

Scrutiny Sub-Committee C

Monday June 22 2009

7.00 pm

Town Hall, Peckham Road, London SE5 8UB

Membership

Councillor Toby Eckersley (Chair)
Councillor Anood Al-Samerai (Vice-Chair)
Councillor Susan Elan Jones
Councillor Richard Livingstone
Councillor Jane Salmon
Councillor Mackie Sheik
Councillor Robert Smeath

Reserves

Councillor Columba Blango
Councillor Robin Crookshank Hilton
Councillor Helen Jardine-Brown
Councillor Alison McGovern
Councillor Gordon Nardell

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Contact

Sally Masson on 020 7525 7224 or email: sally.masson@southwark.gov.uk

Members of the committee are summoned to attend this meeting

Annie Shepperd

Chief Executive

Date: June 12 2009



Scrutiny Sub-Committee C

Monday June 22 2009
7.00 pm
Town Hall, Peckham Road, London SE5 8UB

Order of Business

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2.	NOTIFICATION OF ANY ITEMS OF BUSINESS WHICH THE CHAIR DEEMS URGENT	
	In special circumstances, an item of business may be added to an agenda within five clear working days of the meeting.	
3.	DISCLOSURE OF INTERESTS AND DISPENSATIONS	
	Members to declare any personal interests and dispensation in respect of any item of business to be considered at this meeting.	
4.	MINUTES	1 - 21
	To approve as a correct record the Minutes of the open section of the meeting held on May 12 2009.	
5.	STRENGTHENING THE CENSUS WORK FOR THE 2011 COUNT	22 - 26
6.	WORK PROGRAMME PROPOSALS	
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Item No.

Title

Page No.

**DISCUSSION OF ANY OTHER CLOSED ITEMS AS NOTIFIED AT THE
START OF THE MEETING AND ACCEPTED BY THE CHAIR AS
URGENT.**

Date: June 12 2009



SCRUTINY SUB-COMMITTEE C

MINUTES of the OPEN section of the meeting of SCRUTINY SUB-COMMITTEE C held on TUESDAY MAY 12 2009 at 7.00 P.M. at the Town Hall, Peckham Road, London SE5 8UB

PRESENT:

Councillor Toby Eckersley (Chair)
 Councillor Anood Al-Samerai (Vice Chair)
 Councillor Jane Salmon
 Councillor Mackie Sheik
 Councillor Anood Al-Samerai
 Councillor Richard Livingstone
 Councillor Dora Dixon-Fyle

OFFICER SUPPORT:

Glen Watson – ONS Census Director
 Ian Cope – ONS Census Deputy Director
 Duncan Whitfield – Director of Finance (Southwark's
 Census Liaison Manager)
 Fran Biggs – Electoral Services Manager
 Dan Gilby – Corporate Policy Officer
 Kwabena Owusu-Agyemang – Analytical Hub Manager
 Sally Masson – Scrutiny Project Manager

APOLOGIES FOR ABSENCE

There were no apologies for absence.

NOTIFICATION OF ANY ITEMS OF BUSINESS WHICH THE CHAIR DEEMED URGENT

There were no urgent items.

DISCLOSURE OF INTERESTS AND DISPENSATIONS

There were none.

MINUTES

RESOLVED: That the Minutes of the meeting held on March 23rd 2009 be agreed as a correct record with the correction that Councillor Anood Al-Samerai (Vice Chair) is shown as present and this is reflected in the minutes.

2. CENSUS AND MIGRATION

- 2.1 The Chair opened the meeting by thanking Glen Watson and Ian Cope from the Office of National Statistics (ONS) for attending the meeting.
- 2.2 The officers from ONS began by saying that they attached a lot of importance to the Southwark Census counting process and that they were pleased that they had been invited to come and talk with the committee about it.
- 2.3 The officers presented the work they had been doing to date for the 2011 Census count for England and Wales. (See Appendix 1)
- 2.4 The presentation covered the background to and lessons learned from previous Census counts which took into consideration the changes now taking place in Southwark's communities. The presentation also looked at the proposals for a review of the procedures for 2011 which included the various adjustments necessary and improved stakeholder engagement.
- 2.5 Officers told the sub-committee that the primary purpose of a Census is to get a clearer picture as possible of our communities to ensure we have the proper level of funding for the PCTs and local authorities. It also allows government and the associated businesses to plan their investments and plan decision making on appropriate training requirements. Officers highlighted the importance of counting ethnic groups as accurately as possible because this monitors the success of equal opportunities schemes and ensures that resources are appropriately allocated.
- 2.6 The logistics of coordinating such an operation is very complex. There are 24 million households in England and Wales with 70,000 field staff needed to make 2.6 million calls.
- 2.7 There have been problems in a few local authority areas. Despite the 94% response rate, (forms returned) some areas have fallen below 70%. There has been, up to now, no central form tracking system with pockets of poor enumeration going undetected. Also there have been problems recruiting and retaining field staff with payments subject to difficulties because of problems with the payroll system.
- 2.8 Nowadays it is increasingly the case that there are more people living alone and there are more single parents with a child or children who live part time with each parent. This 'transient' arrangement makes it harder to track and count people.
- 2.9 The challenge for Southwark is that there is increasing mobility and migration with 25% of people aged over 85 by 2011. The complexity of family structures and living arrangements further complicate the picture. It can be problematic gaining access to controlled buildings (those with security doors) and with HMO's (Houses with Multiple Occupation).

- 2.10 The changes that have taken place since 2001 have included: Checking addresses before the Census day along with the systems that support the post out and post back (sending out and returning questionnaires). There is now an on-line facility to make returns and there is also a questionnaire tracking system in place to show up areas of non-response enabling subsequent follow up on those who do not respond.
- 2.11 The officers from ONS acknowledged that in Southwark there was a low response rate in 2001 with the highest number of unprocessed forms in the country. There had been insufficient 'dummy' forms created by enumerators which meant that the coverage of the borough had to be adjusted to add 66,808 people. In the 2004 study, 6,522 had been added.
- 2.12 Members were surprised to learn that parts of Dulwich seemed to have quite a low level of returns. It was thought that these kinds of anomalies could be addressed with more effort to engage with the Southwark communities.
- 2.13 In 2005, ONS started to consult with local authorities. £150 million was allocated for a new processing contract. In March 2009 the census rehearsal began and the recruitment of field staff was undertaken with Capita. In October the final rehearsal is scheduled to start with test boroughs, Lancaster, Anglesey and Newham. The 2011 Census field operation will consist of 20 – 30 regional managers, 120 area managers, 1,800 Census Coordinators, 25,000 Collectors. There will also be address checkers, hand delivery staff, special enumerators and specialist staff working on non compliance.
- 2.14 The 'targeted follow – up' will include the improved allocation of field staff - based on the estimated initial response rates. This will be based on data used from the Department of Work and Pensions and income support statistics. Field staff will be allocated a Census coordinator which should increase the response rate and assist in minimising the variability in staff workloads. This will enable more scope to use the teams more flexibly when spending time on follow up work.
- 2.15 The census forms are in a variety of languages which vary according to the individual needs of the communities within the borough. It was highlighted by Members that forms should include versions in Vietnamese for the borough of Southwark.
- 2.16 Questions on the forms are usually around the following topics:
- Basic demographic questions
 - housing
 - identity (ethnicity, national identity, language, religion)
 - migration
 - health/caring
 - qualifications
 - occupation and employment

New questions about migration, citizenship, second residences, languages and national identity, have now been added.

- 2.17 2009 is the year for the rehearsal. There should be fully integrated rehearsals of field operations including the supporting systems such as data capture and coding which underpin the work. There will be testing of the quantity and quality of the estimated initial response rates and an evaluation of how well all aspects of the system performed.
- 2.18 The process will take a selection of random post codes which will be followed up by a doorstep exercise to ascertain how well the questions have been understood.
- 2.19 The Census Coverage Survey process deals with the imputation of households along with an approximation as to how many persons have been missed. The CCS will characterise the households and persons missed after the census estimates at Local Authority level.
- 2.20 The census business case will be on the ONS website in the next month. Their target is to achieve a 94% response rate nationwide; whilst attempting to improve on 2001 in the worst performing areas.
- 2.21 Members wanted to know if there was a mechanism to calculate and record the non returns, refusals and/or invalid addresses. ONS Officers said that more was being done to improve the overall picture of data collected. There will also be data collected from GPs surgeries and the Local Authorities Local Land and Property Gazetteer.
- 2.22 It was felt that Local Authorities could assist with providing more accurate data: Their data sets should be kept up to date as much as possible. Local Authorities could also help by identifying HMO's and other multiple occupied dwellings and, if possible, assist with information on properties where there is possible subletting.
- 2.23 There is effort being undertaken by ONS to ensure there is more stakeholder engagement with the increased utilisation of data from local authorities and community partners. Integral to this is the intention of ONS to assure participants that the information provided on the Census forms is not being used for any other purpose but for the Census count. It was confirmed that the field staff do, as a matter of course, make this plain at the doorstep.
- 2.24 There are continued efforts to include newly constructed dwellings in the relevant ONS data bases. However, it was felt that perhaps Councils could assist ONS with providing local knowledge of their areas to minimise any mistakes. This would also assist ONS with identifying any problem areas where field staff may be at risk.
- 2.25 The Census Liaison Manager is responsible for accessing the decision makers and championing Census work within the Local Authority. It is also their responsibility to provide guidance information to ONS. The Assistant Census Liaison Manager will be responsible at a more operational working level, providing the day to day communication between the Local Authority and ONS. Local Authorities could provide assistance with ensuring the publicity of Census work is in the local media and displayed in public spaces.
- 2.26 The input of information provided by Local Authorities will add to the enumeration intelligence which will hopefully reduce the under-coverage problems and help to target field resources where response rates are expected to be low.

- 2.27 ONS expect Southwark to assist with the Census work by:
- Providing an accurate address register
 - Contributing to the LA Communications Advisory Group and publicising key census messages.
 - Providing knowledge of our community
 - Providing data from Council Tax and Electoral Registration and
 - Ensuring that our Local Land and Property Gazetteer is up to date.
- 2.28 In response to Members questions, Officers from ONS said that Census forms will be delivered by hand to prisons and care homes. It is now also possible to fill in a return via an online completion method.
- 2.29 Members were concerned that there will be a good standard of quality control. Diagrams of the area where there are poor returns could assist with the coverage of the operation. At present there is some confusion over which areas in Southwark are under returning. Dulwich was an area where Councillors would expect a higher return but the opposite is shown in ONS figures.
- 2.30 Members felt that those sitting on 'expert panels' should not be seen to have a vested interest in the process. Integrity and objectivity should be maintained throughout.
- 2.31 Members expressed considerable concern that Southwark's figures are not a true representation of the population and therefore in danger of not receiving the proper amount of funding. ONS Officers acknowledged that the key objectives this time were to maximise the returns and felt that there was a need for the 76.8% returns to grow by an extra 3%. Members were unhappy that the aim was only for a 3% increase and felt that ONS should be aspiring for a much higher level of return.
- 2.32 Members were concerned about how we can identify hidden communities and hard to reach individuals. There are concerns about the current strategy and its effectiveness. It was agreed that stronger working between all parties is the way forward especially in regard to ensuring there are clear lines of communication between all and a willingness to share information and data.
- 2.33 Concern was expressed that DCLG were not listening to local authorities and to ONS regarding the inaccuracy of population estimates. This situation needed to be improved to find the gaps in data and the possible impact of non returns.
- 2.34 **RESOLVED:** Members agreed that a set of recommendations would go to the Southwark Executive and further recommendations would be added for setting up mechanisms to enable effective joint working between the Executive and the ONS.

3 **POPULATION CHURN**

The Chair thanked Dan Gilby for drafting the initial Population Churn report.

- 3.1 The Chair felt that the bullet points entitled 'next steps' would be a good basis on which to form recommendations to the Executive.

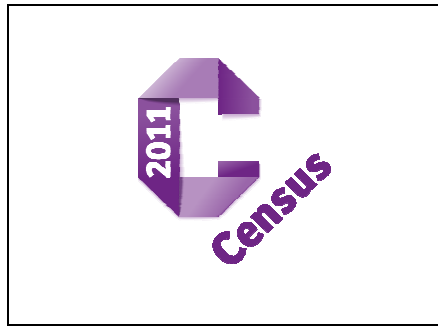
- 3.2 Dan Gilby reported that there has not been a great deal of work on population churn in Southwark and it would be beneficial to revisit this subject once further work has been carried out.
- 3.3 The issue of population churn links in with lobbying activities and funding allocations however, as yet we, as a Local Authority don't fully understand the churn within the local population and how we provide services to our diverse communities. Building a better understanding of population churn in the borough would allow use to make better use of existing resources by using this understanding to inform service design and delivery and predict future population churn.
- 3.4 The potential around the current data sources and how we utilise that data is yet to be fully explored. There are equalities issues around how we use information and data collected to inform our service provision. The quality of the data could be improved with more engagement with local communities.
- 3.5 The Southwark Alliance has submitted a bid to the Migration Impacts Fund, consisting of nine projects across a range of Council services, which are designed to assist local partners in dealing with the impact of migration on existing services and settled communities. The bid totalled £682,043 and a response from the Department for Communities and Local Government on the outcome of the bid is expected on 15 June.
- 3.6 It was stressed that Southwark needs clear and accurate information from all the departments operating in Southwark and that wherever possible, the Census work should be promoted at all levels within Council departments
- 3.7 **RESOLVED:** Members agreed that the bullet points entitled 'next steps' would be developed as recommendations to the Executive.
- 3.8 **Questions**
The sub-committee and ONS Officers discussed further questions.
- 3.9 **Question 1:** White paper: Forms will primarily be delivered by post (to as many as 95 per cent of households). Forms will also be posted back to a central location. What happens to the remaining 5% of places?
- 3.10 **Answer:** The rest will be delivered by hand. This is to address any mismatches in the system and promote more effective engagement. The rehearsal should test the robustness of the systems, in particular the 'post back' exercise.

- 3.11 **Question:** What is fallback position if something goes wrong with post out / back mechanism?
- 3.12 **Answer:** There is currently no 'post out' fall back however, the address register will say a lot about the quality of the procedures. It is acknowledged that a significant amount will be missed however. The doorstep operation will help to spot patterns that may assist with the coverage of the survey. The public will be encouraged to make contact with ONS through the ONS and Southwark Council's contact centers. There will not be extra provision for Southwark to take calls regarding the Census but all queries should be easy to answer for the Southwark contact centre and if they are not, people will be directed to the ONS contact centre.
- 3.13 **Question:** A labour force of some 30,000 temporary field staff will be employed to carry out the Census. This is a big reduction to the number of enumerators employed for the 2001 census (75,000). How exactly will the field force be distributed to low response areas?
- 3.14 **Answer:** There has been more effort to ensure that there is good training in the skills that are needed to carry out the work effectively. Enumerators in the past were expected to be jack of all trades and as a consequence, their overall abilities were compromised. Now enumerators will have their duties more clearly defined and will receive training in their area of expertise. It was not clear how many enumerators will be employed by Southwark at this stage. It was acknowledged that ONS have Southwark down as one of the top 10 hardest boroughs in which to conduct a successful Census count.
- 3.15 **Question:**
- Will there be sufficient training and capacity to deal with the volume of calls you are likely to get from areas such as Southwark?
 - Will additional resources be made available for hard to reach areas with specific information and training made available to contact centre employees?
- 3.16 **Answer:** ONS have put together simple FAQs for use on Councils websites. These questions usually cover all bases but if there is a more specific query ONS advise local authorities to put them in touch with ONS directly. Members commented that Vangent, the subcontractor for certain work carried out for and on behalf of the Council would have to be informed that they would be expected to undertake this extra responsibility. There will be no extra funding from ONS to Southwark for this.

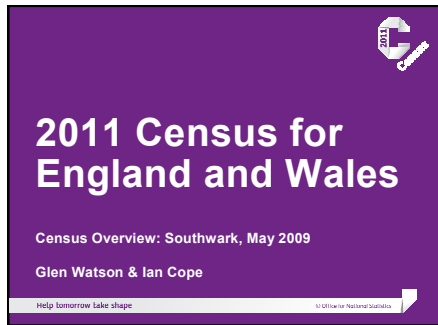
- 3.17 **Question:** Although the council can see the benefits of using new technology in order to manage scarce resources more efficiently during 2011 census we are concerned that too much reliance is being placed on the OI system. What risk analysis and alternative provision has been made around the potential for OI failure?
- 3.18 Also; has this new technology been thoroughly tested in census conditions and how?
- 3.19 **Answer:** If there are problems with the post back system, the new OI (Questionnaire tracking) system should assist with clarifying what it is ONS are expecting back. ONS officers are confident that this system is very robust with each questionnaire having a bar code with which to identify it. The contract has been awarded to Royal Mail for the post back service.
- 3.20 **Question:** Is 25% response online too optimistic? How do you come by these figures and what is the strategy for dealing with areas like Southwark where this response will be much lower?
- 3.21 **Answer:** There is now an online facility which should increase the amount of responses. There is now a 'belt and braces' approach to ensuring as many returns as possible. It is thought that with publicity numbers will significantly rise.
- 3.22 **Question:** Will local authorities receive any extra resource to fund the management of the census process and a local publicity and stakeholder engagement campaign?
- 3.23 **Answer:** There will be no extra funding, provided by ONS to resource the management of the process. ONS have not received any extra money from the treasury so this Census is operating on an act of good will, looking to utilise money already received.
- ONS/Southwark need to look at publicity locally. Southwark to look at the promotion of the Census work within community groups, newsletters and the existing communication channels.
- 4 The Chair and Committee thanked all involved for the work that had been undertaken this year.

The meeting concluded at 10pm.

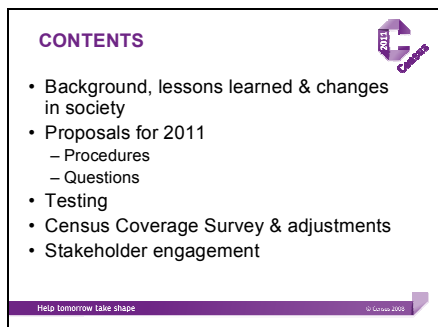
Slide 1




Slide 2



Slide 3



Slide 4

CENSUS BENEFITS 


Population: calculating funding for Local Authorities and PCTs & planning services

Housing: measure over-crowding, indicates need for new housing

Employment & Qualifications: allows Government and businesses to plan investment decisions and training requirements


Transport: information on place of employment and travel to work, and aids public transport and road planning


Ethnic Group: identify location & characteristics of minority groups; used to monitor equal opportunities, and to allocate resources



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THE 2011 CENSUS 



- 24m households in England/Wales
- 70,000 field staff
- 2.6m calls
- 561m A4 pages scanned
- 94% final response with accurate results in vast majority of LAs

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LESSONS LEARNED 


- Overall, a successful Census
 - but some problems in a few Local Authority areas
- Differential non-response
 - 94% overall response rate; but below 70% in some areas
- Lack of control in field
 - no central form tracking system
 - pockets of poor enumeration undetected
- Significant recruitment and payroll problems
 - 'cascade' recruitment and training
 - outsourced payroll

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NEW CHALLENGES AND OPPORTUNITIES

- Increasing mobility and migration
- Ageing: 25% more over 65s by 2011
- Complexity of family structures and living arrangements
- Access controlled buildings
- Falling response rates
- New communication channels




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MAJOR OPERATIONAL CHANGES FROM 2001

- Address checking before Census Day
- Post-out and post-back of questionnaires
- On-line completion
- Questionnaire tracking
- Intensive, targeted and flexible follow up of non response

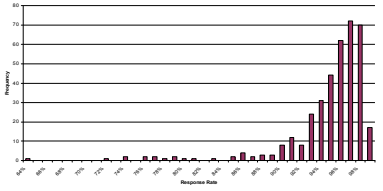


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LOCAL AUTHORITY RESPONSE

Distribution of LAD Level Underenumeration



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SOUTHWARK IN CONTEXT

- Low response rate in 2001 Census – 76.8%
- Highest number of unprocessed forms in the country
- Insufficient dummy forms created by enumerators
- Coverage adjustment added additional 56,808 people in Southwark for 2001
- 2004 LA study added 6,522 people to mid-year estimates
- Multi ethnic make up in 2001 census
 - 16% of Southwark population classified as Black African (London average 5%)
 - 8% of Southwark population classified as Black Caribbean (London average 5%)

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SOUTHWARK IN CONTEXT 2

Map to show the % of Non-Response Dummy Forms for Southwark by ward, with LCC boundaries.

2001 Census data

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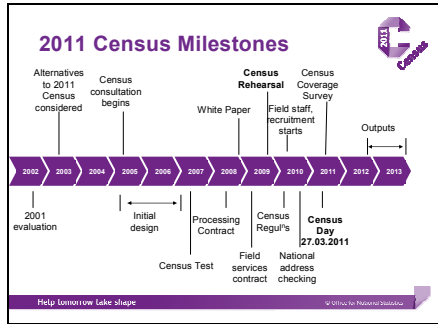
SOUTHWARK IN CONTEXT 3 – HOUSING: 2001 CENSUS DATA

Tenure Type	Southwark	London	England
Owned	~30	~55	~65
LA Rent	~45	~20	~15
Priv rent	~25	~25	~15
Other	~10	~10	~10

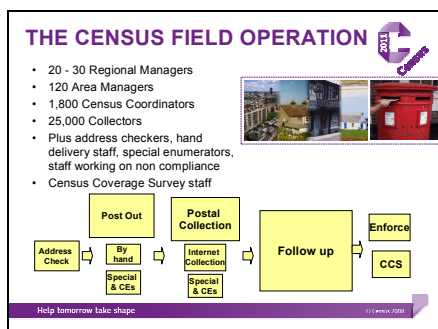
Data highlights very low private ownership. Private rent includes Housing Association

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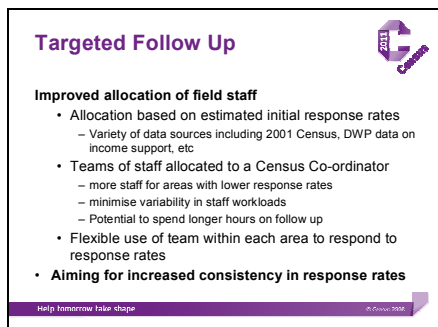
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LANGUAGES - TRANSLATIONS AND CALL CENTRE

Akan	Irish	Russian
Arabic	Italian	Shqip / Albanian
Bengali	Kurdish Sorani	Slovak
Bulgarian	Latvian	Somali
Cantonese	Lithuanian	Spanish
Czech	Malayalam	Tagalog / Filipino
Farsi / Persian	Mandarin	Tamil
French	Polish	Tigrinya
German	Portuguese	Turkish
Gujarati	Punjabi Gurmukhi	Ulster Scots
Hindi	Punjabi Shahmukhi	Urdu
Hungarian	Romanian	Yoruba

- Questionnaires in English & Welsh only
- But support in over 30 languages in Census Rehearsal (more in 2011)
- Translation help lines
- Translation booklets – paper and on-line
- Translation cards for field staff

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TYPE OF QUESTIONS INCLUDED

- Basic demographic questions (age, gender etc)
- Housing
- Identity – ethnicity, national identity, language, religion
- Migration
- Health/caring
- Qualifications
- Occupation/employment

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NEW QUESTIONS




- Migration
- Citizenship
- Second residences
- Languages
- National identity

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HOW DO WE ENSURE OUR SOLUTIONS WILL WORK?




- Question testing/development
- Address checking
- Small scale tests
- 2007 Test (100k households) – including Camden
- 2009 Rehearsal (130k households)

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SMALLER SCALE TESTS




- Address checking tests – 2005 onwards
- Lambeth in 2006 – Inner London
- Bath & NE Somerset Autumn 2007 – Communal Establishments
- Manchester in 2008 – Hard to enumerate areas & Communal Establishment management
- Fenland, Peterborough, Slough in March 2009 - Migrant workers
- Birmingham in October 2009 - includes students and prison

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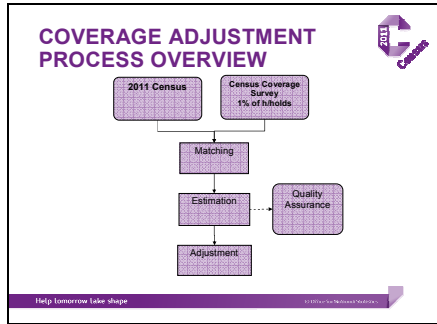
2009 REHEARSAL



- Rehearsal Date - 11 October 2009
- Fully integrated rehearsal of field operation (including supporting systems), data capture and coding
 - Includes online data capture & web self-help
- Aim to have near-final systems going into the Rehearsal
- 135,600 households
 - Lancaster (61,500 – whole LA)
 - Newham (40,000)
 - Isle of Anglesey, Wales (34,100)

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Slide 23

-
- COVERAGE ADJUSTMENT**
- Imputation of households and persons estimated to have been missed
 - Uses the CCS to characterise the households and persons missed
 - Impute households (and persons within them)
 - Impute persons into counted households
 - These add up to the census estimates at LA level and all tabulations use the imputed records
 - 56, 808 people added into published estimates for 2001 Census for Southwark
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-
- QUALITY ASSURANCE**
- We carry out a series of checks to assess plausibility of the estimates
 - Comparisons with multiple data sources
 - At different levels of aggregation
 - For different subgroups of the population
 - Considered by an expert panel
 - In 2011, going to prioritise and pay more attention to the riskier areas and groups
 - Also expanding the sources we will examine
 - And doing much more work in advance to understand these sources
 - Links with the Improving Migration and Population (IMPs) work
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2011 CENSUS STAKEHOLDER ENGAGEMENT 

- **Census users**
 - Census Advisory Groups
 - Consultations
- **Local authorities**
- **Community partners**
- **Parliament**
 - White Paper
 - Census Order & Regulation
 - APPGs

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LOCAL AUTHORITY AUDIENCES 

- **Chief Executives**
- **Elected Members**
- **Census users – research officers, etc**
- **LLPG Custodians**
- **Communication and publicity teams**
- **Census Liaison Managers/ACLMS**
- **Local Strategic Partnerships & wider community**

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ROLE OF CLM & ACLM 

Census Liaison Manager


- Executive level decision makers
- Census champion within the LA to coordinate Census activity
- Provide guidance and information to ONS
- Work closely with the Census Regional Champion

Assistant Census Liaison Manager

- Operational working level
- Day-to-day communication between LA and ONS
- Liaison with Census Area Managers & Coordinators
- Work closely with the Census Regional Champion

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WORKING WITH LAs 

- **Address register development**
- **Provide enumeration intelligence**
- **Identify community group contacts**
- **Support for recruitment**
- **Local publicity**
- **Provide local data to support for quality assurance**
- **Logistical support**

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ADDRESS REGISTER DEVELOPMENT 

- ONS matches 3 national address files
 - Royal Mail, Local Government Information House (NLPG), Ordnance Survey
- Unresolved address anomalies sent to suppliers to resolve, then onto LAs
- ONS field checks addresses in c. 30% to capture missing data. Updates to suppliers (eg LGIH)

27 authorities in pilot project during 2008
All LAs asked for support during 2009/10

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ENUMERATION INTELLIGENCE 

- **Aim to reduce differential under-coverage**
- **Help to target field resources where response rates expected to be low**
- **LA provide information to support area picture**
 - Areas of high population or residential property change
 - Areas of high proportion of non-English speakers
- **LA intelligence to inform delivery methods**
- **LAs supplement ONS area profiles for field staff**

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COMMUNITY LIAISON 

- ONS targeted approaches for target population groups at national level
- Aim to help publicise the census and underline its value to local communities and their leaders
- Provide help and guidance to local communities and members of the public
- Assist with the development of language and disability strategies
- Help provide a source of potential field staff

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COMMUNITY LIAISON – HOW SOUTHWARK CAN HELP 

- Your knowledge of these groups and your communities can help us
- Your list of local community contacts will help to support recruitment and publicity
- ONS engagement with LA Community & Diversity teams and LSPs
- Provide intelligence to help ONS field staff in how best to engage with local communities
- Your support and expertise will help us

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COMMUNICATION & PUBLICITY 

- National campaign planned, creative agencies appointed
- Welcome your support for national campaigns through your local media channels
- Welcome your local media contacts to help publicise key census messages
- Provide opportunities to use your local newsletters, community papers, website to publicise messages, recruitment etc
- Welcome your involvement in ONS's LA communications advisory group & development of communications toolkit for LAs

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LA SUPPORT FOR RECRUITMENT 

- Local publicity for staff recruitment
- Encourage involvement of staff who are representative of the local community
- Support involvement of LA staff
- Provision of logistical support, eg interview rooms

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FURTHER INFORMATION 

- Census Communities of Practice on IDeA website
- Open community for 2011 Census interest
 - <http://www.communities.gov.uk/commis-2/index.do?order=digit>
- Closed communities for
 - Census Regional Champions
 - CLM/ACLMS
 - Census Address Register – eg for LLPG Custodians
- Planned community for LA Communication officers

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HOW SOUTHWARK CAN HELP 

- We look forward to working with Southwark to help deliver a successful 2011 Census
- An accurate address register is key
- We would welcome your contribution to the LA Communications advisory group and publicising key census messages
- Your knowledge of your community will help us to target our recruitment and publicise messages
- Your data from Council tax and electoral registration is helpful in identifying areas difficult to count
- Your support for, and involvement in, recruitment invaluable


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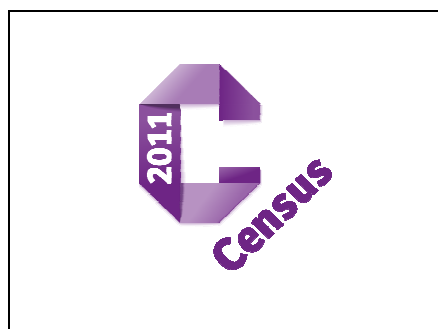
SUMMARY

- Lessons learned from 2001
- Adapting to changes in society for 2011
- Good progress made so far, plenty to do
- Test programme underway
Rehearsal October 2009, Census 27 March 2011
- Local authorities have a key role to play in sharing knowledge, expertise and practical support

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Scrutiny sub-committee C – Population and migration review – DRAFT

During spring 2009, Scrutiny sub-committee C undertook a review of population and migration in Southwark. This addressed the following three key elements of this issue:

1. The financial impact of incorrect population figures on the Council's resources
2. The preparations for the 2011 Census
3. The greater than normal degree to which Southwark is affected by population churn

The sub-committee looked at these issues in depth at their meetings on 23 March and 12 May 2009, hearing evidence both from officers from within Southwark Council and from experts from external bodies. The committee also examined a number of documents on this subject, ranging from government guidance to academic papers.

Following this review, the sub-committee would now like to make a series of recommendations to the Executive based on their findings, which are set out below.

1. The financial impact of incorrect population figures on the Council's resources

- 1.1 ONS population data is the primary driver of Central Government funding allocations to local authorities each year. It is the main component within the local government funding formulae. As such, under-estimated population figures have a direct and detrimental impact on an individual local authority's level of funding. It is therefore crucial that ONS population data is robust.
- 1.2 Since the 2001 Census, it has generally been accepted that there were significant flaws in the methodology used to estimate population at a local level. Many local authorities, including Southwark Council, have since been lobbying Government regarding the inaccuracies in the population projections and estimates resulting from this data and the impact that this had on funding allocations.
- 1.3 Neil Wilcox, Director of Funding and Research at Local Government Futures Ltd, attended the sub-committee meeting on 23 March. He gave a presentation to the sub-committee on population issues in Southwark and the way in which ONS population figures have impacted on the borough.
- 1.4 The presentation showed how a range of different estimates and projections have been applied to Southwark since 2001 and highlighted the impact that this has had on the Council's funding.
- 1.5 The Office for National Statistics's latest population estimates (2007 MYE) show that Southwark's population has been growing steadily since 2004. The 2007 Mid Year Estimates say the borough's population is 274,400, an annual growth rate of 2.3% since the last census in 2001. However, the government's Revenue Support Grant for the three year period 2007-10 use estimates based on figures from 2004 that are then projected forward which estimate that Southwark's population is 265,100.
- 1.6 The difference between the two sets of population figures is 9,300 people. The council estimates that the population undercount has reduced its actual funding

allocation for non-schools services, before transitional arrangements, by approximately £18m, over the three years period of the funding settlement.

- 1.7 Particular issues have also been raised with the way that migration is currently measured. The international passenger survey and the labour force survey do not provide sufficiently accurate measures of new migrants arriving in or leaving Southwark. The council believes that its population is undercounted due largely to the inability of population estimates to account for migration.
- 1.8 In 2005 the council, in partnership with Lambeth and Lewisham, asked the Greater London Authority's Data Management and Analysis Group (DMAG) to estimate Southwark's population. The average population within the borough, based on the five DMAG methodologies, was 267,900 - 9,500 higher than the official ONS estimates in 2005.
- 1.9 The Office for National Statistics and the government has recognised the need to urgently improve estimates of migration in time for the next three year local government finance settlement, commencing in 2011-12.
- 1.10 An inter-departmental government Task Force was set up in December 2006 to supplement the work being undertaken by the ONS Improvement to Migration Population Statistics (IMPS) programme and bring forward improvements to migration estimates.
- 1.11 The ONS will publish new revisions to how it estimates migration in June 2009 which are expected to include new migration modelling techniques based on local administrative data such as National Insurance Numbers and GP registrations. Improvements to the International Passenger Survey, experimental estimates for short term migrants (less than 12 months stay) and the Labour Force Survey have also been made.
- 1.12 London Councils has recently expressed concern that the revisions will not look at the Capital's share of migration. Previous ONS revisions in 2007 reduced London's population growth by 60,000 people.

RECOMMENDATIONS

- i) Lobby DCLG to use updated population data in the final year of the current financial settlement. The council considers the under-estimate to be an exceptional circumstance that would warrant the change to the three year settlement.**
- ii) Quality assure the work being undertaken by the ONS into improvements to population estimates to make sure that it reflects the nature of migration to the borough. Work with London Councils and other councils adversely affected by inaccurate population counts to lobby for appropriate changes to migration estimates. Lobby for inclusion of short term migrants (less than 12 months) in the next three year settlement.**
- iii) Use evidence base to help attain specific grants such as the Migration Impact Fund to help access funding to replace that lost through inaccurate population estimates.**

2 The preparations for the 2011 Census

- 2.1 For the past two hundred years, a ten-yearly census has counted the population of the UK. The importance of the Census to local government has increased as it has been used to derive the level of funding received by local public services, particularly as their financing has become more centralised. The 2001 Census is generally accepted to have had a number of significant flaws in its accuracy, the impacts of which have been felt by local authorities ever since. The process for preparing for the 2011 Census is now well underway.
- 2.2 Glen Watson and Ian Cope [insert their titles] from the Office of National Statistics attended the sub-committee meeting on 12 May. They gave an overview of the preparations for the 2011 Census, talked about the specific measures in place to deal with hard-to-count areas and answered questions posed by the committee.
- 2.3 The presentation set out how the ONS are responding to the lessons learned from the 2001 Census. The major operational changes will include address checking before Census Day, post-out and post-back of questionnaires, online completion, questionnaire tracking, and intensive, targeted and flexible follow-up of non-responses.
- 2.4 It was accepted by the ONS that Southwark is a hard-to-count area because of its 76.8% response rate in 2001 and the fact that it had the highest number of unprocessed forms in the country. Following the 2001 Census, the coverage adjustment process saw 66,808 people added to Southwark's populations figures, with an additional 6,522 added in 2004 after a further review.
- 2.5 The 2011 census will see a more targeted approach to the placement of field staff in order to increase the consistency of response rates across the country, although it has yet to be decided how many enumerators there will be in Southwark. Overall there will be fewer enumerators than last year, so it is important that Southwark presents the strongest possible case for the challenges it faces so that it receives a high number of enumerators.
- 2.6 The ONS expect Southwark Council to assist with the Census by:
- Providing an accurate address register by ensuring that our Local Land and Property Gazetteer is up to date.
 - Contributing to the LA Communications Advisory Group and publicising key Census messages
 - Providing knowledge of our communities
 - Providing data from Council Tax and Electoral Registers where required
 - Providing logistical support e.g. access to council staff to be enumerators, storage space etc.
- 2.7 Clarification was sought from the ONS representatives on a number of issues. In particular, questions were asked about the use of postal delivery, the overall reduction in the number of enumerators, the additional resources that will be targeted at hard to reach areas, and the use of new technology.
- 2.8 Members expressed considerable concern that Southwark's figures from the last Census were not a true representation of the population and highlighted the

impact that this has had on the Council's funding allocations. The ONS representatives explained that the key objective for this Census was to maximise returns across the country and provide a more consistent spread of response rates nationally. In order to achieve this they want to see no local authority with a response rate of less than 80%. Members were unhappy that this only represented a 3% increase in response rates for Southwark and wanted to aspire to a much higher rate, given the likely future impact on funding.

RECOMMENDATIONS

i) Review the 2011 census methodology and raise specific concerns with ONS and government. Make a strong case for Southwark to receive extra enumeration resource as an area unique in its mobile and hyper-diverse population.

ii) Continue internal preparations for the 2011 census including; address matching exercise; formation of Local Area Profiles; recruitment of local enumerators; liaison with ONS census team.

iii) Ensure sufficient resources (including prioritisation and monitoring by Executive and Corporate Management team) are provided by Southwark Council to the Census 2011 preparation, both for its coordination and for work required within departments to improve data quality

3 The greater than normal degree to which Southwark is affected by population churn

- 3.1 The term 'population churn' is used to describe the level of movement within a local population over a period of time.
- 3.2 A paper written by officers in Corporate Strategy was provided to the committee setting out the current level of understanding of the impact of population churn on Southwark and the Council's services.
- 3.3 Given its position as a global economic centre, London has long been a powerful magnet for people from across the UK and the world, giving it a vibrant, diverse and continually changing population. This movement of people has strengthened London's standing as a global city and brought significant economic and social benefits.
- 3.4 There is also a substantial amount of movement within London, encouraged by London's active housing market, the large numbers of the population with no settled homes and the scale of the private rented sector. At least three kinds of mobility can be observed in London – to and from overseas; to and from the rest of the UK; and within London itself. London's position as the nation's capital and financial centre means that much of the inward migration into London is from elsewhere in the UK and not solely from overseas.
- 3.5 This rapid transformation of Southwark's community profile presents public services with additional costs. The London School of Economics has estimated that London Councils in aggregate are spending in excess of £100 million a year in dealing with the pressures resulting from high population mobility.

- 3.6 However, while population mobility is recognised as a significant issue for Southwark, and London as a whole, much of the recent attention in this policy area has been focused on absolute population numbers in order to influence funding allocation from government. Further work is also needed to better understand the impacts and costs of population mobility on public service delivery, as well as the impact it can have on community cohesion.
- 3.7 The arrival of new communities into Southwark does have a recognised and significant impact on the services the Council delivers, although further work is needed to fully understand and quantify this. The Council has relied on existing budgets to manage these pressures and meet the needs of local communities and maintain community cohesion, but improved understanding would allow more to be done to predict and mitigate against likely future impacts.
- 3.8 Understanding Southwark's population both in quantitative and more qualitative respects is of great importance, not only in securing more sufficient funding allocations from Government, but also in ensuring that we design and deliver appropriate services to our communities.
- 3.9 A number of assumptions about churn remain untested and need further consideration. For example, the impact of regeneration on the level of churn could be explored, or the impact that it has on educational attainment or health outcomes might need further examination. More generally, evidence-based policy making, service design and commissioning will all benefit from a more nuanced and comprehensive understanding of Southwark's population and its movements.
- 3.10 In order to further enhance the Council's understanding of population churn in Southwark, the following recommendations are made to the Executive for future work on this subject:

RECOMMENDATIONS

- i) Commission a research project to gather the best available intelligence about shifting patterns of migration and movement within Southwark, bringing together existing knowledge within the Council and drawing on external support where required. This information could then be used to inform the preparations for the Census and for service design and commissioning.**
- ii) Given the impact that churn has across a range of public services in Southwark, lead a discussion with the Southwark Alliance to build cross-partner awareness of population churn and consider a coordinated and jointly-resourced response.**
- iii) Work closely with other local authorities in London to better understand the movement of people in and around London and explore opportunities for sharing information and resources on this issue.**

Proposals for Scrutiny Reviews

1. What is the true meaning of the budget and policy framework? (Councillor Toby Eckersley)
2. Food strategy (Executive)

(Following proposals from Councillor James Barber)
3. Health - review Southwark PCT quango policies:
 - prescription practices. Lambeth PCT seems to have repeat prescriptions every 2 months, Southwark 3 months. No automation around it. Systems not designed for patients. Review how prescriptions and repeat prescriptions should be - best practice recommendations
 - doctors lists. Looking at the way the PCT instruct GP practices with regard to patients moving home very close to their original location but still having to change their GP surgery.
4. Transport
 - zone 1 and zone 2 borders. Real issue that since jubilee line came to Southwark boundaries of these zone don't reflect how central Southwark is to central London
 - extending the Bakerloo line
5. Climate Chaos
 - review our climate strategy
6. Vulnerable Adults
 - Review of care of vulnerable adults in Council accommodation (carried over from the last work programme)
7. Planning enforcement (Councillor Gordon Nardell/Member of public)
 - Planning enforcement practices and outcomes in Town Centres – using Peckham as a case study using issues raised at Nunhead & Peckham Rye Community Council
 - A more focused and timely approach to planning enforcement as one of a number of techniques to improve the quality of the local environment and the image of Town Centres. The review seeks to influence the Council in its planning enforcement functions, which are almost exclusively exercised by officers with little formal member involvement in decision-making.
8. 20mph zones and speeding (Councillor Fiona Colley)

- Review of the effectiveness of traffic calming measures and 20mph zones in terms of reducing speeding, improving road safety and meeting accident reduction targets. Considering best practice from other areas in terms of measures to slow down traffic and to enforce speed limits.
- Work alongside Executive Member for Environment and officers with regard to helping to make the implementation of the Road Safety Plan and plans to make Southwark a 20mph borough as effective as possible.

(Following proposals from Councillor Veronica Ward)

9. Council communications

- Looking for value for money and comparing with comparative communication expenditure in comparable Boroughs.

10. Housing Repairs Service

- Scrutiny of the Housing Repairs service as it is presently operating – not necessarily a long term look review.

11. Asset Management

- Asset Management and community input/possible community use/ in the context of the proposed sales of Council Property at a time of severe downturn in the property market.

12. Joint and separate council and PCT budgets (Councillor Lorraine Zuleta):

- How do our spends meet the needs of our population?
- On what basis and process do we decide priorities?
- How can we future-proof our spends to protect against any future erosion of budgets?

Overview & Scrutiny – meetings 2009/10**June 2009**

Mon 22 Children's Services & Education
Sub-committee C

Weds 24 Health & Adult Care

July 2009

Weds 1 Sub-committee A
Sub-committee B

Mon 13 Overview & Scrutiny

Mon 20 Sub-committee A
Sub-committee C

Tues 28 Children's Services & Education

Weds 29 Health & Adult Care
Sub-committee B

September 2009

Mon 14 Overview & Scrutiny

October 2009

Mon 5 Children's Services & Education
Sub-committee C

Weds 7 Health & Adult Care

Mon 12 Overview & Scrutiny

Tues 13 Sub-committee B

Weds 14 Sub-committee A

November 2009

Mon 9 Children's Services & Education

Weds 11 Sub-committee C

Mon 16 Overview & Scrutiny

Mon 30 Sub-committee A
Sub-committee B

December 2009

Mon 7 Overview & Scrutiny

Weds 16 Health & Adult Care

January 2010

Mon 11 Overview & Scrutiny

Tues 19 Children's Services & Education

Weds 20 Health & Adult Care
Sub-committee C

February 2010

Mon 1 Overview & Scrutiny

Mon 8 Sub-committee B

Weds 10 Sub-committee A

March 2010

Tues 2 Children's Services & Education

Mon 8 Overview & Scrutiny

Tues 9 Sub-committee B

Weds 10 Sub-committee A

Weds 17 Health & Adult Care
Sub-committee C

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