



Department
for Work &
Pensions

Nationality at point of NI No registration of DWP Working age benefit recipients: data to November 2017

Background information and methodology

23rd August 2018

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Introduction

The Department for Work and Pensions has published revamped annual statistics on the nationality at the point of registration for a National Insurance Number (NINo) of claimants of working age DWP administered benefits. They show:

- The caseload by broad nationality group/world area of claimants that claimed at least one DWP administered benefit, including the legacy benefits shown in previous statistics as well as –for the first time - Housing Benefit and Universal Credit. These statistics therefore provide a full picture of the nationality (at point of registration for a NINo) of all the claimants of DWP Working Age administered benefits. They include a consistent back series from November 2013 to November 2017.
- The top ten key benefits and benefit combinations claimed in November 2017, by broad nationality group/ world area.

The statistics have been published alongside a new Summary Page that highlights key trends and messages from the data.

This note explains the rationale for change and compares the new and old methodology to explain the impact it has on the data published.

The status of the statistics is experimental and as such they are still being developed, so the last section encourages users of these statistics to provide feedback to help the Department develop these statistics further.

What do the statistics show?

The statistics provide a snapshot of the total number of claimants for the relevant date, and the key working age benefits and top benefit combinations that they claim, by broad nationality group. It excludes benefits claimed by pensioners (defined by age and gender and according to rules of eligibility for State Pensions) and those administered by HMRC i.e. the statistics do not include Tax Credits or Child Benefit but do include the following DWP administered benefits:

- BB=Bereavement Benefit
- CA=Carer's Allowance
- DLA=Disability Living Allowance
- ESA=Employment and Support Allowance
- HB=Housing Benefit
- IB=Incapacity Benefit
- IS=Income Support
- JSA=Jobseeker's Allowance
- PC: Pension credit
- PIP=Personal Independence Payment
- SDA=Severe Disablement Allowance
- UC=Universal Credit
- WB=Widow's Benefit

A NINo is generally required by an adult looking to work or claim benefits / tax credits in the UK and the statistics are a by-product of this administrative process.

The NINo statistics cover all adults allocated a NINo for any type of work - including the self-employed and students working part-time. They include adult non-UK registered nationals.

Sourced from a 100% administrative dataset, as well as measuring the Jobcentre Plus operational activity to register a NINo, the statistical value of the data lies in the robustness of counts.

These statistics should only be used for looking at the whole, combined picture on the nationality (at point of NINo registration) of DWP benefit claimants. For more complete and detailed data on individual benefits when nationality is not required, more timely and detailed data is available from:

<https://www.gov.uk/government/organisations/department-for-work-pensions/about/statistics>.

Quarterly statistics on the Benefit Combinations data used (without the information on nationality) are available via the online interactive tool Stat Xplore at <https://stat-xplore.dwp.gov.uk/webapi/jsf/login.xhtml>.

New Methodology

A single SAS dataset containing one record per individual on benefits has been created by using the unique (encrypted) National Insurance Number (NINo) to link the Benefit Combinations dataset that contains information on the caseload of claimants for each benefit and benefit combination with the Migrant Workers Scan dataset containing the nationality at point of registration of all non-UK nationals. Only the Working Age (WA) benefits in the Benefit Combinations dataset are shown in these statistics, so the benefits that relate to pensioners only (i.e State Pension and Attendance Allowance) are excluded.

The Benefit Combinations are experimental statistics that were published for first time in August 2017 to provide a snapshot picture of all those claiming DWP benefits and show the overlap of statistics on the individual benefits that are published elsewhere – with minimal changes that reflect the differences in the production process. The data in the new statistics is therefore consistent with the Benefit combinations data published for those periods and available via [Stat Xplore](#). Further information on the methodology for Benefit Combinations is available [here](#).

By contrast, the NINo data shown in these new statistics is not the same as the data shown in the Quarterly publication of [NINo Statistics](#), as the quarterly NINo statistics show the flow of new registrations in each quarter, whereas these new statistics show the 'stock' of claimants in a particular period, independently of the time when they were registered. Registrations could go back to when NINos were first recorded in the Migrant Worker Scan from 1975, so it's very important to say that the nationality of those registered years ago may have changed since. These statistics do not show the current nationality/citizenship status of those claimants. Many of those shown as non-EU non-UK nationals may have had their status changed to EU or UK national in order for them to stay legally in the UK after certain time. Further information on the NINo data and process of allocation can be accessed [here](#).

Previous methodology

In previous years (2014 to 2017) DWP published an annual series showing the nationality of benefit claimants that covered only the ‘legacy benefits’, using data from the 100% National Benefits Database (NBD) which was part of the Work & Pensions Longitudinal Study (WPLS). The latest data published in August 2017 covered the years from February 2010 until February 2017, and it also included claimants of Personal Independence Payment (PIP).

Data was published by groups of claimants according to the main reason for interacting with the benefit system. Claimants of more than one benefit were only counted once so the statistics provided a picture of worklessness and benefit claimants.

Claimants were assigned to the groups depending on the benefits they were claiming, in a hierarchical order according to the following order of priority:

Job Seekers	Jobseekers’ Allowance. Excludes Universal credit claims.
Employment and Support Allowance and incapacity benefits	Employment and Support Allowance, Incapacity Benefit and Severe Disablement Allowance
Lone Parent	Income Support claimants with a child under 16 and no partner.
Carer	Carer’s Allowance claimants.
Others on Income Related Benefit	Other Income Support (including IS Disability premium) and Pension Credit claimants under State Pension age.
Disabled	Disability Living Allowance or Personal Independence Payment
Bereaved	Widow’s Benefit, Bereavement Benefit or Industrial Death Benefit claimants.

Rationale for change

With the introduction of Universal Credit, the caseload started to drop as individuals who previously would have claimed some of the legacy benefits began to claim UC instead. The statistics were increasingly incomplete. As such, with the roll-out of UC increasing, the old series was deemed no longer fit for purpose.

The existing client group statistics published by DWP, by the Office for National Statistics in the Labour Market Release and on the [Nomis online tool](#) stopped in May 2017 for November 2016 data.

Housing Benefit also forms a significant component of Working Age benefit claims and the scope of the statistics has also been extended to include these claims in the statistics.

Impact of change

As explained in the methodology section, the new methodology incorporates Housing Benefit and Universal Credit as well as the legacy benefits and PIP that were in the previous statistics. Because of this, the new methodology leads to an increase in the caseload figures.

Table 1 below shows the caseload calculated with the new methodology for February 2013 up to February 2017, and the percentage change in the caseload of claimants compared to the published figures for those years in the August 2017 release based on the previous methodology (Table 2). This is for illustrative purposes only, in order to see the impact of the change of methodology alone in data that was previously published (the new data released on 23rd August 2018 covers the year up to November 2017 and provides an annual back series from November 2013).

As can be seen from Table 1, the impact change of applying the new methodology to the published data is:

- An increase in the total caseload for February 2013 of 31%, mainly accounted by the inclusion of Housing Benefit as the UC was still in very early stages of implementation.
 - For UK nationals, the impact is an increase of 25% in caseload.
 - An increase of 144% of caseload of EU nationals and 93% increase in Non-EU caseload.
 - The higher % increase for the caseload of non-UK nationals can be explained by the higher percentage of non-UK nationals claiming only Housing Benefit.
- For February 2017, the roll-out of UC leads to a higher (44%) change in the total caseload of claimants when applying the new methodology, as numbers of UC claimants are gradually included in from February 2016 in combination with the Housing Benefit claimants.
 - For UK nationals, the increase in caseload is 35% in February 2017
 - For EU nationals the caseload increases by 228% and for Non-EU by 128%. It's important to know that whilst there are restrictions in the eligibility of non-UK nationals for UC, the restrictions would be applied to the current nationality/citizenship status of claimants, and not the one registered when first applied for a NINo as shown in these statistics.

The increasing impact through the time-series of the change in methodology explains why the old methodology was becoming increasingly meaningless as

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a way of providing an overall picture of the caseload of claimants by nationality, and the year-on-year change in the caseload (Table 2) reflected moves to UC as well as changes in the number of benefit claimants. With the new methodology, the changes in the caseload from February 2013 to February 2017, shown in Table 1, would represent real changes in the numbers claiming one or more Working Age DWP benefits.

Table 1- DWP Working Age Benefit Caseload by World area at NINo registration, at February 2017 - New Methodology					
World Area of Origin	Feb-13	Feb-14	Feb-15	Feb-16	Feb-17
All New	7,458	7,175	6,964	6,873	6,833
% Change from Old methodology	31%	35%	36%	39%	44%
UK New	6,591	6,277	6,069	5,973	5,933
% Change from Old methodology	25%	28%	28%	30%	35%
European Union EU15	131	136	133	134	136
European Union EU8	176	191	179	168	156
European Union EU2	16	20	26	33	38
European Union Other	7	7	6	6	6
Total EU	329	354	345	342	336
Total EU % Change from Old methodology	144%	167%	203%	226%	228%
Other Europe	44	44	44	44	44
Middle East and Central Asia	82	83	86	90	95
East Asia	10	10	10	10	10
South Asia	154	160	166	172	175
South East Asia	18	18	18	18	17
Sub-Saharan Africa	147	146	144	142	141
North Africa	27	28	29	32	33
North America	6	6	6	6	6
Central and South America	32	31	31	30	29
Oceania	3	3	3	3	3
Non-EU total	523	531	538	546	553
Total Non-EU % Change from Old methodology	93%	110%	117%	122%	128%
Unknown	14	13	12	12	11

Table 2 - DWP Working Age Benefit Caseload by World area at NINo registration, at February 2017 - Old Methodology (PUBLISHED)					
<i>Thousands</i>					
World Area of Origin	Feb-13	Feb-14	Feb-15	Feb-16	Feb-17
All Old	5,695	5,310	5,130	4,942	4,756
UK Old	5,278	4,914	4,758	4,582	4,403
European Union EU15	69	64	55	50	48
European Union EU8	59	62	50	46	46
European Union EU2	3	4	5	5	6
European Union Other	4	4	3	3	3
Total EU	135	133	114	105	102
Other Europe	20	18	18	18	17
Middle East and Central Asia	41	38	38	39	41
East Asia	4	4	3	3	3
South Asia	79	76	77	76	76
South East Asia	8	8	8	8	7
Sub-Saharan Africa	85	76	73	69	67
North Africa	14	13	13	15	15
North America	4	4	4	4	3
Central and South America	15	14	13	13	12
Oceania	2	2	2	2	2
Total Non-EU	272	253	248	246	243
Unknown	11	10	9	9	8

Limitations of the statistics

Users of these statistics should be aware of the following key limitations of the statistics:

- Statistics are based on nationality at the point of NINo registration – subsequently people may change nationality to become British nationals. **Current nationality is not shown within these statistics.**
- NINo data **does not include partners or family members** unless they subsequently go on to register for a NINo.
- The new series with UC is a more accurate picture of how many people are on Working Age benefits at a point in time than the old series without UC. But trends over time may be driven by the conversion from legacy benefits or excluded benefits to UC as well as changes in the number of people claiming benefits. The main changes are:
 - Increasing number of individuals are claiming UC with corresponding decreasing number of individuals claiming JSA, ESA, IS and HB.
 - Increasing number of individuals are claiming UC who would previously have claimed Working Tax Credit and/or Child Tax Credit and who would not have appeared in these statistics until their UC claim began.

- Some individuals who claim UC would not have claimed a legacy benefit under the same circumstances, for example partners.

Whereas the statistics cover all benefits administered by DWP, they do not cover HMRC administered benefits (e.g. Child Benefit or Tax Credits). Statistics on Child Benefit and Tax Credit can be accessed [here](#).

Key concepts and definitions

National Insurance number (NINo): The National Insurance number (NINo) is a unique personal reference number used for National Insurance contributions, social security benefits, State Pension, Tax Credit and Student Loan Award purposes. The NINo links an individual with their national insurance contributions, social security benefits, tax payments and student loan debt. The NINo is needed to make a claim to Social Security benefit / Tax Credit.

Benefit Claimant: A benefit claimant is defined for the purposes of these statistics as the individual who is claiming benefit on their own behalf, or in the case of Universal Credit, Pension Credit and Housing Benefit, an individual who is part of a single or couple claim for benefit. For household level benefits (UC, PC and HB), both the main claimant and partner (if applicable) are included in the statistics as separate individuals. This differs from publication elsewhere of PC and HB statistics where figures show number of claims regardless of whether for a single person or a couple. An individual is not counted as a benefit claimant if they are a beneficiary of another person's benefit claim but are not claiming any benefit in their own right.

Working age benefit: Benefits claim by working age claimants, defined by age and gender and according to rules of eligibility for State Pensions.

DWP benefit: The benefits included within these statistics are all DWP administered benefits and exclude HMRC administered benefits (i.e. Child Benefit and Tax Credit).

DWP Benefit Combinations: Benefits have been combined into key benefit combinations as follows:

PIP/DLA:

Disability Living Allowance (DLA) is a benefit for people who became disabled before the age of 65 and who need assistance with personal care or mobility. From 8th April 2013 DWP started to replace DLA for working age people with Personal Independence Payment (PIP). Essentially these two benefits each offer help for similar sets of circumstances, although under slightly different qualifying conditions. As such they have been banded together and the benefit combinations statistics simply show PIP/DLA for Working Age individuals, where the individual could be on any of the benefits shown at the reference date.

INCAP

The benefit combination statistics refer to INCAP which is short hand for ESA/IB/SDA/IS(IB). Incapacity Benefit (IB), Severe Disablement Allowance (SDA) (for those under State Pension Age), and Income Support for those claiming on the basis of incapacity (IS(IB)) closed to new claimants from 2008, with existing claimants migrated to Employment and Support Allowance (ESA) on a rolling program since that date. Migration is not yet fully completed. Essentially these four benefits each offer help for similar sets of circumstances, although under slightly different qualifying conditions. As such they have been banded together and the benefit combinations statistics simply show INCAP, where at the reference date the individual could be on any of ESA; IB and/or SDA (separately or in combination); and IS where IB and/or SDA is also in payment.

IS

Income Support for those claiming on the basis of incapacity (IS(IB)) closed to new claimants from 2008, with existing claimants migrated to Employment and Support Allowance (ESA) on a rolling program since that date. Migration is not yet fully completed. Benefit Combination statistics include IS(IB) cases in the INCAP category defined above. Those claiming Income Support on the basis of something other than incapacity (e.g. carers, lone parents etc.) are shown as IS within these statistics.

UC

Universal Credit was introduced in April 2013 in certain pathfinder areas of North West England. Since October 2013, it has progressively been rolled out to other areas. It is now available in all Jobcentre Plus areas to single claimants, and is being expanded across the country to include all claimant types. The following benefits will be replaced as Universal Credit rolls out: Income-based Jobseeker's Allowance, Income-related Employment and Support Allowance, Income Support, Working Tax Credit, Child Tax Credit and Housing Benefit. An individual claiming Universal Credit may have to do work-related activity in order to get full entitlement to Universal Credit. Each eligible adult will fall into one of six conditionality regimes based on their capability and circumstances. The benefit combination statistics band together certain conditionality regimes and present UC claims as belonging to one of four categories:

Out-of-work

- Searching for work (Not working, or with very low earnings. Claimant is required to take action to secure work - or more / better paid work. The Work Coach supports them to plan their work search and preparation activity.)
- Planning for work (Expected to work in the future. Lone parent / lead carer of child aged 1 (or aged 1-2 prior to April 2017). Claimant required to attend periodic interviews to plan for their return to work.)
- Preparing for work (Expected to start preparing for future even with limited capability for work at the present time or a child aged 2 (or aged 3-4 prior to April 2017), the

claimant is expected to take reasonable steps to prepare for work including Work Focused Interview.)

No Work Requirements

- No work requirements (Not expected to work at present. Health or caring responsibility prevents claimant from working or preparing for work.

Working

- Working - with requirements (In work but could earn more, or not working but has a partner with low earnings.)

- Working - no requirements (Individual or household earnings over the level at which conditionality applies. Required to inform DWP of changes of circumstances, particularly if at risk of decreasing earnings or losing job.)

Unknown

- Where conditionality is not recorded on the source systems or is not available prior to April 2015.

At present only customers who claim "UC Out-of-work only", "UC Working only", "UC No Work Requirements only", "UC Out-of-work & PIP/DLA" and "UC No Work requirements & CA" are identifiable in the specific benefit combinations - customers who claim UC where conditionality regime is unknown or alongside another benefit appear in the "other" category. This will be reviewed as the UC caseload increases.

Other' – This category encompasses all other possible benefit combinations that may happen given the specific circumstances of claimants, which are not individually considered in these statistics. The current estimate is that this category would apply to around 5% of claimants.

Top 10 benefit combinations: The top 10 benefit combinations shown in the report show the ten benefit combinations with the largest number of claimants, in decreasing order. This list may vary from year to year.

Nationality: In this publication, nationality refers to the World Area of Origin registered when the claimant was initially allocated a NINo. It is not a reflection of the current nationality/citizenship of the claimants.

UK nationals: Those claimants that when registered for a NINo were from the United Kingdom (i.e. British citizens). Although United Kingdom is part of the EU, they are considered a different broad nationality group for the purposes of these statistics. In these statistics, UK nationals are all those who are claiming benefits and do not appear in the Migrant Worker Scan.

Non-UK nationals: All those claimants that when registered for a NINo were from a country other than the United Kingdom. For these statistics, that is all those claiming benefits and who appear in the Migrant Worker Scan.

EU nationals: Those claimants that when registered for a NINo were from one of the 28 countries in the European Union (excluding UK): Austria, Belgium, Bulgaria, Croatia, Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Italy, Latvia, Lithuania, Luxembourg, Malta, Netherlands, Poland, Portugal, Republic of Ireland, Romania, Slovakia, Slovenia, Spain and Sweden. Croatia joined the EU in Estimates for the EU quoted in this note and accompanying tables exclude British citizens. July 2013 - data with a reference period after that date will include Croatia within the EU grouping (so published data for November 2013 will include Croatia but data to show the impact of new methodology for February 2013 will exclude Croatia).

EU15: Those claimants that when registered for a NINo were from one of these 15 countries in the European Union: Austria, Belgium, Denmark, Finland, France, Germany, Greece, Italy, Luxembourg, Netherlands, Portugal, Republic of Ireland, Spain and Sweden. EU15 statistics exclude British citizens.

EU8: Those claimants that when registered for a NINo were from one of the A8 countries in the European Union. These are the 8 central and eastern European countries that joined the EU on 1 May 2004: Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Slovakia and Slovenia. The EU8 does not include the 2 other countries that joined on that date: Cyprus and Malta. EU8 nationals previously had restrictions on their rights to work and were required to register under the worker registration scheme, but these restrictions were lifted from 1 May 2011.

EU2: Those claimants that when registered for a NINo were from one of the A2 countries in the European Union. These are the 2 countries that joined the EU on 1 January 2007: Bulgaria and Romania. Between 2007 and 2013, EU2 nationals had certain restrictions placed on them; in the first 12 months of stay, working Bulgarian and Romanian nationals were generally required to hold an accession worker card or apply for 1 of 2 lower-skilled quota schemes. Other Bulgarian and Romanian nationals could apply for a registration certificate, giving proof of a right to live in the UK. These restrictions were lifted on 1 January 2014.

Non-EU nationals: all other claimants that when registered for a NINo were from any country other than UK or the countries in the EU.

Experimental statistics

The statistics have been developed using guidelines set out by the UK Statistics Authority, and as official statistics undergoing evaluation they have accordingly been badged as Experimental Statistics. They rely on Benefit Combinations data which are

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also produced by the Department as Experimental Statistics as they are also under development.

Users are invited to comment on the development and relevancy of these statistics at this stage. As the data available evolves over time, the methodology used and definitions may develop also. Users of these statistics are asked to note the status as experimental official statistics and that subsequent releases may include revisions to the time series already released.

Please send any feedback you may have on these statistics to: stats-consultation@dpw.gsi.gov.uk

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