

Item No.	Classification: Open	Date: January 26 2010	Meeting Name: Executive
Report title:		Review of Population and Migration – Preparation for the 2011 Census	
Ward(s) or groups affected:		All	
From:		Scrutiny Sub-Committee C	

RECOMMENDATION

1. That the Executive considers the comments of the Director of Finance in response to the recommendations of scrutiny sub-committee C (sections 2,3 and 4 of the scrutiny report attached as appendix 1)

BACKGROUND

2. The scrutiny sub-committee C undertook a review of population and migration in Southwark. This addressed the following three key elements of this issue:
 - The financial impact of incorrect population figures on the Council's resources.
 - The preparations for the 2011 Census.
 - The greater than normal degree to which Southwark is affected by population churn.
3. The sub-committee's report was considered by overview & scrutiny committee at its meeting on November 16 2009.

KEY ISSUES FOR CONSIDERATION

4. Office of National Statistics (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, underestimated 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.
5. 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, 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.

The response from the Finance Director to scrutiny's recommendations is set out below:

6. For the 2011 Census, the Office for National Statistics is planning to replace the door-door delivery and collection of census forms by enumerators with "post-out" and "post-back" of census forms (each household will receive a bar-coded form which they will be asked to complete and post-back to ONS). A reduced flexible enumeration workforce will be targeted to those households who will not respond via post.
7. Southwark's experience in postal return of forms by the local population indicates that the above approach presents a significant risk for census dis-engagement and non-response from those households that are hard to count. A useful comparison is the registration of eligible residents on the register of electors. This takes place annually, and forms are posted out to every household for completion and signature. During the canvass for 2009 there was a response rate of 36% from the first post out of canvass forms. This increased to 56% after two further post outs of canvass forms. The final response rate of 92.1% was achieved by sending out a team of nearly 200 canvassers to visit non-responding properties over a period of four weeks.

Recommendations	Officer advice
<p>1. 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.</p>	<p>The final year of the current three year settlement has not been amended to include updated population estimates.</p> <p>The government's population estimates used for determining the grant for 2008/9 are lower than the latest available ONS estimates. Based on the 2005 estimates, Southwark's population is some 10,000 underestimated.</p>
<p>2. 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 (between 1 and 12 months) in the next three year settlement.</p>	<p>ONS has published experimental data for short term migration¹ on 8th October 2009. The total number of short term migrants attributed to Southwark to the mid-year 2007 was 21,300.</p> <p>This figure is the eighth highest estimate for any Local Authority in England & Wales. This is the first time that short term migrants (STMs) have been counted by the ONS. The Council is not funded through the revenue support grant for this population but still provides services used by the hitherto uncounted population. It is important for the council that STMs are recognised either within the funding formula or through the provision of a specific grant.</p> <p>These figures estimate that Southwark is home</p>

¹ Short term migration figures are based on those people coming to the UK for between one and twelve months. It should be noted that the definition of STM in the 2011 census White Paper is people coming to the UK for between three and twelve months

	<p>to 4.4% of all short-term migrants in London. (London itself is attributed a third of all short term migrants).</p> <p>Of that 21,300, some 2,070 (9.7%) were believed to be in Southwark for work reasons (13% in England and Wales).</p> <p>These estimates are available only in the form of a flow, (numbers of people in Southwark between June 30th 2006 and June 30th 2007 who were in the UK for between 1 and 12 months). There is no stock figure available, (people here at any one-time) or details of the length of stay in the release. In lieu of any further detail therefore a stock estimate of 10,000 people seems reasonable.</p> <p>Southwark is represented on an ONS experts group that is reviewing the STM methodology. Southwark is also working with London Councils and other authorities to influence how these estimates will be recognised in the next funding settlement. A consultation on the figures closes on 18th January 2010</p> <p>Revisions to Long Term Migration² distribution were announced on 30th November 2009. On initial analysis of these figures, Southwark's 2008 Mid Year Estimates have increased by 11,500 people. However analysis of how these changes affect the Council's population projections is still being undertaken. This is important as the projection could be used for the next local government funding settlement.</p>
<p>3. 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.</p>	<p>Southwark Council, jointly with its partners on the Southwark Alliance, submitted a successful bid to the Migration Impacts Fund in May 2009. Southwark received £294,303 for 2009/10 and a provisional £300,085 for 2010/11 in additional funding to support three projects focused on:</p> <ul style="list-style-type: none"> i) Improving Private Rented Housing ii) Early intervention with young people not in education, employment or training (NEET) iii) Tackling rough sleeping and anti-social behaviour among A10 migrants³ <p>These projects will form a targeted approach to</p>

² Long term migrants are defined as those people coming to the UK for more than 12 months

³ A10 refers to the ten Accession states which have joined the EU since 2004 (Bulgaria, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Romania, Slovakia, and Slovenia)

	<p>three areas of policy where migration is having a significant impact on local communities.</p> <p>Southwark Council will continue to lobby for further resources to manage the impact of population churn and migration, including applying for any further specific grants from Government or other sources which might become available.</p>
<p>4. 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.</p>	<p>In October 2009, the Council initiated the Census 2011 programme. This programme aims to:</p> <ul style="list-style-type: none"> • Help ensure Southwark gets the resources required to meet our population's needs (i.e. get a fair settlement grant). • Help Southwark improve the quality of source demographic data. • Ensure the widest possible awareness of the census and its impact across Southwark, with emphasis in the engagement of those less likely to respond. • Provide ONS with an effective support infrastructure. <p>The Census programme team reviewed ONS methodology in October 2009 and as a result, has submitted questions for clarification and has raised concerns with ONS' methodology in November 2009. In November 2009 the Programme completed an estimate for Southwark's enumeration requirements. Southwark in conjunction with other LAs will be sending a report on enumeration and other operational issues/concerns following the completion of the Census rehearsal to ONS' operational advisory group. ONS have notified LAs that they will make available their estimates for enumeration support for each LA in January 2010.</p>
<p>5. 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; consideration of appropriate publicity and awareness raising.</p>	<p>The Census 2011 programme was initiated in October 2009 and manages the following projects:</p> <p>Address register – Development and national submission of an accurate and complete address register of residential properties in Southwark.</p> <p>Area profiles – Completion and effective communication of enumeration intelligence on local areas to ONS' field force.</p>

	<p>Communications and engagement – effective engagement with local community groups and corporate external/internal communications activities. This workstream has already commenced engagement of frontline services to ensure that these help to promote the census and its importance. Amongst others, this project will work with head-teachers, GP practices, community wardens, housing officers and other frontline staff to ensure adequate promotion of the census in Southwark.</p> <p>ONS logistics and partnership support – implementation of logistics and day to day operational liaison with ONS resources (e.g. responsibility for recruitment support, engagement of internal stakeholders, customer service support activities a.o.).</p> <p>Each of the above projects has a dedicated project manager, budget (where required) and project governance arrangements.</p> <p>In addition to the initiation of the above projects and engagement of all departmental SMTs, Southwark is proactively managing its relationships with key census stakeholders. Stakeholder engagement activities include:</p> <p>A consultation and engagement series of presentations to all Council SMTs and CMT Consultation with Members.</p> <p>Proactive engagement with ONS through formal membership at ONS' LLPG (Local Land and Property Gazetteer) communications and census operations advisory groups.</p> <p>Proactive engagement with other London local authorities facing similar population challenges (meetings held with LB Lewisham, Tower Hamlets, Westminster and London Councils).</p>
<p>6. 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</p>	<p>The Council's corporate management team recognised the importance of the Census to the Council, confirmed its support to the programme and to the use of the Census as a driver to improve data quality at the 25/11/09 CMT. Duncan Whitfield, Finance director has been nominated as the CMT's lead for Census preparations in Southwark providing the programme with proactive sponsorship and direction. The Executive Member for Resources has been briefed on Census</p>

	preparations and the Executive will be formally briefed in January 2010.
<p>7. 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.</p>	<p>As an initial step, officers in Corporate Strategy have been gathering evidence of the knowledge and information already held within Southwark in order to gain a fuller understanding of where further research is required. This has involved interviewing senior managers from across the Council and partner organisations, meeting with front-line staff such as teachers, health visitors and Job Centre Plus advisers, and collating and analysing data from a range of sources. This work is directed towards understanding the extent of population churn in quantitative terms, and the impact it has on partners' ability to achieve various outcomes in Southwark. This work will then be used to decide whether further external support is required.</p>
<p>8. 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.</p>	<p>Population churn impacts right across the public and voluntary sector in Southwark, and so it is important that a collective approach is taken to understanding and responding to the challenges it presents. The work described in response no. 7 is intended to be presented to the Southwark Alliance in early 2010 to enable them to discuss and shape this work at a strategic, partnership level. The recent review of the Southwark Alliance and its thematic partnerships recognised the role that the Local Strategic Partnership (LSP) plays in 'exercising a leadership and governing role by developing knowledge and understanding of the needs and aspirations of local communities, recognising patterns of population change and promoting social cohesion and active citizenship', so this report will support this.</p>
<p>9. 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.</p>	<p>Work is ongoing with other London Boroughs in order to understand the nature of population flows across London. Southwark Council has contributed to the London Collaborative's 'Population Flows' workstream (led by Barry Quirk, Chief Executive of Lewisham Council) and is now working with London Councils to take this forward.</p>

Background Papers	Held At	Contact
Scrutiny Sub-Committee C Overview & Scrutiny Committee - minutes and reports	Scrutiny Team Tooley Street London SE1 2TZ	Sally Masson Scrutiny project manager Tel: 020 7525 7224

APPENDICES

No.	Title
Appendix 1	Review of Population and Migration – Preparations for the 2011 Census.

AUDIT TRAIL

Lead Officer	Shelley Burke, Head of Overview & Scrutiny	
Report Author	Sally Masson, Scrutiny Project Manager	
Version	Final	
Dated	January 15 2010	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / EXECUTIVE MEMBER		
Officer Title	Comments Sought	Comments Included
Strategic Director of Communities, Law & Governance	No	-
Finance Director	Yes	Yes
Executive Member	No	-
Date final report sent to Constitutional/Community Council/Scrutiny Team	January 15 2010	