



BRIEFING PAPER

Number CBP 7445, 28 March 2017

Statistics on migrants and benefits

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1. Introduction

Data on migrants and benefits is incomplete and fragmented, not routinely available from a single source.

This is because the nationality of benefit claimants is not information routinely gathered by either DWP or HMRC when administering benefits or tax credits. As a result, we are reliant on indirect, often ad hoc analysis – such as of the nationality of current benefit claimants at time of registration for a National Insurance Number – to estimate rates of benefit receipt among migrants in the UK.

This paper brings together the UK's main data sources on benefits and tax credits paid to migrants living in the UK.

It provides data on:

- The nationality of current DWP benefit claimants at point of registration for a National Insurance Number (NINo) and the proportion of these who were in- and out- of work
- The nationality of claimants of HMRC Child and Working Tax Credits at point of registration for a NINo and the proportion of these who were in-work
- The number of claimants to whom Child Benefit is paid for children resident elsewhere in the European Economic Area (EEA)
- The number of Child Benefit claimants who were non-UK nationals at point of registration for a NINo

Pages 4 to 8 answer **frequently asked questions** on statistics on migrants and benefits, including summary analysis of:

- The proportion of current benefit claimants who were non-UK nationals at point of registration for a National Insurance number...
- ... and the proportion of these who are in- and out- of work
- Expenditure on benefits and tax credits received by EEA-led claims
- The discrepancy between long-term immigration estimates and the number of NINo registrations

Section 6 provides further reading on migration and asylum statistics, on migrant's access to UK benefits and on proposals to restrict this access.

2. Frequently asked questions

The UK's benefit payment systems do not systematically record the nationality of benefit claimants, as nationality does not generally determine eligibility for benefits.

Consequently, there is no complete picture of the number of migrants to the UK or foreign nationals in the UK who receive UK social security benefits and tax credits, or the cost of this.

In the absence of data on migrant claimants, DWP and other organisations have produced analyses based upon National Insurance Number registrations. A UK National Insurance Number, a NINo, is usually required by a non-UK national before they are able to work or claim benefits and tax credits in the UK.

Analysing the nationality of benefit claimants **at the point of NINo registration**, however, is **not the same as the number of foreign-born individuals or current non-UK nationals that claim DWP benefits**. This is because some will have subsequently obtained British nationality. Moreover, this measure does not capture foreign-born individuals who were naturalised (obtained UK nationality) prior to NINo registration.

National Insurance numbers (NINos)

National Insurance numbers (NINos) are required by anyone who is:

- Resident or present in Great Britain, and is...
- Over 16, and is...
- Employed or self-employed, or...
- Wishes to pay voluntary (class 3) NI contributions.

Most people resident in the UK are automatically given a NI number as they approach 16; anyone who requires a NI number but was not automatically given should [apply via their local Jobcentre Plus](#).

The Library briefing paper [National Insurance numbers \(NINos\)](#) provides further information on how NINos are allocated, their uses and introduction of the 'Right to Work' test in July 2006.

Countries in the EU and EEA

The European Union (EU) is an economic and political union of 28 countries. Current EU member countries are:

Austria, Belgium, Bulgaria, Croatia, Republic of Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Luxembourg, Malta, Netherlands, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Sweden and the UK.

The European Economic Area (EEA) includes EU countries and also Iceland, Liechtenstein and Norway. Note Switzerland is neither an EU nor EEA member but is part of the single market.

What proportion of benefit claimants are non-UK nationals?

In February 2016, 359,430 working-age claimants of DWP benefits (7.4% of total claimants) were non-UK nationals when they first registered for a National Insurance Number (NINo). 104,850 of these were EU nationals, 29.2% of non-UK claimants and 2.1% of total claimants.¹

... and how many of these are out-of-work?

262,720 non-UK nationals at the point of NINo registration were claiming key DWP out-of-work benefits as of February 2016, 7.3% of total claimants.² Of these 78,570 were EU (excl. UK) nationals, 2.2% of total claimants.³ Note this total does not include claimants of Housing Benefit – available to both in- and out- of work recipients – or tax credits – administered by HMRC.

How much do DWP benefits paid to non-UK nationals cost?

DWP has estimated that of the £37.7 billion spent in 2013/14 on working age benefits, £1.7 billion were on EEA-led claims. This equals to 5% of the total expenditure.⁴ This includes expenditure on DWP benefits, such as JSA and Housing Benefit, but excludes HMRC benefits, such as tax credits and Child Benefit. EEA-led claims are those claims in which the main claimant was an EEA national at the point of NINo registration.

A further breakdown shows that DWP in-work expenditure on EEA-led claims (£814 m) comprised 16% of the total in-work expenditure (£4.9 bn). Out-of-work expenditure on EEA-led claims was £886 million, 3% of the total (£32.7 bn).⁵

Are non-UK nationals more likely to receive out-of-work benefits than UK-nationals?

No. Non-UK nationals at the point of NINo registration are less likely to be receiving key DWP out-of-work benefits than UK-nationals.

According to the Labour Force Survey, in the first three months of 2016 people born outside the UK comprised 17.6% of the working age population. At the same time, in February 2016, 7.4% of working-age individuals receiving key-out-work benefits were non-UK nationals.

How many non-UK nationals claim tax credits?

738,900 families who were in receipt of tax credits in March 2014 (15.9% of the total) contained at least one adult who was a non-UK

¹ Department for Work and Pensions, [Nationality at point of NINo registration of DWP working age benefit recipients: data to Feb 2016](#), 25 August 2016

² Here, “key out of work benefits” comprises of Jobseeker’s Allowance, Employment and Support Allowance and incapacity benefits, Lone Parent Income Support and their income related benefits (Income Support and Pension Credit).

³ Department for Work and Pensions, [Nationality at point of NINo registration of DWP working age benefit recipients: data to Feb 2016](#), 25 August 2016

⁴ Department for Work and Pensions, [DWP benefit expenditure on EEA national-led claims 2013/14](#).

⁵ Ibid.

national at NINo registration. 317,800 of these claimants were EU nationals, 43% of total non-UK claimants and 6.8% of total claimants.⁶

How much do tax credits paid to non-UK nationals cost?

HMRC estimates that total tax credit entitlement for families with at least one EEA national at NINO registration was £2.1 billion in 2013/14, 7% of the total £28.5 billion.⁷

Of these £498,000 was spent on tax credits received by families with **at least one recently arrived EEA national adult**. In its study, HMRC defined a recently arrived EEA national as someone who has migrated from one of the EEA countries to the UK in the period between April 2010 and April 2014.

Entitlement to tax credits for families with at least one EEA national was £1.7 billion for in-work families and £357 million for out-of-work families.⁸

How many non-UK nationals claim Child Benefit?

In August 2012 Child Benefit was paid to 990,000 claimants (12.5% of the total) who were a non-UK national at NINo registration.⁹

How many families claim Child Benefit or Child Tax Credits for children living in other EEA member states?

19,579 families had Child Benefit awarded in respect of 32,408 children living in other European Economic Area (EEA) member states, as of March 2015. Around two thirds of whom were in Poland. 7,026 families had Child Tax Credit granted in respect of 11,762 children in EEA member states.¹⁰

What proportion of EU migrants claim benefits in their first four years in the UK?

No conclusive figure for the proportion of EU migrants who claim benefits in their first four years of residency in the UK is available. Estimates have, however, been published based on a range of sources.

In November 2015 the Government published estimates stating that at March 2013 “between 37 per cent and 45 per cent of the EEA nationals (excluding students) who were resident in the UK having arrived in the preceding 4 years were in households claiming either an in-work or out-of-work benefit or tax credit”.¹¹ The Government subsequently published an ad-hoc [methodological note](#) to explain how it had arrived at this estimate.

⁶ M O’Connor (Nov 2014) [Tax Credits and migrant families 2014](#), data obtained from HM Revenue and Customs via Freedom of Information requests

⁷ HMRC, [Further Statistics on EEA Nationals](#), August 2016

⁸ Ibid.

⁹ HMRC Freedom of Information response FOI 1976/13, published in M O’Connor (Sep 2013) [Fiscal effects of migration to the UK: Working Tax Credit claimant numbers](#)

¹⁰ See Table 5 of this briefing paper

¹¹ Estimates were initially published in The Times; see this [Tweet from Times journalist Sam Coates](#). Quotation cited is from the Government’s methodological note.

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These estimates were the focus of much debate and some criticism within the media – for example, [Guardian blog](#) and [Channel 4 FactCheck](#), both published 10 November 2015.

In particular, the Government was criticised for the way it combined two potentially inconsistent data sources to arrive at this estimate. Estimates for the number of migrants in receipt of benefits and/or tax credits (the numerator) were derived from DWP's and HMRC's administrative records (datasets not publically available), whereas its figure for the total number of migrants to arrive in the UK in the last four years (the denominator) was taken from the Annual Population Survey.

As [Jonathan Portes has explained](#) (National Institute of Economic and Social Research), the sources chosen for the numerator and denominator in this equation and the way in which these sources are combined greatly impacts upon the result of this calculation. Using data from the Annual Population Survey for both the numerator and denominator, for example, suggests the proportion of recent migrants claiming benefits and/or tax credits is lower than the 43% suggested by the Government.

Would restricting access to in-work benefits reduce immigration?

There is no direct evidence, as outlined by [Full Fact's blog of 10 December 2015](#), to judge whether welfare is a prime pull factor for EU migrants coming to the UK. The Government's [Balances of competences review on the Single Market Free Movement of Persons](#) (published Summer 2014) observed that "none of the evidence we received was able to point to specific research or analysis on the importance of access to social security benefits in the decision to migrate" (paragraph 2.55).

There are substantial practical difficulties in attempting to analyse the specific pull-factor effect of the UK's benefits and tax credits system in isolation, distinct from other potential economic pull factors. The University of Oxford's Migration Observatory, for example, considers the availability of jobs to be the primary pull factor – though acknowledges the difficulty of confirming whether potential migrants are drawn by wages alone or by the possibility of claiming in-work benefits also.¹²

Alternatively, in November 2014 the think tank Open Europe argued that restricting access to in-work tax credits entitlements would reduce the financial incentive of potential migrants to move. It did so by comparing the net income of an EU migrant worker in the UK, in receipt of in-work tax credits and the National Minimum Wage, to wage levels in Spain, Poland and Bulgaria. It did not, however, attempt to quantify the effect removing such entitlements would have on the volume of migratory flows.¹³

¹² University of Oxford Migration Observatory; [Election 2015 Briefing – Migration and Welfare Benefits](#); 5 May 2015

¹³ Open Europe; [Save EU free movement: Make it fair to keep it free](#); 24 Nov. 2014

Why is there a discrepancy between levels of long-term international immigration and NINo registrations?

The number of NINo registrations has been consistently higher compared to estimates of long-term international immigration (LTIM) from the European Union. In May 2016 the ONS published a [note](#), providing an analysis of the differences between the two.

Short-term migration (STIM) to the UK is the main explanation for the differences between long-term migrants and the number of NINo registrations. Short-term migrants are those who intend to stay in the UK for less than a year and are not captured by LTIM estimates but still may apply for NINo. When added together, immigration figures approximate NINo registrations.

The second reason behind the discrepancy is a possible time delay between the period migrants arrive to the UK and when they register for NINo. For example, migrants from EU2 (Romania and Bulgaria) who have arrived to the UK before 2014 might have applied for NINo significantly later due to employment restrictions at the time.

What is the overall net fiscal impact of immigration?

According to the Migration Observatory, the net fiscal impact of *immigration is the difference between the taxes and other contributions migrants make to public finances, minus the cost of the public benefits and services they receive.*¹⁴ While it is possible to estimate the amount migrants are paying in taxes and receiving from benefits, it is much more difficult to quantify their contributions to and use of public services.

For these reasons there is no single estimate of the net fiscal impact of immigration as research relies on a series of assumptions of the characteristics of migrants. Overall, research shows that there is a small, either positive or negative impact of immigration on public finance.¹⁵

Dustmann and Frattini (2014) found that over the period 1995 to 2011, immigrants from countries in the European Economic Area (EEA) contributed more to the public finances than they received in benefits and transfers.¹⁶ However Migration Watch, a think-tank, criticised their methodology as being too optimistic and concluded through their own research that migrants had negative fiscal impact over the same period.¹⁷

Library briefing [Impacts of immigration on population and the economy](#) looks at the fiscal impact of immigration in depth.

¹⁴ The Migration Observatory, [Election 2015 Briefing- Fiscal impacts of migration to the UK](#), 16 April 2015

¹⁵ Ibid.

¹⁶ Dustmann, C., Frattini, T. and Preston, I., [The Effect of Immigration along the Distribution of Wages](#), 2013.

¹⁷ Migration Watch, [Response to UCL paper on the fiscal effects of immigration to the UK](#), December 2014.

3. DWP working-age benefits paid to migrants

The DWP has in recent years conducted a series of data-matching exercises which shows the number of **claimants of DWP-administered working-age benefits** (encompassing out-of-work, disability, carer and bereavement benefits) who **were non-UK nationals when they first registered for a NINo**.

The most recent NINo-based analysis was published in August 2015: [Nationality at point of NINo registration of DWP working age benefit recipients: data to Feb 2016](#), *DWP, 25 August 2016*

Table 1, over page, shows headline figures for all working-age DWP benefit claimants, broken down into broad geographical groupings.

- As of February 2016, of the 4.9 million working-age claimants of DWP benefits, 7.4% (359,430) were non-UK nationals when they first registered for a NINo
- Within this group, 104,850 claimants (2.1% of the total client group) were EU nationals when they first registered for a NINo, and 254,580 claimants (5.2% of the total) were non-EU nationals
- There were 46,130 claimants from the EU accession countries that joined the EU from 2004 onwards – these accounted for 0.9% of all claimants

Table 2 shows a breakdown by benefit type. As of February 2016, 12.9% of JSA claimants were of non-UK origin (4.0% EU and 8.9% non-EU). Non-UK nationals at point of NINo registration comprised 5.8% of ESA and incapacity benefits claimants and 8.1% of lone parents claiming benefits.

Table 3 shows the top 40 countries of origin for claimants of working-age benefits in February 2016 who were non-UK nationals at point of NINo registration. Pakistani nationals ranked 1st with 36,300 claiming working age benefits, followed by Polish nationals (24,900) and Indian nationals (18,200). 7 out of the top 10 countries of origin are Non-EU, with the exception of Poland, Ireland and Portugal. The table also includes figures for JSA, ESA and Income support for lone parents.

Table 1 - Nationality at NINo registration: DWP working age benefit claimants by world area of origin, Great Britain, 2008 - 2016

Thousands and percent

	2008		2009		2010		2011		2012		2013		2014		2015		2016	
	Number	% of total	Number	% of total	Number	% of total	Number	% of total	Number	% of total	Number	% of total	Number	% of total	Number	% of total	Number	% of total
Total claimants																		
UK	4,886	94.4	5,473	94.3	5,561	94.0	5,394	93.6	5,475	93.1	5,298	93.0	4,914	92.6	4,758	92.8	4,582	92.7
Non-UK	289	5.6	330	5.7	357	6.0	371	6.4	407	6.9	397	7.0	395	7.4	371	7.2	359	7.4
Total	5,175	100.0	5,802	100.0	5,918	100.0	5,765	100.0	5,882	100.0	5,695	100.0	5,310	100.0	5,130	100.0	4,942	100.0
Total Non-UK nationals																		
European Union (not UK)	65	1.3	84	1.4	90	1.5	91	1.6	117	2.0	121	2.1	131	2.5	114	2.2	105	2.1
<i>EU 15</i>	52	1.0	60	1.0	64	1.1	63	1.1	67	1.1	62	1.1	64	1.2	55	1.1	50	1.02
<i>EU 8</i>	13	0.2	24	0.4	26	0.4	29	0.5	50	0.8	59	1.0	67	1.3	59	1.1	46	0.93
Other non-UK	224	4.3	246	4.2	267	4.5	280	4.9	290	4.9	276	4.8	264	5.0	257	5.0	255	5.2
<i>Europe - non-EU</i>	19	0.4	21	0.4	22	0.4	22	0.4	22	0.4	21	0.4	20	0.4	18	0.3	18	0.4
<i>Africa</i>	77	1.5	84	1.5	93	1.6	99	1.7	102	1.7	95	1.7	89	1.7	86	1.7	84	1.7
<i>Asia and Middle East</i>	100	1.9	109	1.9	118	2.0	126	2.2	132	2.2	128	2.2	126	2.4	126	2.4	126	2.6
<i>The Americas</i>	13	0.3	15	0.3	17	0.3	18	0.3	20	0.3	19	0.3	17	0.3	17	0.3	31	0.6
<i>Australasia and Oceania</i>	2	0.0	2	0.0	2	0.0	2	0.0	2	0.0	2	0.0	2	0.0	2	0.0	2	0.0
<i>Unknown</i>	12	0.2	14	0.2	14	0.2	13	0.2	12	0.2	11	0.2	10	0.2	9	0.2	9	0.2

Source: DWP, [Nationality at point of NINo registration of DWP working age benefit recipients: data to Feb 2016](#), 25 August 2016

Notes: EU 8 refers to countries which joined the EU in 2004: Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Slovakia, and Slovenia.

EU 15 refers to member states prior to the accession of 8 countries in 2004.

Figure for the whole of the EU include nationals of countries which joined the EU after 2004 such as Romania and Bulgaria in 2007 and Croatia in 2014.

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Table 2 - Nationality at NINo registration: DWP working age claimants by client group and world area of origin, Great Britain, 2016

Thousands and percent

	Jobseeker's Allowance		Employment and Support Allowance and incapacity benefits		Lone parent		Other income related		Key out-of-work benefits		Total	
	Number	% of total	Number	% of total	Number	% of total	Number	% of total	Number	% of total	Number	% of total
Total Claimants												
UK	524	87.1	2,342	94.2	386	91.9	84	91.6	3,337	92.7	4,582	92.7
Non-UK	78	12.9	144	5.8	34	8.1	8	8.4	263	7.3	359	7.3
Total	602	100.0	2,485	100.0	420	100.0	92	100.0	3,600	100.0	4,942	100.0
Total Non-UK Nationals												
European Union (Non-UK)	24	4.0	44	1.8	7	1.8	2	1.7	78	2.2	105	2.1
<i>EU 15</i>	11	1.8	24	1.0	3	0.7	1	1.0	38	1.1	50	1.0
<i>EU 8</i>	11	1.9	17	0.7	4	0.9	1	0.6	33	0.9	46	0.9
Other non-UK	53	8.9	99	4.0	26	6.3	6	6.7	185	5.1	255	5.2
<i>Europe - non- EU</i>	2	0.4	9	0.4	2	0.4	0	0.4	13	0.4	18	0.4
<i>Africa</i>	24	3.9	29	1.2	14	3.3	2	2.1	69	1.9	84	1.7
<i>Asia and Middle East</i>	23	3.8	49	2.0	8	2.0	3	3.2	83	2.3	126	2.6
<i>The Americas</i>	3	0.6	6	0.3	2	0.5	0	0.2	12	0.3	16	0.3
<i>Australasia and Oceania</i>	0	0.0	1	0.0	0	0.0	0	0.0	1	0.0	2	0.0
<i>Others and unknown</i>	1	0.2	5	0.2	0	0.0	1	0.7	6	0.2	9	0.2

Source: DWP, [Nationality at point of NINo registration of DWP working age benefit recipients: data to Feb 2016](#), 25 August 2016

Notes: Key out-of-work benefits include Jobseeker's Allowance, ESA and incapacity benefits, benefits for lone parents and other income related benefits.

The total number of foreign national claimants include people claiming Carer's Allowances.

Table 3 - Non-UK nationals at NINo registration: DWP working age benefits by client group and top 40 nationalities, Feb 2016

Thousands of claimants

All DWP working age benefits		Jobseekers		ESA and incapacity benefits		Lone Parent on Income Support		
Country	Total	Country	Total	Country	Total	Country	Total	
1	Pakistan	36.3	Poland	5.9	Pakistan	12.3	Pakistan	3.3
2	Poland	24.9	Pakistan	4.9	Poland	10.0	Somalia	3.2
3	India	18.2	Iran	4.1	Ireland	8.1	Poland	2.1
4	Somalia	17.0	Sudan	3.7	Iran	8.0	Eritrea	1.6
5	Bangladesh	15.8	Somalia	3.5	India	7.5	Nigeria	1.4
6	Iran	14.8	Eritrea	3.3	Somalia	6.4	Jamaica	1.3
7	Ireland	13.8	Bangladesh	2.5	Turkey	5.7	Bangladesh	1.0
8	Iraq	10.7	Nigeria	2.3	Iraq	5.5	Ghana	0.9
9	Turkey	10.1	Portugal	2.1	Bangladesh	5.4	Iraq	0.8
10	Portugal	9.5	Syria	2.0	Portugal	4.4	Congo	0.8
11	Nigeria	8.7	Ireland	2.0	Nigeria	2.9	Portugal	0.8
12	Jamaica	7.1	Iraq	1.9	Jamaica	2.7	Ireland	0.8
13	Slovakia	6.3	India	1.9	Italy	2.3	Zimbabwe	0.7
14	Eritrea	6.3	Jamaica	1.7	Netherlands	2.1	Turkey	0.7
15	Sudan	5.9	Lithuania	1.4	Slovakia	2.0	India	0.6
16	Netherlands	5.1	Italy	1.4	Afghanistan	1.9	Congo	0.6
17	Italy	5.0	Zimbabwe	1.4	Sri Lanka	1.9	Ethiopia	0.5
18	Ghana	5.0	Afghanistan	1.3	Ghana	1.9	Albania	0.4
19	Afghanistan	5.0	Romania	1.3	Zimbabwe	1.8	Iran	0.4
20	Zimbabwe	4.9	France	1.3	Lithuania	1.8	Lithuania	0.4
21	Lithuania	4.8	Spain	1.2	France	1.8	Latvia	0.4
22	Sri Lanka	4.6	Slovakia	1.1	Germany	1.7	Slovakia	0.4
23	France	4.5	Ethiopia	1.1	Algeria	1.6	Uganda	0.4
24	Czech Republic	3.8	Latvia	1.0	Spain	1.3	Netherlands	0.4
25	Germany	3.8	Ghana	0.9	South Africa	1.3	China	0.4
26	Romania	3.8	Congo	0.9	Czech Republic	1.3	Sierra Leone	0.4
27	Spain	3.5	Netherlands	0.9	Morocco	1.3	France	0.4
28	Latvia	3.4	Turkey	0.9	Sudan	1.2	Gambia	0.3
29	Syria	3.3	Sri Lanka	0.9	Romania	1.2	Angola	0.3
30	South Africa	3.2	Czech Republic	0.8	United States	1.1	Czech Republic	0.3
31	Algeria	3.1	Hungary	0.8	Latvia	1.1	Afghanistan	0.3
32	Ethiopia	3.1	Congo	0.7	Ethiopia	1.0	Morocco	0.3
33	United States	2.7	Germany	0.7	Kenya	1.0	Sudan	0.3
34	Philippines	2.6	Algeria	0.6	Eritrea	0.9	South Africa	0.3
35	Congo	2.6	South Africa	0.5	Uganda	0.9	Sri Lanka	0.3
36	Morocco	2.6	Bulgaria	0.5	Croatia	0.8	Kenya	0.2
37	Congo	2.4	Greece	0.5	Congo	0.8	Philippines	0.2
38	China	2.4	Sierra Leone	0.5	Syria	0.8	Thailand	0.2
39	Kenya	2.3	Kuwait	0.5	Cyprus	0.8	Italy	0.2
40	Uganda	2.2	China	0.4	Philippines	0.8	Algeria	0.2

Source: DWP, [Nationality at point of NINo registration of DWP working age benefit recipients: data to Feb 2016](#), 25 August 2016

4. Child and Working Tax Credits

In addition to the DWP analyses of the working-age benefit caseload, HM Revenue and Customs (HMRC) have produced data on the number of families in receipt of tax credits where at least one adult in the family was a non-UK national at the point of registration for a National Insurance number (NINo).

Based on a snapshot of the tax credit caseload as of **March 2014**, the figures show:

- 738,900 families containing an adult who was a non-UK national at the point of NINo registration were in receipt of tax credits – 15.9% of the total tax credit caseload of 4.6 million
- Within the non-UK category, more were from outside the EU (421,100 families) than from within the EU (317,800 families)
- As regards single recipients of tax credits, individuals from elsewhere in the EU outnumber those from outside the EU. This is especially true in the case of single people without children and in receipt of Working Tax Credit – 11.2% of claimants in this category were nationals of another EU member state at the point of NINo registration, compared to 3.8% who were from outside the EU
- Among out-of-work couples receiving Child Tax Credit, 56,800 families (15.0% of the total in the category) contained an individual who was a non-EU national at point of NINo registration, while 19,100 (5.0%) contained an individual from another EU member state¹⁸

HMRC estimate the annual tax credits entitlement of families containing a non-UK national at the point of NINo registration were:

- £4.9 billion in 2012/13, or 16.6% of the total £29.6bn tax credits paid that year¹⁹
- £5.2 billion in 2013/14,²⁰ or 17.4% of the total £29.7bn²¹

Of the £5.2 billion in 2013/14, £1.2 billion was paid to out-of-work families, £3.8 billion to in-work families with children and £0.2 billion to in-work claimants without children.²²

Table 4a (below) sets out the **March 2014** tax credit caseload broken down by tax credit award type, singles/couples and world area of origin based on NINo registration.

Table 4b shows the equivalent data for the previous year (**March 2013**).

¹⁸ Sourced from: M O'Connor (Nov 2014) [Tax Credits and migrant families 2014](#), data obtained from HM Revenue and Customs via Freedom of Information requests.

¹⁹ [HC Deb 1 May 2014 vol 579 cc799-800W | PO 190311](#).

²⁰ M O'Connor (Nov 2014) [Tax Credits and migrant families 2014](#).

²¹ HMRC [Tax and NICs receipts: statistics table](#).

²² M O'Connor (Nov 2014) [Tax Credits and migrant families 2014](#).

Table 4a - Nationality at NINo registration: families receiving Child Tax Credit (CTC) and/or Working Tax Credit (WTC) as of March 2014, by world area of origin, UK

Thousands of families and percentages

	Out of work with children - CTC only		In-work families on tax credits		In work with children - WTC and CTC		In work with children - CTC only		In work without children - WTC only		Total	
	Number	% of total	Number	% of total	Number	% of total	Number	% of total	Number	% of total	Number	% of total
All families												
UK	1,176	86.7	2,730	83.0	1,529	81.0	721	85.8	480	85.6	3,906	84.1
Non-UK	180	13.3	559	17.0	359	19.0	119	14.2	81	14.4	739	15.9
EU	51	3.8	267	8.1	156	8.3	57	6.7	54	9.7	318	6.8
Non-EU	129	9.5	292	8.9	203	10.8	63	7.5	27	4.7	421	9.1
Total	1,356	100.0	3,289	100.0	1,888	100.0	840	100.0	561	100.0	4,644	100.0
Singles												
UK	873	89.4	1,377	87.1	910	87.6	125	89.7	342	85.0	2,250	88.0
Non-UK	104	10.6	204	12.9	129	12.4	14	10.3	60	15.0	307	12.0
EU	32	3.3	118	7.5	68	6.6	5	3.5	45	11.2	150	5.9
Non-EU	72	7.4	86	5.4	61	5.9	9	6.7	15	3.8	158	6.2
Total	977	100.0	1,580	100.0	1,039	100.0	139	100.0	402	100.0	2,557	100.0
Couples												
UK	303	79.9	1,353	79.2	618	72.9	596	85.1	138	87.0	1,656	79.3
Non-UK	76	20.0	356	20.8	230	27.1	105	14.9	21	13.0	432	20.7
EU	19	5.0	149	8.7	88	10.4	52	7.3	9	5.8	168	8.0
Non-EU	57	15.0	207	12.1	142	16.8	53	7.6	12	7.2	264	12.6
Total	379	100.0	1,708	100.0	849	100.0	701	100.0	159	100.0	2,087	100.0

Source: M O'Connor (Nov 2014) [Tax Credits and migrant families 2014](#), data obtained from HM Revenue and Customs via Freedom of Information requests.

Notes: Families are assigned to 'non-UK' if the sole adult in a single claim or either adult in a joint claim is identified by a NINo issued to them when they were not a UK national

15 Statistics on migrants and benefits

Table 4b - Nationality at NINo registration: families receiving Child Tax Credit (CTC) and/or Working Tax Credit (WTC) as of March 2013, by world area of origin, UK

Thousands of families and percentages

	Out of work with children - CTC only		In-work families on tax credits		In work with children - WTC and CTC		In work with children - CTC only		In work without children - WTC only		Total	
	Number	% of total	Number	% of total	Number	% of total	Number	% of total	Number	% of total	Number	% of total
All families												
UK	1,253	86.9	2,736	83.9	1,522	82.1	739	86.8	476	85.2	3,989	84.8
Non-UK	190	13.1	526	16.1	332	17.9	112	13.1	83	14.8	716	15.2
EU	50	3.5	252	7.7	143	7.7	52	6.1	57	10.2	302	6.4
Non-EU	139	9.7	274	8.4	188	10.2	60	7.1	26	4.6	414	8.8
Total	1,442	100.0	3,263	100.0	1,853	100.0	850	100.0	559	100.0	4,705	100.0
Singles												
UK	919	89.4	1,364	87.5	899	88.4	125	90.1	340	84.4	2,283	88.3
Non-UK	109	10.6	195	12.5	118	11.6	14	10.0	63	15.7	304	11.8
EU	31	3.0	116	7.4	63	6.2	5	3.3	48	12.0	158	6.1
Non-EU	78	7.6	79	5.1	55	5.4	9	6.7	15	3.7	146	5.7
Total	1,028	100.0	1,559	100.0	1,018	100.0	138	100.0	403	100.0	2,587	100.0
Couples												
UK	333	80.5	1,372	80.5	622	74.5	614	86.2	136	87.3	1,706	80.5
Non-UK	81	19.5	331	19.5	214	25.5	98	13.8	20	12.8	412	19.5
EU	19	4.7	137	8.0	81	9.6	47	6.6	9	5.7	156	7.4
Non-EU	61	14.8	195	11.4	133	15.9	51	7.1	11	7.1	256	12.1
Total	414	100.0	1,704	100.0	836	100.0	712	100.0	156	100.0	2,118	100.0

Source: M O'Connor (Jul 2014) [Tax Credits and migrant families](#), data obtained from HM Revenue and Customs via Freedom of Information requests.

Notes: Families are assigned to 'non-UK' if the sole adult in a single claim or either adult in a joint claim is identified by a NINo issued to them when they were not a UK national.

5. Child Benefit

As of August 2012 Child Benefit was being paid to 990,000 claimants who were a non-UK national when they registered for a National Insurance number (NINo).²³ This amounted to 12.5% of the 7.9 million families in receipt of Child Benefit in August 2012.²⁴

Under provisions in EU law on social security coordination within the European Economic Area (EEA), Child Benefit and Child Tax Credit may be payable to EEA migrants in the United Kingdom in respect of their dependent children resident in another Member State. The provisions relating to payment of “family benefits” for children resident in another Member State are in EC Regulation 883/2004.

As of March 2015, there were 19,579 families with ongoing Child Benefit claims awarded in respect of 32,408 children living in other member states. There were also 7,026 ongoing Child Tax Credit awards granted in respect of 11,762 children under this regulation.²⁵

These HMRC figures may include Child Benefit awards paid to UK nationals with children living in other EEA countries. These figures also include Switzerland, which is not in the EEA but is covered by the same social security regulations.

In August 2014, for when the most recent figures are available, the total number of families in the UK in receipt of Child Benefit awards was 7.46 million.²⁶

Table 5 shows the amount of Child Benefit awards to families that had children residing in EEA member states between 2009 and 2013.

²³ HMRC Freedom of Information response FOI 1976/13, published in M O'Connor (Sep 2013) [Fiscal effects of migration to the UK: Working Tax Credit claimant numbers](#)

²⁴ HMRC [Child Benefit statistics geographical analysis](#). Note that the total number of families receiving Child Benefit subsequently fell to 7.55 million by August 2013 as a result of the implementation of the higher-income tax charge from January 2013 onwards.

²⁵ [PQ 2064 \[on social security benefits\], 10 June 2015.](#)

²⁶ [Child Benefit small area statistics - August 2014.](#)

Table 5 - Child Benefit claims under EC Regulation 883/2004 in respect of children living in another EEA member state (or Switzerland)

	<i>Oct-09</i>		<i>Jul-10</i>		Jun-11		Sep-12		Dec-12		Dec-13	
	No. of awards	No. of children	No. of awards	No. of children	No. of awards	No. of children	No. of awards	No. of children	No. of awards	No. of children	No. of awards	No. of children
Austria	29	52	45	29	34	52	27	41	29	47	23	37
Belgium	153	297	310	159	155	303	146	290	138	274	75	140
Bulgaria	45	70	113	79	142	186	175	227	174	238	186	245
Cyprus	51	82	89	55	61	87	54	78	53	80	39	61
Czech Republic	197	340	295	175	168	277	179	293	176	282	124	203
Denmark	13	24	32	18	18	33	20	34	20	35	13	23
Estonia	17	30	29	19	28	39	37	57	43	63	45	65
Finland	16	29	30	16	20	38	15	33	16	30	12	23
France	1,256	2,346	2,343	1,266	1,257	2,320	1,155	2,146	1,080	2,003	789	1,429
Germany	311	529	578	337	339	583	368	647	366	641	283	495
Greece	51	81	88	57	57	85	53	79	51	76	44	69
Hungary	96	172	130	80	103	157	132	203	132	203	136	196
Iceland	2	4	5	3	3	5	3	5	3	5	15	15
Italy	175	300	316	187	199	336	202	350	193	330	156	273
Latvia	259	346	404	295	536	732	822	1,109	853	1,117	797	1,091
Lithuania	747	1,093	1,012	710	982	1,342	1,212	1,710	1,276	1,772	1,215	1,712
Luxembourg	14	26	28	15	12	25	10	21	10	21	7	14
Malta	17	26	25	17	19	27	15	21	14	21	15	22
Norway	45	92	79	42	40	73	37	72	14	65	30	61
Poland	22,858	37,941	28,760	17,212	16,230	27,018	15,251	25,623	15,499	25,659	13,174	22,093
Portugal	222	329	346	233	246	368	236	355	239	364	202	309
Rep. of Ireland	883	1,818	1,972	957	1,086	2,251	1,242	2,529	1,281	2,609	1,231	2,505
Romania	36	53	130	75	158	264	197	334	196	328	230	392
Slovakia	1,483	2,573	2,051	1,180	1,077	1,870	1,105	1,953	1,083	1,881	692	1,232
Slovenia	5	7	9	6	6	10	7	12	7	13	11	21
Spain	741	1,230	1,322	796	832	1,386	776	1,291	756	1,275	600	1,019
Sweden	57	107	130	65	60	114	64	112	66	122	49	95
Switzerland	104	216	235	113	117	244	121	242	122	238	77	150
Netherlands	185	373	390	197	205	410	194	384	192	379	142	288
Total	30,068	50,586	24,393	41,296	24,190	40,635	23,855	40,251	24,082	40,171	20,400	34,268

Sources: [HC Deb 6 Sep 2010 c190W \[PQ11051\]](#)
[HC Deb 6 Sep 2011 c400-1W \[PQ 68533\]](#)
[HC Deb 22 Oct 2012 c619-1W \[PQ 123449\]](#)
[HC Deb 28 Jan 2013 c619W \[PQ 138991\]](#)
[HC Deb 14 May 2014 c676-7W \[PQ 181673\]](#)

6. Further reading

The following Library briefing papers provide further information on migration and social security.

Migrant's access to benefits

[People from abroad: what benefits can they claim?](#) (17 June 2015)

[Measures to limit migrants' access to benefits](#) (17 June 2015)

[Further proposals to restrict migrants' access to benefits](#) (20 March 2015)

[Child Benefit and Child Tax Credit for children resident in other EEA countries](#) (18 July 2014)

Migration statistics

[Migration statistics](#) (7 March 2017)

Asylum statistics

[Asylum Statistics](#) (20 December 2016)

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