



## **Policy and Scrutiny Committee**

**Date:** 8<sup>th</sup> November 2012

**Classification:** Information Update

**Title:** Census 2011 – Progress towards Resolution

**Report of:** Mike More, Chief Executive

**Wards Involved:** All

**Policy Context:** Population – Impacts on Finance, Service Planning, Community Insight, Lobbying.

**Financial Summary:** Census 2011 results are likely to impact negatively on the Baseline for Local Government Finance Settlement from 2013 onwards

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### **1 Executive Summary**

Work to determine the plausibility of the 2011 Census results has yet to reach a conclusion due to the limited availability of data provided by ONS.

### **2 Key Matters for the Committee's Consideration**

- The Committee are asked to note the latest position with respect to work around the 2011 Census results.

### **3 Background**

The previous Scrutiny Committee on 3<sup>rd</sup> September, was provided with early 2011 Census results and provided with details of the meeting with the National Statistician on 31<sup>st</sup> August.

- 3.1 The first wave of Census data released in July contained City-wide resident population by 5 year age-sex groups, a count of short-term migrants, and households occupied by full-time residents.

These initial results indicated that

- Westminster's resident 2011 Census population at 219,400 was 21,800, (9%) lower than the previous revised 2010 MYE of 241,100.

- A further 6,900 short-term migrants<sup>1</sup> live in Westminster.
- A significant number of occupied properties were used by part time residents

- 3.2 The ONS had made fundamental changes to migration methodology early in 2011 to address the “mid-year estimate inaccuracies”, and administrative sources such as the GP list broadly supported the previous MYE’s, so the magnitude of the drop was unexpected.
- 3.3 The financial impact of the drop in population remains unclear because changes to the local Government funding mechanisms are still unpublished, but it is likely to present a considerable risk.

## **4 Progress with ONS**

- 4.1 The Council met with the National Statistician on 31<sup>st</sup> August 2012. Westminster had identified from the first wave of results some areas which needed particular examination, whilst the ONS provided a brief pack to explain some of the outputs.
- 4.2 The fundamental reason for the results in Westminster varying so far from the mid-Year Estimates according to the ONS, is due to overestimation of in-migration to the City between 2001 and 2006. This explanation would imply that through 2001 to 2011 Westminster’s grew at a much slower pace than previously estimated.
- 4.3 The ONS also alluded to a growing presence of second residences. Second residences tend to confuse the issue of Census accuracy as occupants often pay full council tax and appear on administrative data sources such as GPs. However, the Council receives no further funding for them as they are not a “resident” as defined by population estimates.
- 4.4 3rd September 2012, Westminster followed up the meeting, with a series of questions to the ONS designed to further understand the issues in the field in Westminster, and also requests for detailed local and community specific data that could be tested for plausibility against other sources – for example households size along the Edgware Road, which could be compared to figures that ESRO<sup>2</sup> had produced through a separate field exercise.
- 4.5 ONS replied 2nd October with a broad explanation for the processes in Westminster, but a refusal to release either field notes (personally disclosive) or detailed local data (not part of their scheduled release). This leaves Westminster unable to reach any firm conclusions on whether the census results are correct.
- 4.6 8<sup>th</sup> October, Westminster informed the ONS that their unwillingness to release such data makes it impossible for the Authority to negotiate with CLG about population issues in time for debate around funding before final settlement decisions are made. The United Kingdom Statistics Authority (UKSA) has been subsequently contacted with a view to securing an independently overseen fast-tracked resolution process.

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<sup>1</sup> These are individuals who intend to live in the UK for less than a year – they DO NOT Appear in any other population totals.

<sup>2</sup> ESRO – an ethnographic company specialising in fieldwork in hard to reach communities.

## **5 Collaborative work**

- 5.1 Westminster has contacted a number of other inner London Boroughs with reduced Census populations – Southwark, Kensington and Chelsea, City of London and Camden.
- 5.2 Southwark and Kensington and Chelsea have some similarity of issues – and although there are different nuances (for example Southwark has a particular concern about the enumeration of its South American community), there are also sufficient overlaps for the three boroughs to consider joint commissioning of further evidence, and to share information with respect to ONS and CLG contact.
- 5.3 Both Camden and City of London have more confidence in census results, but are also interested in further work around accuracy of migration estimates and the impacts of short-term migrants and part-time residents.
- 5.4 All 5 boroughs are reliant on more detailed data to make informed conclusions on the accuracy of their census results.

## **6 Commissioning Further Evidence to test Census Results**

- 6.1 Following the 2001 Census results Westminster commissioned work, in particular an address matching exercise that proved to be instrumental in proving the Westminster case for extra population beyond reasonable doubt.
- 6.2 The unavailability of more detailed data makes it very difficult to commission focussed work on the areas where the Census does appear to be flawed in either process or output. The ONS have been asked to release further details early and at this stage have been unable to do so. The next release of data scheduled for November 2012 to February 2013. This is granular (at output area level) but also limited. Commissioning further evidence will therefore be limited at this stage.

## **7 Lobbying**

- 7.1 A lobbying strategy around the Census has been developed with the immediate objective to persuade the CLG not to deploy Census data in the financial settlement. This is most likely to be successful through the development of a persuasive and robust evidence base, co-ordinating work with other Local Authorities.
- 7.2 Westminster will continue to work with the ONS to analyse the data that is available, and to find a way to access detailed data as quickly as possible. A response to the correspondence outlined in paragraph 4.6 is awaited from both the ONS and the UKSA.

## **8 Population Data released since Census results**

### **Projections**

- 8.1 The ONS released Population Projections based on the 2011 Census results on 28th September 2012, covering the period from 2011 to 2021, broken into the components of change (natural change, migration etc) and by single age-sex groups. This data set represents the CLG's first choice set for deployment in the finance settlement.
- 8.2 In 2013, the key year for population feeds, Westminster's population is 230,000, a rise of some 10,700 or 4.9% in the two years from the Census figure. Westminster's share of the England population rises from 0.41% to 0.43%.
- 8.3 These projections add back into Westminster around 40% of those unexpectedly lost from the Census results. The 2013 figure however is around 37,000 less than the 2008 based projected figures used in settlements covering the years from 2010-12.

### **Second Homes**

- 8.4 Second residents (i.e. people who live at another address for at least 30 days each year) are a significant phenomenon in Westminster.
- 8.5 Over 46,000<sup>3</sup> people living in Westminster use second residences in some way, this equates to some 20% of the total population base
- 8.6 People whose second properties are limited to within the UK – are just as likely to say that their main property is in Westminster as elsewhere. This runs contrary, to previous assumptions that a majority of people would describe their family homes/ usual residence as being the one outside the City.
- 8.7 There is no data on people living primarily outside the UK but who live in Westminster for at least 30 days per year - It is impossible for a UK snapshot census to capture that information. However that does mean that it is not possible to determine whether Westminster is supporting more second residents with public services than it is funded for in estimates.
- 8.8 8% of all Westminster residents<sup>4</sup> are not counted in the Census population estimates / are unfunded – and that there are a further unknown number of people supported who live primarily abroad. Conversely, some 15% of residents for whom Westminster receive full funding spend at least 30 days elsewhere outside of the Borough.
- 8.9 Second residents (i.e. people who live at another address for at least 30 days each year) are a significant phenomenon in Westminster.

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<sup>3</sup> Note – it would be possible to fall into multiple categories i.e. spend over 30 days at more than 1 other property but it is assumed that numbers of people in such a position are fairly minor.

<sup>4</sup> All Resident base being Usual Residents + Plus Second Residents not already accounted for+ Short Term Migrants

- 8.10 People whose second properties are limited to within the UK – are just as likely to say that their main property is in Westminster as elsewhere. This runs contrary, to previous assumptions that a majority of people would describe their family homes/ usual residence as being the one outside the City.
- 8.11 There is no data on people living primarily outside the UK but who live in Westminster for at least 30 days per year - It is impossible for a UK snapshot census to capture that information. However that does mean that it is not possible to determine whether Westminster is supporting more second residents with public services than it is funded for in estimates.
- 8.12 8% of all Westminster residents<sup>5</sup> are not counted in the Census population estimates / are unfunded – and that there are a further unknown number of people supported who live primarily abroad. Conversely, some 15% of residents for whom Westminster receive full funding spend at least 30 days elsewhere outside of the Borough.
- 8.13 Of Westminster usual residents who live elsewhere for over 30 days – 58% go abroad and 42% elsewhere in the UK.
- 8.14 Westminster has the 5th highest proportion of usual residents using second homes after City of London, K&C, Oxford and Cambridge.
- 8.15 Westminster Local Authority has the 19th highest proportion of people who are usually resident elsewhere but who have a second property in the Borough. The higher figures are for tourist areas. It does however host the 3rd highest number of second residents here for work reasons (after City of London and Richmondshire- excluding Isles of Scilly).

Breakdown of Westminster Second Residents by	First Property in Westminster / Second Property Elsewhere in UK	First Property in Westminster / Second Property Abroad	Total
<b>FUNDED - Counted as a Resident in Westminster's Population Estimates</b>	<b>13,415</b>	<b>19,708</b>	<b>33,123</b>
	Second Property in Westminster / First Property Elsewhere in UK	Second Property in Westminster / first Property Abroad	Total
<b>UNFUNDED - Not Counted as a Resident in Westminster's Population Estimates</b>	<b>13,429</b>	<b>Not Known</b>	<b>Not Known</b>

## 9 Financial Implications

No update

## 10 Legal Implications

None

## 11 Future Census Releases

<sup>5</sup> All Resident base being Usual Residents + Plus Second Residents not already accounted for+ Short Term Migrants

- 11.1 Wave 2 is scheduled for November 2012 to February 2013. Data will be released at output area level, then ward, and will cover single dimensions such as detailed age, living arrangements, ethnicity, nationality (new), language (new), economic activity, and length of residency in the UK. The third and fourth waves will cover increasingly complex cross-tabulations of the above, released in March to June 2013 and then July-October 2013. It will also include travel to work data and theme data.

The full census prospectus is available at <http://www.ons.gov.uk/ons/guide-method/census/2011/census-data/2011-census-prospectus/index.html>

**If you have any queries about this Report or wish to inspect any of the Background Papers please contact: Damian Highwood 0207 641 3283 / [dhighwood@westminster.gov.uk](mailto:dhighwood@westminster.gov.uk)**