESA (IR)), Income Support (IS), Pension Credit (PC) new claims	UK and CTA, EEA, non-EEA	Extend the strengthened HRT and MET tests to all income-related benefits.
10th November 2014	<b>GPoW – “3 + 3”</b>	JSA (IB) new claims	EEA	Reduction in the length of time EEA jobseekers can claim JSA (IB) from 6 months to 91 days (after initial 3 month residency requirement satisfied), unless they pass a GPoW assessment. EEA retained workers can still only claim JSA (IB) for 6 months unless they pass a GPoW assessment.
9th February 2015	<b>GPoW Stock Claims</b>	JSA (IB) existing claims	EEA	GPoW tests rolled out to all remaining stock unemployed EEA migrants yet to have their right to reside reviewed. EEA jobseekers and retained workers who have a claim to JSA (IB) which started on or before 31 December 2013 were previously unaffected by the January 2014 and November 2014 requirements. Under this measure they also have their JSA (IB) claim time limited and are subject to the GPoW test.



## Annex Two: Technical Annex

This publication is based on six different sources of management and administrative data; this annex explains in detail how they have been used.

### General Notes

Throughout the publication, test counts (e.g., HRT volumes) have been rounded to the nearest ten. This may result in table cells not summing exactly. Where cited in the text, benefit caseloads have been rounded to the nearest 1,000.

As discussed in the Methodology, for the purposes of this publication, UK and CTA nationals (including Irish nationals) have been grouped separately from other EEA and Swiss nationals to reflect the differences in immigration controls faced by those groups. When comparing these outputs with others, it should be noted that different publications may use different groupings as appropriate to their purpose<sup>6</sup>.

The number of claims by EEA migrants starting within 90 days of arrival remains above 0% even after the measure was introduced in January 2014 (though this represents fewer than 100 claims per month). We believe this is due to the limitations in the reliability of our arrival date variable (see below), meaning that some of those classed as arriving within 90 days are actually long term residents who hold permanent residency, or are otherwise UK citizens.

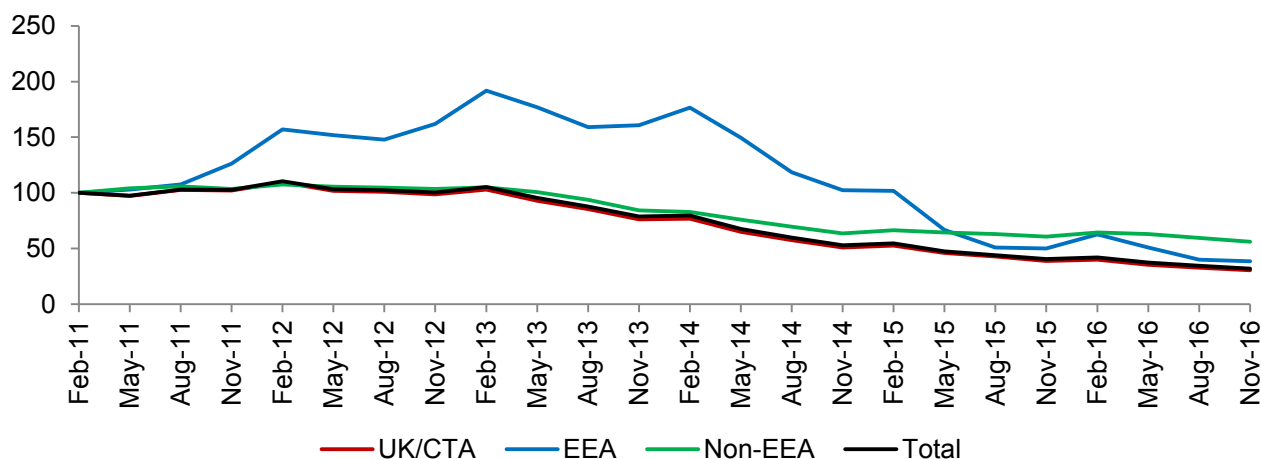
Universal Credit (UC) is a new benefit that is gradually replacing many of the existing “legacy” benefits, including JSA and HB. Some of the reduction in UK JSA and HB caseloads can be attributed to the transition to UC. By contrast, EEA jobseekers – the primary group under consideration here - cannot access UC, though EEA nationals with other Right to Reside statuses may be able to; again, this may account for some of the reduction in JSA and HB caseloads.

Figures A1 and A2 below show the trends in JSA and (JSA-passported) HB for each nationality group. This is given as an index relative to February 2011, so for each nationality, the caseload is fixed at 100 in the base month (ie February 2011) and the caseload in each subsequent month is given relative to the caseload in the base month. This allows us to examine the changes in trends rather than the absolute caseload volume.

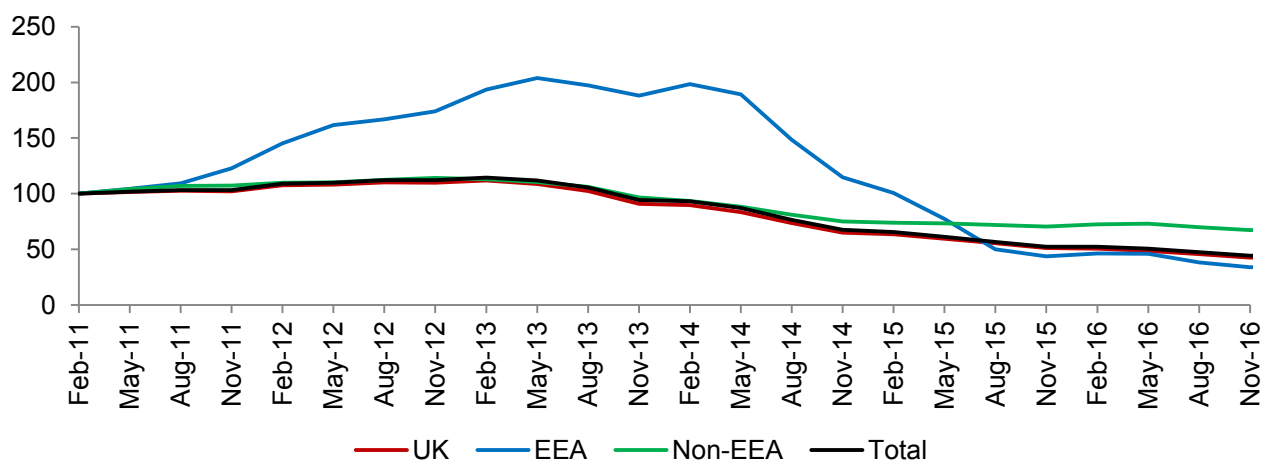
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<sup>6</sup> For example, the [National Insurance number allocations to adult overseas nationals entering the UK](#) statistical series groups Irish nationals as part of the EU15.

**Figure A1: JSA caseload trend by nationality**  
**February 2011 to November 2016 (February 2011 = 100)**



**Figure A2: JSA-passported HB caseload trend by nationality**  
**February 2011 to November 2016 (February 2011 = 100)**



DWP management and administrative data do not include Northern Ireland. When external data sources are referenced in this publication (e.g., NOMIS), Northern Ireland has also been excluded for consistency.

### Identifying nationality and time of arrival in the UK

To identify the nationality of benefit claimants, the National Insurance Number (NINo) of the main benefit claimant has been matched with the dataset of nationality at NINo registration. This approach is consistent with the established approach to identify the nationality of benefit claimants in existing Official Statistics series.

This does not represent a complete match for the current nationality of an individual. For instance, it is recognised that some claimants who were a non-UK national at the point of NINo registration may have subsequently become UK nationals.

The EEA consists of the 28 countries of the EU plus Iceland, Liechtenstein and Norway. UK and Ireland are excluded from the EEA definition here, and Switzerland is included. All other countries, including a small number of unknown nationals, are included in the Non-EEA estimates.

To estimate the time at which a non-CTA national arrived in the UK we have taken the earlier of either the self-reported arrival data or date of NINo registration. This is not necessarily the same as the length of time a migrant has been resident in the UK. Due to data issues in a very small number of cases, benefit claims appear to have started before arrival in the UK, and these records have been excluded from analysis.

### **Geographic coverage**

Figures relate to Great Britain or people resident overseas who are receiving United Kingdom benefits. All other benefit expenditure on residents of Northern Ireland is the responsibility of the Northern Ireland Executive.

### **Electronic Habitual Residence Test (e-HRT)**

Tables 1A, 1B and 1C are based on data from the e-HRT application. Important factors to note in interpreting these data are as follows:

- The data presented here are the total volumes of tests and checks undertaken in the periods cited. In some instances, individual claimants may have been subject to multiple tests and checks.
- These data are only available from April 2014, hence there are no 2013/14 data covering the first three months of changes to the HRT process.
- The data are recorded on a weekly basis, which has been converted, as closely as possible, to financial years: the year 2014/15 covers the period 31/3/14 to 2/4/15, the year 2015/16 covers the period 3/4/15 to 25/3/16, and the year 2016/17 covers the period 01/04/16 to 31/03/17.
- There were a small amount of data missing from the e-HRT system, relating to the week commencing 5th December 2015.

### **Decision Making and Appeals Case Recorder (DMACR)**

Table 2 is based on data from DMACR. Important factors to note in interpreting these data are as follows:

- The data presented here are the total volumes of tests and checks undertaken in the periods cited. In some instances, individual claimants may have been subject to multiple tests and checks.
- The GPoW data cited here begin in Q2 2014/15 (when the first assessments were carried out), for which our data begin on 28/6/14; data for 2014/15 end on 28/3/15. The DMACR data cited as 2015/16 cover the period 29/3/15 to 25/3/16 and the data cited as 2016/17 cover the period 1/4/16 to 31/3/17. Please note that our DMACR MI tool maps weekly data to quarters based upon the month in which that week ended.
- There were a small amount of data missing from the DMACR system, relating to the week commencing 5th December 2015.

- The increase in volumes in 2015/16 Q1 is due to the assessment of GPoW Stock Claims commencing (see Annex One).

### **HMRC National Insurance and Pay As You Earn System**

For Figures 1 to 10, HMRC data have been used to identify the nationality of benefit claimants. This is achieved by matching the WPLS, SHBE and NBD datasets with HMRC datasets showing nationality at point of National Insurance number registration, a methodology very similar to the established approach to identify the nationality of benefit claimants in existing Official Statistics series. As this only provides nationality at the point of registration, the nationality may have subsequently changed, for example, because the individual has been granted UK citizenship. Claimant not present in the HMRC data are assumed to be UK nationals.

We have also used the HMRC dataset to approximate the date in which the individual arrived in the country. The data hold both the date the National Insurance number was registered, and the individual's self-reported arrival date. We have opted to take the earlier of the two as the arrival date for our purposes. In the majority of cases this is the self-reported arrival date, but there are a small number cases where the National Insurance number registration date is earlier. We believe this is likely to be down to the arrival date being a date of return following earlier residence in the UK, and so that individual may not truly be a new arrival for our purposes (and so their National Insurance number registration date gives a more accurate picture).

As the nationality information started from the late 1970's, this may mean foreign nationals arriving before this time period, who may now be pension-age, would not be captured in our data. Therefore this is likely to be an under-estimate of non-UK nationals.

### **National Benefit Database (NBD)**

Figures 2A/2B/2C and Figure 3 are based on NBD data. Though NBD and WPLS both hold information on the benefits examined, NBD provides more detailed information on onflows as it captures short-term claims. Please note that [Nomis](#) is the most robust source of data on JSA onflows, but we have used NBD in order to produce nationality splits using the methodology described above. Due to differences in the way data have been processed, there are some slight variations between our outputs and those produced by Nomis. Important factors to note in interpreting these data are as follows:

- All JSA claims have been included, the majority of which cases are JSA (IB).
- Figure 3 is based on the derivation of arrival date from HMRC data discussed previously.
- In Figure 3, short term JSA claims have been defined as those lasting under twelve months, in line with the International Labour Organisation definition.

The data has been restricted in this way as older cohorts are more likely to contain long-running claims which will bring up the average duration. By limiting to only those claims lasting under twelve months, we are able to make consistent comparisons between older cohorts and cohorts beginning their claims up to twelve months before the most recently available data, i.e. January 2016.

### **Work and Pensions Longitudinal Study (WPLS)**

Figure 1 and all figures showing benefit caseloads (excluding HB) are based on WPLS data, the best identified source for caseloads. As with the NBD data, all JSA claims have been included. However, the majority of JSA cases are JSA (IB).

- In Figure 1, it is notable that though the measure completely prohibited EEA nationals from claiming JSA within 90 days of arrival, the proportion of EEA national JSA claims beginning within 90 days of arrival remains above 0% even after the measure was introduced in January 2014 (though this represents fewer than 100 claims per month). We believe this is due to the limitations in the reliability of our arrival date variable, meaning that some of those classed as arriving within 90 days are actually long term residents who hold permanent residency, or are otherwise UK citizens.
- NBD can also be used to estimate the number of JSA claims being made from EEA nationals within 90 days of arrival in the UK; the results are very similar to those from WPLS.

### **Single Housing Benefit Extract (SHBE)**

Housing Benefit figures (for both JSA-passported and In-Work HB) are based on SHBE data, the main source of data on Housing Benefit claims. Important factors to note in interpreting these data are as follows:

- The Housing Benefit measures pertain to EEA jobseekers specifically. We have approximated this by limiting the data only to those HB claims where eligibility has been derived from entitlement for JSA (IB) (i.e., those “passported” via JSA (IB)). However, it should be noted that this is not the only avenue by which EEA nationals could be passported on to HB (for example, they could also be passported via income-related ESA).
- HB onflows covered relate to those who are new to the benefit that month. Those who are already on HB and move into the JSA (IB) passported group via a change of circumstances (e.g., because their entitlement to JSA(C) expires) are not included.
- The measure was designed to prevent EEA jobseekers from claiming HB, but neither the onflows nor the caseloads go to zero after the measure is introduced, because:
  - Those already on HB at the point the measure was introduced retained their entitlement – and so would remain on the caseload – until their circumstances changed.

- While limiting our analysis to HB claimants passported via JSA (IB) helps to narrow the focus to jobseekers, it will still include some groups not covered by the measure including Retained Workers, Permanent Residents, those who have gained British citizenship since registering for a National Insurance number, and those whose wider household may be entitled to HB, for example, because they have a UK national partner.
- Although HB is a household, rather than individual, benefit, in this analysis we have only looked at the nationality of the main earner and do not consider the nationality of a partner.

## Annex Three: Benefit expenditure and caseloads

### **Benefit Expenditure on Working Age Benefits**

Expenditure estimates have been made on the main DWP working age benefits for EEA and non-EEA nationals (see Table 3). The existing Departmental benefit expenditure series<sup>7</sup> does not provide a breakdown by nationality of claimants.

This analysis includes expenditure on Housing Benefit, Jobseeker's Allowance, Employment and Support Allowance, Incapacity Benefit and Income Support. It does not include expenditure on some other DWP benefits (such as Disability Living Allowance or Carer's Allowance) or benefits and tax credits administered by HMRC such as Child Benefit or Tax Credits.

The analysis presented in this report is derived from three administrative datasets: the DWP National Benefits Database containing claims for JSA, Work and Pensions Longitudinal Study, and the Single Housing Benefit Extract (SHBE) containing Housing Benefit claims. These datasets were used to produce estimates of the percentage of expenditure on EEA migrants. Percentages were then applied to published DWP expenditure totals.

### **Number of Working Age Benefit claims**

Table 4 shows the total numbers of DWP benefit claims for Housing Benefit, Jobseeker's Allowance, Employment and Support Allowance, Incapacity Benefit and Income Support. This is not the same as the total number of benefit claimants as some individuals will be in receipt of more than one benefit (for example, ESA and HB). It does not include claims made for some other DWP benefits (such as Disability Living Allowance or Carer's Allowance) or benefits and tax credits administered by HMRC such as Child Benefit or Tax Credits.

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<sup>7</sup> <https://www.gov.uk/government/publications/benefit-expenditure-and-caseload-tables-2017>

**Table 3: Working age benefit expenditure by nationality**

<b>£ millions</b>	<b>2013/14</b>	<b>2014/15</b>	<b>2015/16</b>
<u>DWP Working Age Expenditure</u>	<b>£38,293</b>	<b>£37,751</b>	<b>£37,726</b>
<b>EEA led claims</b>	<b>£1,643</b>	<b>£1,665</b>	<b>£1,613</b>
<i>% EEA led claims</i>	4.3%	4.4%	4.3%
<b>Non-EEA led claims</b>	<b>£2,974</b>	<b>£2,975</b>	<b>£3,029</b>
<i>% Non-EEA led claims</i>	7.8%	7.9%	8.0%
<u>DWP In-work Expenditure</u>	£4,859	£5,313	£5,546
EEA led in-work HB claims	£799	£909	£999
<i>% EEA led claims</i>	16.4%	17.1%	18.0%
Non-EEA led in-work HB claims	£841	£959	£1,035
<i>% Non-EEA led claims</i>	17.3%	18.1%	18.7%
<u>DWP out-of-work Expenditure</u>	£33,434	£32,439	£32,181
EEA led out-of-work claims	£844	£756	£613
<i>Of which:</i>			
<i>Housing Benefit</i>	£472	£423	£341
<i>JSA</i>	£212	£151	£73
<i>Other out-of-work benefits</i>	£160	£182	£200
<i>% EEA led claims</i>	2.5%	2.3%	1.9%
Non-EEA led out-of-work claims	£2,133	£2,016	£1,995
<i>Of which:</i>			
<i>Housing Benefit</i>	£1,174	£1,094	£1,073
<i>JSA</i>	£274	£212	£196
<i>Other out-of-work benefits</i>	£685	£710	£726
<i>% Non-EEA led claims</i>	6.4%	6.2%	6.2%



**Table 4: Number of claims by nationality**

<b>000s</b>	<b>2013/14</b>	<b>2014/15</b>	<b>2015/16</b>
<u>DWP Working Age Claims</u>	<b>8,256</b>	<b>7,726</b>	<b>7,323</b>
<b>EEA led claims</b>	<b>303</b>	<b>294</b>	<b>269</b>
<i>% EEA led claims</i>	3.7%	3.8%	3.7%
<b>Non-EEA led claims</b>	<b>527</b>	<b>504</b>	<b>493</b>
<i>% Non-EEA led claims</i>	6.4%	6.5%	6.7%
<u>DWP In-work Claims</u>	1,012	1,071	1,083
EEA led in-work HB claims	126	140	150
<i>% EEA led claims</i>	12.5%	13.1%	13.8%
Non-EEA led in-work HB claims	124	138	146
<i>% Non-EEA led claims</i>	12.3%	12.9%	13.5%
<u>DWP out-of-work Claims</u>	7,244	6,656	6,240
EEA led out-of-work claims	177	154	119
<i>Of which:</i>			
<i>Housing Benefit</i>	74	65	50
<i>JSA</i>	62	45	22
<i>Other out-of-work benefits</i>	41	44	46
<i>% EEA led claims</i>	2.4%	2.3%	1.9%
Non-EEA led out-of-work claims	403	366	347
<i>Of which:</i>			
<i>Housing Benefit</i>	175	162	155
<i>JSA</i>	76	59	53
<i>Other out-of-work benefits</i>	151	145	139
<i>% Non-EEA led claims</i>	5.6%	5.5%	5.6%

### Notes for Tables 3 and 4

1. Benefits included in this analysis are: Housing Benefit, Jobseekers Allowance, Employment and Support Allowance, Income Support and Incapacity Benefit.
2. Working age has been defined as those under State Pension age.
3. Source: 100% National Benefits Database (NBD), 100% Work and Pensions Longitudinal Study, and 100% Single Housing Benefit Extract (SHBE). This is matched to HMRC data to identify nationality at the point of National Insurance Number registration for main claimant. EEA contains the 28 countries of the EU (excluding Ireland and the UK) plus Iceland, Liechtenstein and Norway. Switzerland has also been included. Non-EEA contains all other rest-of-world countries (including a small number of unknown nationalities).
4. DWP in-work expenditure/claims are defined as Housing Benefit claims that are 'non-passported' and where there is positive evidence of earnings for the main claimant or a partner.
5. Out of work Housing Benefit expenditure/claims is defined as all 'passported' and 'non-passported' claims with no earnings.
6. Other DWP out of work benefits included in this analysis are; Incapacity Benefit, Employment and Support Allowance and Income Support.
7. Figures calibrated to published benefit expenditure estimates available here: <https://www.gov.uk/government/publications/benefit-expenditure-and-caseload-tables-2017>
8. An estimate of expenditure on EEA nationals was made in February 2016. The approach taken here is broadly consistent but totals may not exactly match due to more recent information becoming available and a slightly different methodology. See: [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/502129/benefit-expenditure-eea-nationals-ad-hoc-stats.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/502129/benefit-expenditure-eea-nationals-ad-hoc-stats.pdf)
9. Claim volumes are an average of caseload estimates over the four quarters of the financial year. For official statistics on these benefits please see: <https://stat-xplore.dwp.gov.uk/> and <https://www.gov.uk/government/collections/national-insurance-number-allocations-to-adult-overseas-nationals-entering-the-uk>