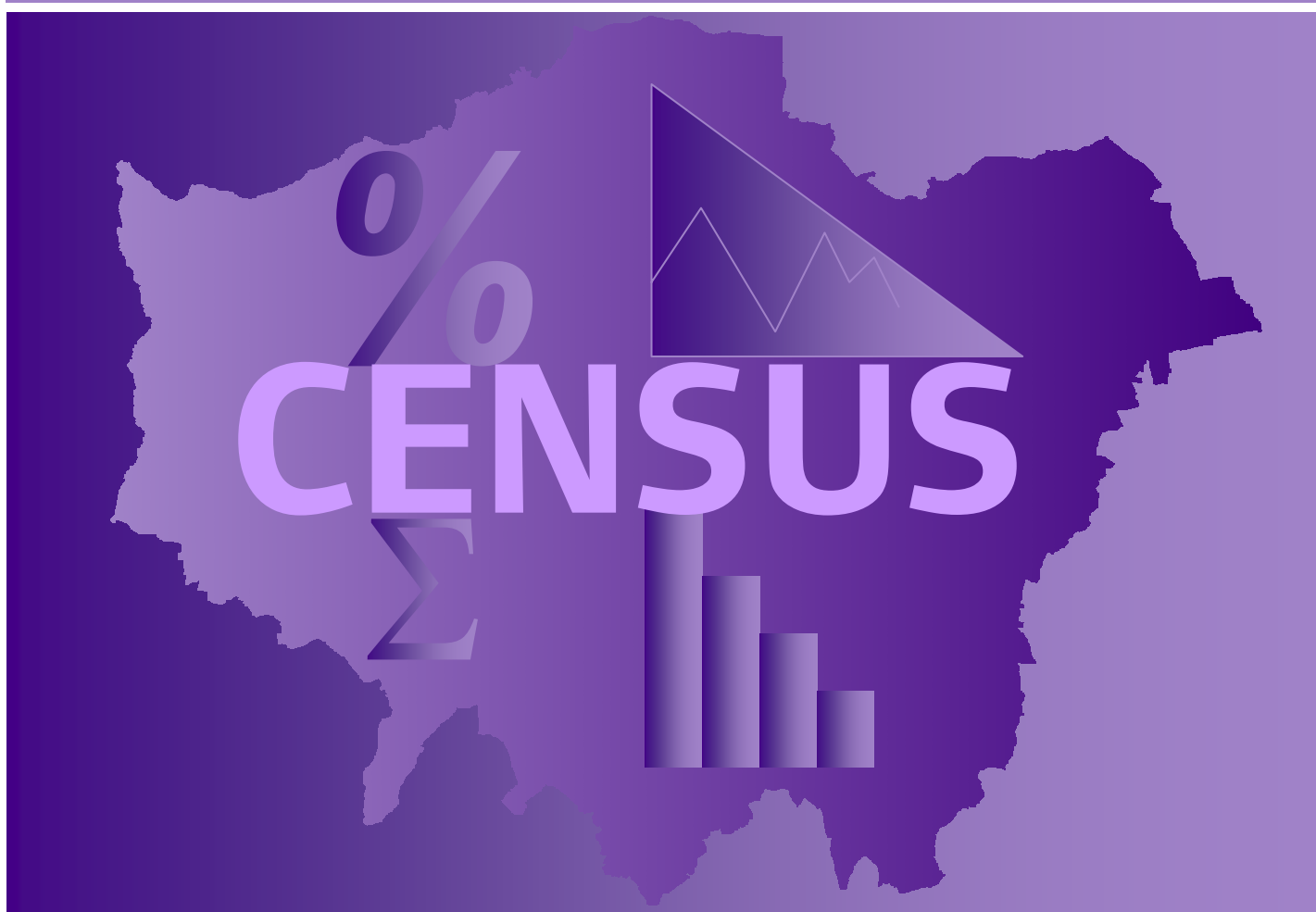


Data Management and Analysis Group

2001 Census Consortium and Information Scheme



DMAG Briefing 2009-06

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2001 Census Consortium and Information Scheme

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2001 Census Consortium

In 2001 the London Census Consortium was formally set up by means of an Information Scheme with the boroughs and a wider agreement between the core GLA, Functional Bodies and various other organisations including the London Health Observatory. All these organisations contributed to the costs of the arrangements. London Councils was invited to participate without payment as their staff had helped to set up the arrangements and they were not using the data as intensively as the other organisations. The Berkshire Joint Unit and the six unitary authorities in Berkshire joined at a later date, each authority paying a similar amount as the boroughs.

There is a long history of collaborative working on the Census between the London Boroughs and the GLA, London Research Centre, the London Residuary Body and the GLC and this has worked successfully throughout to the benefit, we trust, of all parties to the arrangement. Some of the history of collaborative working is detailed later in this Briefing.

Details of what the boroughs and other members gained from this arrangement are set out in this Briefing so that the GLA and the boroughs can consider whether they think it was value for money and whether they want to enter into a similar arrangement for the 2011 Census. Indications so far have been positive, although there is still a lot of consultation to go through, and the current plan is to start going through all the formal procedures required to get the agreement in place, starting with getting approval from the Mayor or Mayor's Office at the GLA. Planning for the 2011 Census is well under way and GLA staff are heavily involved in various committees and other forums and are regularly consulted as some of the leading national experts in their fields of work.

Some of the previous arrangements have continued throughout, such as the London Census Users' Group meetings which evolved from the GLC's Census Research Group and the Census Information Notes which have been produced since the 1981 Census. These have given census users in London the opportunity to network, share experiences and keep up to date in census developments. In addition, all the participating organisations have gained from the expertise available within the Census and Demography Teams at the GLA who, over time, have been involved in all censuses since 1961. This arrangement is the same model exemplified in the Audit Commission report, published in August 1991, 'Numbers that count: making the best use of the 1991 Census'.

How it was set up

The Information Scheme for 2001 was set up with a range of papers to various committees. A very potted version is that the first formal papers were to the LRC Joint Committee and then a similar paper to the Mayor's Management Board at the GLA for their approval to proceed with the arrangement. Then London Councils (or the ALG as they were then) put forward papers we had written to GLACE (the London Chief Executives Committee) and their Leaders' Committee for approval. After this an Information Scheme was drafted and signed by the Mayor and sent to all 33 boroughs. As by law all boroughs have to be consulted before the Information Scheme can be sent out there was also consultation and discussion at the Census Users' Group meetings over a number of years. When we received 22 signed agreements from boroughs the

arrangement became legally binding on the GLA and all 33 boroughs. Agreements with the other bodies were all by separate agreements or exchange of letters in the case of the Functional Bodies.

The costs of the 2001 Scheme are set out in the Information Scheme Schedule in Appendix 1. The total cost was £13,182 per borough. The next sections list what the boroughs got for their money.

Benefits to the boroughs

Access to census expertise not available anywhere else, even from ONS

All the census data they could get

Analysis in the form of reports, both printed and electronic (see Appendix 2)

A full ten years of advice and support over the telephone and at meetings

Training in use of SASAPC software and census data

Provision of a data service giving them data in the formats best suited to their needs

GLA had to buy hardware for storage of massive datasets

Processed all the data to reformat and make it usable

Maintained good relationships with ONS and represented London in consultations and negotiations

Census Users' Group network and meetings

Census Information Notes

A unique London dataset

History of collaborative working on the Census in London

There is a long history of collaborative working between the London Boroughs and the GLA, London Research Centre, the London Residuary Body and the GLC.

1971 The GLC paid for data and boroughs had to pay too as data was not transferable without a fee being paid to OPCS, GLC ordered large number of special tables designed for use by the GLC and the London boroughs, most boroughs did their own work, GLC did London-wide analysis.

1981 The GLC paid all and boroughs used data from them, most did their own work, GLC did London-wide analysis. The total cost was £250,000 as set out in the paper to the GLC Policy and Resources Committee of 29th September 1980 included in Appendix 3.

1991 The LRC arranged a consortium, boroughs paid, boroughs did lots of their own analysis, LRC staff did lots of London-wide analysis/publications.

2001 details given above. In summary the LRC/GLA arranged consortium, GLA, FBs and boroughs paid, GLA contribution measured in staff time and did lots of work for the consortium.

Long-term arrangements include the Census Users' Group meetings and the Census Information Notes. In addition to these are the range of London-wide analyses and publications produced by the GLA, LRC and GLC. These arrangements have appeared to work well for all concerned and provided the widest possible range of data for London at all geographical levels.

2011 Census plans

For 2011 a similar arrangement to 2001 is being proposed. Cost estimates have been based on the 2001 consortium arrangements updated from ten years ago. They are the best estimate that can be made as there are a number of uncertainties about output from the 2011 Census that will not be finally resolved for some time yet. Nevertheless the proposal has to be formulated now if it is to be in place in time for the arrival of the 2011 Census data and if the GLA and the boroughs are to be in a position to make best use of it.

The estimated cost of the 2011 Census Information Scheme is £20,000 per borough compared with £13,182 ten years ago. This is based on the types of expenditure incurred by the 2001 Scheme and changes that may involve extra costs for the consortium. As for all censuses going back to 1971 the largest individual cost is likely to be for specially designed tabulations for London. London's population is unique in a lot of ways, including its diversity, qualification and skills levels, mixture of poverty and affluence and this means that a unique set of data is needed for London alongside the standard tabulations that are likely to be produced for the country as a whole.

As in 2001 it is also based on a split in total cost between the GLA family and London boroughs of one third GLA and two-thirds boroughs.

The London Data Archive

As a result of years of collaborative working between the GLA/LRC/GLC and the London Boroughs the GLA now holds a huge amount of census data on behalf of London. Much of this is held online at the GLA, but much is also held on paper or microfilm. A considerable amount is held in off-site archives and is recalled as necessary. Considerable effort is being put into improving access to this unique data so that it may be used more easily by anyone who wants to. The following list gives a flavour of what data is held for London.

1951 Census:

Publications for London; digitised boundaries;

1961 Census:

Microfilmed standard datasets and commissioned tables; maps on microfilm; digitised boundaries; publications;

1971 Census:

Paper printouts of ward level small area statistics; official census publications; unique 1971 Census maps of London on paper and microfilm; digitised census boundaries for London;

special tables on microfilm; soon to become available, through collaboration with the SASPAC project, SASPAC system files of 1971 small area statistics for the whole of the country;

1981 Census:

SASPAC system files of standard datasets; SASPAC system files of special tables commissioned by the GLC; official publications; paper copies of unique maps of London; SASPAC files of travel to work matrix data;

1991 Census:

Commissioned tables and the full range of standard census data;

2001 Census:

Lots of commissioned tables; all national datasets; digitised boundaries.

In addition there have been a few ESRC-funded projects which have resulted in the availability of some very valuable websites and online access to historical data for London that we may not have had. These include access to digitised census boundaries for London going back as far as 1911 (from EDINA) and the availability of online access to scanned copies of all published census reports from 1801 to 1931 (histpop.org). This website also provides access to scanned copies of all Registrar General's Reports from 1837 to 1927 and includes numbers of births, marriages and deaths for those years.

The Census Team at the GLA

The GLA Census Team is part of the Data Management and Analysis Group within the Corporate Services Directorate. The Team currently has four posts but is likely to be reduced to two with the forthcoming GLA reorganisation until the arrival of the 2011 Census data. If the 2011 Consortium is agreed we would then expect it to pay for an extra post to help with the surge in work that will come with a new tranche of census data. The current posts are:

- Principal Research and Statistical Analyst - **Eileen Howes** - who leads the Census Team and also manages the SASPAC and General Statistics Teams
- Senior Research and Statistical Analyst - **Bill Armstrong** - who specialises in mapping, SASPAC training for the London Census Consortium, and a range of technical issues relating to the large data holdings
- Research and Statistical Analyst - **Richard Cameron** - who specialises in Census analysis and data holdings

The Team manages the GLA Information Scheme Number 1 and the London Census Consortium. The Information Scheme is a legally binding agreement between the GLA and the London Boroughs which runs alongside agreements between the core GLA, Transport for London, the London Development Agency, the London Fire and Emergency Planning Authority, the Metropolitan Police Authority, the London Health Observatory and London Councils. The consortium purchase of data, analysis and other support services was agreed and fully funded by the listed organisations to provide them all with access to the best census expertise they could get and which was seen to provide them all with very good value for money. The

arrangement was consistent with the advice given by the Audit Commission in its occasional paper 'Numbers that Count: Making good use of the 1991 Census'.

The Team manages, maintains and provides access to the massive data holdings arising from a number of Censuses. In electronic form this data goes back to 1971 at very detailed area levels for London and the rest of the country. This includes all the nationally comparable standard datasets at all geographical levels as well as all the associated maps of administrative boundaries for London (many of which are only available on paper or microfilm) and the huge number of specially commissioned tabulations for London since 1961. Access is also provided to some fascinating basic data for London going back to 1801.

Another major role for the Team is to provide an extensive range of Briefings and reports analysing the Census data for London. Many of these are undertaken by members of the Census Team but others have been produced by other members of DMAG - the range of census data is so wide that the Team could not produce all the analysis by itself.

Census data is provided to a wide range of customers within the GLA and outside. Data is provided to support the London Plan and other Mayoral Strategies; to support other areas of work such as the demographic projections; equalities work in the GLA; some projects carried out by GLA Economics, the Policy Support Unit and others within the GLA. Data is also provided to the Functional Bodies, the London Boroughs, the London Health Observatory, London Councils, a number of academics and organisations and a range of other London stakeholders.

Advice, training and support are offered in the availability and use of all census data to the GLA family and other members of the Census Consortium. In particular, regular training sessions are offered in use of SASPAC, the software that is used throughout the public sector to access census data.

The Team is very heavily involved in planning for the 2011 Census in a number of ways. There is the involvement with ONS in the consultation and planning process and our role as experts in the field which is used by ONS and others on a regular basis. This allows the Team to promote the needs of London from the 2011 Census and to ensure that they are not submerged by the differing demands from Wales, Scotland, Northern Ireland and even the rest of England when plans are being made and finalised. In addition there is currently much work being done to promote the proposal for a 2011 Census Consortium along the lines of the 2001 Consortium which, so far, has been supported in principle by officers in the London Boroughs and London Councils. This plan will now be taken further by putting more formal proposals to the Mayor's Office, Functional Bodies, London Councils, Borough Leaders and Chief Executives.

The Team also deals with a range of ad hoc inquiries, Freedom of Information requests and other requests for work that may be accommodated.

Representation and networking

As part of the role of analysing and reporting on what the census data tells us about London and the wider role of representing London-wide interests, the Leader of the Census Team is currently a member of:

CLIP Census Sub Group
UK Census Development Methodology Advisory Committee
Academic Advisory Group on Ethnicity, National Identity, Language and Religion
National Statistics Working Group on Ethnicity, Identity, Language and Religion
Diverse Communities Advisory Group
Output Working Group

Staff are also members of:

The Royal Statistical Society
The British Society for Population Studies and have been nominated for BPS Council.

The Team participates in a range of meetings, doing presentations at a range of events. The Team is involved with a large number of events outside City Hall and provides speakers on a wide range of Census issues for events, in particular those sponsored or arranged by the Royal Statistical Society and the Office for National Statistics, throughout the year.

The Team organises the long running Census Users' Group which meets quarterly. This meeting has been run by the GLA since its creation in 2000, and was formerly run by the London Research Centre and the GLC. London Census Users have been meeting and benefitting from this type of collaboration for many years.

Management of SASPAC

DMAG and previously the LRC have, for many years, managed the SASPAC software on behalf of the (public sector) owners of the software, currently IDEA but previously LAMSAC. Management of the marketing and development of SASPAC was subject to competitive tender and has rested with the GLA since the LRC was absorbed into the GLA at its inception in 2000.

SASPAC is the software package used extensively within local government and the wider public sector to access and analyse census data. It has developed from a clunky mainframe package in 1981 to a much more modern package for the 21st century. It is essential for access to all standard census datasets since 1971 and many of the unique specially commissioned tabulations held on behalf of London by the GLA. The means of access to 2011 Census data is as yet undecided but access to SASPAC will remain essential for easy access to data from the 1971 to 2001 Censuses and probably also the 2011 Census data. In addition SASPAC is the only means of access for the detailed origin and destination matrix datasets produced for small areas from the Census since 1981.

The GLA's Data Management and Analysis Group

The Team is currently situated in the Data Management and Analysis Group in Communities and Intelligence. This may be subject to change over the next few months.

INFORMATION SCHEME
Pursuant to the Greater London Authority Act 1999

WHEREAS

- (1) Under the provisions of section 397 of the Greater London Authority Act 1999 the Mayor of London may make schemes for the collection of information relating to any matters concerning Greater London or any part of it
- (2) The Mayor of London has consulted with each London Local Authority ("LLA") listed in the annexed schedule concerning a proposal to purchase from the Office for National Statistics ("ONS") relevant information contained within the 2001 Census ("the Information"). Details of the proposal are also to be found in the annexed schedule.

NOW THIS INFORMATION SCHEME WITNESSES as follows:

1. That the Mayor of London will purchase the Information and the total cost (including the cost of the data purchase as well as the staff cost of data handling) will be met as to one third by the GLA and as to the remaining two thirds by the LLAs in equal shares.
2. That subject to the conditions which may be imposed by the ONS in consideration of the provision of the Information:
 - 2.1 The Information remains Crown copyright.
 - 2.2 The Information shall not be used with a view to obtaining information relating to a named individual or household nor be claimed to have been so used.
 - 2.3 The Information will be purchased by the GLA and then transferred to each LLA in a medium to be agreed.
 - 2.4 Each LLA will reimburse the GLA in respect of its due proportion of the total cost within 28 days of receipt from the GLA of an invoice for that proportion.
 - 2.5 Subject to obtaining prior ONS permission each LLA may publish the data without limitation.
 - 2.6 Neither the GLA nor the ONS will accept any responsibility for any inaccuracies in the data.
 - 2.7 Each LLA shall comply with the provisions of the Data Protection Act 1998 and shall indemnify the GLA against all actions, costs, expenses, claims, demands and proceedings which may be brought for breach of statutory duty under the Act.
 - 2.8 Each LLA shall further indemnify the GLA against all actions, costs, expenses, claims, demands and proceedings in respect of any infringement or breach of any intellectual property rights.

3. This Scheme shall remain in effect indefinitely.

SIGNED BY KEN LIVINGSTONE,
MAYOR OF LONDON
in the presence of:

KEN LIVINGSTONE

Witness Name and Signature

Dated this day of 2001

We agree to the terms of the above Information Scheme:

SIGNED FOR AND ON BEHALF
OF THE LONDON BOROUGH
OF BARKING AND DAGENHAM
in the presence of:

Position

Witness Name and Signature

Proposal for a 2001 Census consortium purchase

September 2001

1. Summary

1.1 This paper sets out the detailed proposal for a consortium purchase of 2001 Census data on behalf of the GLA, Functional Bodies and the boroughs and the cost sharing between all these bodies.

1.2 It sets out what data would be purchased, the range of other services and support that would be provided and the means by which boroughs needs for specially commissioned data would be met.

1.3 Finance for the consortium will be required from the London Boroughs in the financial years 2002/2003 and 2003/2004, and agreement at this stage will:

- provide certainty for detailed discussions with the Office for National Statistics (ONS) about the data required by London authorities
- avoid duplication of activity within the GLA family and by boroughs

2. Background

2.1 The national Census of Population, organised by the ONS is taken every ten years and provides a wealth of data about London that is not available from any other source. The latest Census was taken earlier this year following several years of discussion and planning which shaped the content and format of the statistics that will become available. New questions have been added and others improved so that London will have the best possible information on which to base plans and policies.

2.2 Census statistics are invaluable to the GLA, the functional bodies and the London boroughs - they are the only source of a wide range of data. The scale of the Census makes it the only source of reliable data for small areas in London. In 1991 there were 16,000 'enumeration districts' in London each covering an average of 200 households. In 2001 there will be 30,000 'output areas' each comprising about 100 households. As well as providing detail for small areas, there is huge flexibility to combine areas to obtain data for almost any geographical boundary.

2.3 Data will include population counts by age and gender, housing and employment details, ethnic group and country of birth, travel to work and migration information and a new voluntary question on religion. The ethnic group categories have been extended since 1991 to include mixed ethnic origins and Irish as specific groups. There is no other source of

information that gives so much detail on ethnic groups in London and nationally, and which allows such a range of cross-tabulations to be commissioned.

2.4 Census statistics are the basis of the population projections produced by the GLA and ONS which are essential to providing an accurate picture of London's present and future populations, and determining their needs.

2.5 The Appendix lists the initial view of the datasets required to meet London's need for information. The first data from the 2001 Census is expected by the end of 2002 with the majority of the data being available by mid 2003.

3. Proposal

3.1 The ONS have confirmed that for 2001 Census data purposes, the GLA and the Functional Bodies will be regarded as falling within the national agreement with local authorities (negotiated through the Local Government Association).

3.2 The most cost effective way of purchasing Census data on behalf of London will therefore be a single Census data purchase on behalf of the whole GLA, Functional Bodies and the London boroughs, saving substantial costs over individual purchases.

3.4 Discussions have taken place with representatives from the Functional Bodies and they, too, are supportive of the proposal.

4. Cost

Data purchase

4.1 ONS have not yet decided on their charging policy but based on discussions to date it is estimated that the overall cost will be in the region of £400,000 for all the data required by the GLA, Functional Bodies and the boroughs.

4.2 This includes estimated costs for GLA hardware (storage capacity) and software associated with the Census. An example of the latter is a SASPAC maintenance fee. SASPAC - managed by the GLA on behalf of the IDeA - is the standard software used nationally to analyse the Census. It is intended that a corporate licence will be purchased for the GLA, functional bodies and all boroughs for a period of three years from 2002/3 to 2004/5.

4.3 The Government has recently announced that all government statistics produced for their own purposes will in future be royalty free. This means that the standard data produced from the 2001 Census will be freely available. However, much of the data included in the proposed consortium purchase is specially commissioned because it is not produced directly for government purposes, but to meet London's specific needs.

4.4 A new development in Census data dissemination is the LGA/ONS and partners Invest to Save project funded by the Treasury and the partners. This project aims to make a range of standard Census data freely and easily available, for example via the Web. The main

advantage will be to give public and voluntary sector access to Census data that would previously have attracted royalty charges. The datasets being considered for inclusion in the Census Access Project are as yet undefined, but they are likely to include only a few of those shown in the Appendix. The estimated cost, shown above, has been reached by taking a cautious view of what might be covered under the Census Access Project.

4.5 Actual costs, we hope, may prove to be lower than estimated simply because ONS have not announced their charges. If costs are lower then the budget estimates would be reduced. The budget would, in any case, be reviewed regularly.

Staff costs

4.6 As well as the cost of the data purchase, there is a need for staff to handle the data from this massive survey. The Data Management and Analysis Team has specialist staff who are currently working on the arrangements for a consortium purchase. Post Census they will handle the purchase and licensing arrangements and the distribution of data in appropriate formats to consortium clients. They will also give expert help and advice in the use of the data, including training, and will analyse the Census on behalf of the GLA, producing briefings and major reports to a programme to be agreed. It is also proposed that they produce a specific number of reports analysing Census data on behalf of the boroughs. The content of these reports would be determined in consultation with the boroughs but could, for example, include reports on demography/migration, London's workers, housing or ethnic group/religion/country of birth. Further details are included in the Appendix.

Total cost

4.7 The estimated cost of 2001 Census purchase over the three years 2001–2004 is £650,000, made up as follows:

	2001/02 £	2002/03 £	2003/2004 £
Data purchase		300,000	100,000
Data handling (staff)	50,000	100,000	100,000
Total	50,000	400,000	200,000

5. Meeting the cost

5.1 It is proposed that the total cost be split between the boroughs and the GLA family in the ratio of 2:1. This would recognise the fact that the boroughs will use small area data much more than the GLA, with the GLA rarely using data below ward level. The borough cost would therefore be £435,000 giving an average cost per borough of £13,182.

6. Uses of Census data in the boroughs

6.1 The Census will provide this not only for specific indicators like socio-economic group and employment status, but also those which illustrate vital cross cutting relationships like the relationship between tenure, ethnicity and socio- economic status.

6.2 As an example, information about changes in the relationship between car ownership and household size and type is needed to evaluate the implications of discouraging car parking provision on different sorts of households which live within reasonable walking distance of public transport facilities.

6.3 Census data also provide the demographic background for strategic planning and for many research projects, providing for example the characteristics and some of the circumstances of people and households. It is used for testing samples in survey work, weighting, grossing and for identifying geographical areas from which to obtain samples (eg households in the private rented sector).

6.4 Data are also used for modeling survey data to provide London-wide estimates and to provide estimates of numbers of special need groups. It will be vital for all kinds of work on equalities issues.

6.5 Census data can be used in combination with other data to present small geographical area profiles and is essential for statistical work in development of indicators of need for spending (General Needs Index, Housing Needs Index, etc).

7. Financial implications

7.1 The borough cost would be £435,000 giving a cost per borough of £13,182. The split between the two financial years is given in the Appendix.

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Appendix

Datasets required for London

- Standard tables - ward level tables in a nationally comparable dataset
- Census area statistics - output area level (areas of around 100 households/250 residents) tables in a nationally comparable dataset
- Key statistics - a set of 200 counts for output areas and higher level areas
- Ethnic group tables - a set of tables to be produced for areas with large enough numbers of ethnic minorities (definitions still to be determined) and preferably all wards in London
- Armed forces tables
- Special migration statistics - matrix data of flows
- Special workplace statistics - matrix data of flows
- Samples of anonymised records - samples of individual census records in an anonymised database maintaining the hierarchical structure of the data
- Commissioned tables - a huge range of tables, many by ethnic group, to meet London-specific data needs and to cover the data on ethnicity that ONS do not want to produce for the whole country. For example additional coding of ethnic group and country of birth, three-way cross-tabulations, tables on issues specific to London and not national issues, tabulations on religion which are not included in any of the standard output so far, detailed migration information for the population projections, tables required by the boroughs and proposed via the Census Users' Group
- Postcode level datasets
- Look-up tables - for example the output area/postcode directory or equivalent product
- Topic datasets - topic based data, such as was produced in the National Reports from 1991, including a range of more detailed tables down to local authority district level
- Classifications - for example new version of the 1991 ONS Ward Classification
- Digital boundaries - essential for mapping
- ONS publications - a range of CD-based analyses and other, as yet unspecified, publications plus all user guides and monitors
- All of the above are required for new ward boundaries which will take effect before the 2001 Census data is released. Parliament requires data as at Census Day - 29th April 2001, so there will be some data for boundaries as at that date.

Other items to be provided

- SASPAC license - a one-off payment has been negotiated for SASPAC to cover GLA and boroughs use of the most up-to-date version of the software for a 3 year period from 2002/3 to 2004/5 for all current members of the support scheme. The four boroughs which are not currently members of the Support Scheme would be required to join at their own expense before they could benefit from the arrangement
- Hardware - various items of hardware including a dedicated PC for each organisation set up with the appropriate software and data if this proves necessary

Services to be provided

- Support and advice - telephone support provided as well as by other means
- Training in software and other census issues - 3 person days free training per borough per year
- Census Users Group meetings - quarterly
- Census Information Notes - quarterly
- GLA Census Website - maintained and updated regularly with latest census news and progress on work
- Seminars on specific topics - 2 per year
- Analysis - at least three major reports and a number of shorter reports. Content to be discussed with boroughs.

Census budget split by:			
Equal shares			
		2002/3	2003/4
	£		
Total	650,000		
GLA	215,000		
Total boroughs	435,000		
Corporation of London	13,182	8,832	4,350
Barking and Dagenham	13,182	8,832	4,350
Barnet	13,182	8,832	4,350
Bexley	13,182	8,832	4,350
Brent	13,182	8,832	4,350
Bromley	13,182	8,832	4,350
Camden	13,182	8,832	4,350
Croydon	13,182	8,832	4,350
Ealing	13,182	8,832	4,350
Enfield	13,182	8,832	4,350
Greenwich	13,182	8,832	4,350
Hackney	13,182	8,832	4,350
Hammersmith and Fulham	13,182	8,832	4,350
Haringey	13,182	8,832	4,350
Harrow	13,182	8,832	4,350
Havering	13,182	8,832	4,350
Hillingdon	13,182	8,832	4,350
Hounslow	13,182	8,832	4,350
Islington	13,182	8,832	4,350
Kensington and Chelsea	13,182	8,832	4,350
Kingston upon Thames	13,182	8,832	4,350
Lambeth	13,182	8,832	4,350
Lewisham	13,182	8,832	4,350
Merton	13,182	8,832	4,350
Newham	13,182	8,832	4,350
Redbridge	13,182	8,832	4,350
Richmond upon Thames	13,182	8,832	4,350
Southwark	13,182	8,832	4,350
Sutton	13,182	8,832	4,350
Tower Hamlets	13,182	8,832	4,350
Waltham Forest	13,182	8,832	4,350
Wandsworth	13,182	8,832	4,350
Westminster	13,182	8,832	4,350

2001 Census Publications

DMAG Briefing 2002-06	2001 Census First Population Statistics
DMAG Briefing 2002-05	2001 Census First Results: Implication for Draft London Plan CIN 2002-1
DMAG Briefing 2002-09	2001 Census Response in London CIN 2002-2
DMAG Briefing 2002-12	2001 Census First Population Statistics - London Plan sub-regions
DMAG Briefings 2002-08	Census Information Note CIN 2003-1
DMAG Briefing 2003-05	2001 Census Key Statistic Initial summary of results
DMAG Briefing 2003-07	2001 Census Key Statistics Household variables
DMAG Briefing 2003-08	2001 Census Key Statistics Ethnicity, religion and country of birth
DMAG Briefing 2003-09	Household Forecasts based on 2001 Census Key Statistics
DMAG Briefing 2003-10	2001 Census Copyright and Licensing for Census users
DMAG Briefing 2003-11	2001 Census Key Statistics Means of travel to work
DMAG Briefing 2003-13	2001 Census Key Statistics People, families and households
DMAG Briefing 2003-14	Census Information Note CIN 2003-2
DMAG Briefing 2003-15	2001 Census Key Statistics Health Indicators
DMAG briefing 2003-16	Mapping Diversity
DMAG Briefing 2003-22	2001 Ethnic Groups in London and other districts
DMAG Briefing 2003-23	Integrating the 2001 Census into the GLA Demographic Models
DMAG Briefing 2003-25	Unemployment in London - an analysis of 2001 Census data
DMAG briefing 2003-26	Census Information Note CIN 2003-3
DMAG Briefing 2003-27	Census Information Note CIN 2003-4
DMAG briefing 2003-28	London's Workers Part 1 2001 Census Results
DMAG Briefing 2004-2	Londoners' Qualifications Analysis of 2001 Census data
DMAG Briefing 2004-6	2001 Census Profiles The Irish in London
DMAG Briefing 2004-11	Health in London - Age-standardised rates
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Policy and Resources Committee

Report (29.9.80) by the
Director General

Item	
8	PR 253
1981 Census - Arrangements to acquire and use data	

SUMMARY This report describes plans to acquire and use 1981 Census data in London and seeks authority to commit expenditure of £250,000 (at current prices) in the three years 1981-2 to 1983-4.

Introduction

1. The census to be taken on the night of 5/6 April 1981 is the latest in a decennial series going back to 1801 (except 1941) and has been planned as the shortest and most simple for fifty years. It will be the single most important source of information about the people of London available to the GLC and the London Boroughs during the 1980s and will have many uses. The role of Census data in the grant related expenditure assessment for rate support purposes makes it essential that these data are available to the Council and are fully analysed. There will be questions about individuals and their work, households and their accommodation. As a result of a test in the L.B. Haringey which indicated that it would be unacceptable to a large part of the population no ethnic origin question will be included but following pressure from local authorities including the GLC during the period of parliamentary debate on the Census Order a car ownership question will be included.

2. The census is designed to provide information about the nation and communities not about individual people. Names and addresses are never released by the Census Office or entered into computers. All data available from the census are in an aggregated form. They are either aggregated to a level where the recognition of individuals is impossible, or for small area aggregations, randomly corrupted so that the error is small but the chance of recognition removed.

Lessons learned from the use of 1971 census data

3. In 1971 the Office of Population Censuses and Surveys (OPCS) offered statistics in three basic formats; small area statistics (SAS), published volumes and special tables. The GLC purchased information in each format. The small area statistics contained a wealth of information for areas as small as Enumeration District (ED) which, in London, on average had about 150 households or 400 persons. Three sheets were available for each ED: a 100% population sheet, a 100% household sheet and a sheet based on a 10% sample of the census containing migration, socio-economic group and employment information. It is possible from this information to build up a comprehensive picture of areas of any size and shape subject to

minor error due to rounding and ED boundaries not quite fitting the shape of the new area. The GLA purchased small area statistics for the whole of the South East standard region, although not to the smallest areal unit outside London. Due to copyright restrictions imposed on the SAS it was not possible for the GLC to pass these statistics on to the London boroughs free of charge, and the boroughs therefore purchased them direct from OPCS. The published volumes started with the County Reports. These were the first published statistics based on the full census and contained a number of standard tables for each county, with some information for districts and boroughs. They are nevertheless useful for an overall picture and comparisons with the rest of the country. The remaining published volumes dealt with specific topics, e.g. car availability, country of birth, migration, housing etc and are mainly confined to national and regional tabulations. Although they are not of substantial use to local authorities wanting to do more detailed studies, they were needed to obtain an overall view and for comparisons.

4. The GLC also ordered some 120 special tables of varying degrees of complexity, covering such topics as birthplace, employment, fertility, household composition, housing, migration, institutional population, new and expanding towns, demography and workplace/transport to work. These tables were specially designed for use by the GLC and the London Boroughs and not covered in any of the standard sets of tabulations produced by OPCS. Each set of tables was designed to satisfy specific customer needs; the special workplace/transportation tables were, for instance, constructed to specifications given by the then Department of Planning and Transportation, for the validation of the 1971 Greater London Transportation Survey; the demographic and migration tables were ordered in the first instance to improve the input to the population projection model. The total cost to the GLC of 1971 Census statistics was £155,000 of which £40,000 were used for SAS and virtually all the rest for special tables. The London boroughs may also have spent up to £25,000 on their own SAS.

5. While it is impossible to describe in detail the multitude of uses to which the 1971 data have been put, by the GLC and also by the London boroughs, a number of lessons have been distilled which have gone into the planning of the 1981 Census and which have been used in discussion with OPCS during their planning for data processing and dissemination. These lessons are:

(i) In spite of the advantage to certain casual small users of the data, receiving and storing tabular material on paper is costly and expensive in staff resources. For 1981 data will be received only on computer tape and micro-film.

(ii) Early specification of special tabulations some years before their production (an OPCS requirement in 1971 for forward planning purposes) can lead to the preparation of material that is less useful when it arrives and frequently at a level of detail that requires significant additional processing when dealing with an enquiry. OPCS are organising the 1981 data in a way that will enable tabular material to be produced quickly and relatively cheaply when ordered, even some years after census day.

(iii) The handling of small area statistics by software written exclusively for the purpose can be effective and efficient. The GLC has been co-operating with LAMSAC in the specification and commissioning of such a package for 1981, and subject to support

from sufficient authorities throughout England and Wales, can expect to get a modern programme for the modest price of £1500.

(iv) The copyright restraints inhibited the transfer of 1971 data between the GLC and the boroughs and required each London borough as well as the GLC to buy a set of the small area statistics. OPCS have been happy to overcome this situation by charging just one fee for all tiers of local government and making arrangements to pass data to the boroughs through the GLC.

(v) The GLC were inadequately prepared for the translation of tapes from ICL to IBM format. Technically this is less of a problem for 1981 and with the availability of test tapes from OPCS in the coming months preparation for receiving 1981 data can be completed by the time the data are available.

(vi) The boroughs welcomed additional processing provided by the GLC in the form of specialist tabulating and mapping programmes.

(vii) The extent to which the boroughs used assistance provided from within the Council's Intelligence Unit alone provides substantial evidence of the need for a body of advice on the use of census material for London.

1981 plans

6. The proposals for which approval is sought are set out below. They have been the subject of informal discussion with the London borough chief executives and a steering group to oversee arrangements is to be set up.

(i) that the GLC should purchase and set up in the data storage unit associated with the IBM 3033 computer the small area statistics at enumeration district level for London and at a greater level of aggregation for the rest of South East England.

(ii) that these data and the standard software to process them should be made available to the London boroughs, London Transport and others involved in the local government of London free of charge, but that they should be charged for the time used processing the data in the GLC computer. Boroughs will be encouraged to use terminals for access to the GLC machine rather than seek printed output.

(iii) that the data be made available to those boroughs wishing to have it on their own machine or in readable form such as microfilm at the appropriate charge for copying tapes, films or exceptional printing data from the GLC machine.

(iv) that the GLC order appropriate special tabulations from OPCS after consultation as to borough requirements and that these be made available as far as possible in the same way as the small area statistics.

(v) that as back up data be held on micro-film and such published material as is appropriate

to GLC requirements be purchased for the Research and History Libraries.

Cost of data purchase

7. For a number of reasons the latest being the proposals coming from the Rayner enquiry into the Government Statistical Service, OPCS have been unable to give anything other than indicative costings. On the other hand it will be necessary for their planning to receive orders for census data in the coming weeks. Purchase of small area statistics will cost in the order of £65,000 and a programme for special tabulations including those needed to calibrate the data from the London Transportation Survey could be achieved within a total budget of £250,000 this sum to be committed in the three financial years 1981-82 to 1983-84. Provision will be made in the Planning Programme budget for those years. I anticipate that the analysis and use of the data will be carried out within existing staff resources.

Recommendation

Approval be given for the Intelligence Unit in the Director-General's Department to proceed with the provision of 1981 Census data as outlined in this report and authority be given to the expenditure of £250,000 (at current prices) in the three financial years starting 1981/82.

DG/CPIU/JYL/7224

Appendix 4

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