CENSUS ADVISORY GROUP

AG (13) 04 – 2011 Census benefits realisation

2011 CENSUS BENEFITS REALISATION MANAGEMENT

PROGRESS REPORT FOR CENSUS ADVISORY GROUPS (March 2013)

Introduction

The key objectives of the census benefits realisation work are to:

1. Raise awareness of the outputs and encourage people to use/maximise the outputs to ensure the benefits are realised
2. Evaluate the costs and benefits associated with the 2011 Census for England and Wales. This requires the uses of the results to be catalogued, case studies prepared and an economic value placed on the range of uses of data, in liaison with users.

This paper provides CAG members with an up-date on this work.

Actions for CAG members

i) The benefits realisation management team would welcome CAG members' suggestions/offers of help to maximise the use of the census outputs.

ii) The benefits realisation management team urge CAG members who have not already provided examples of how they have used the data, to do so. Members can let us know by completing a survey online or via a Word document both available from the census benefits realisation team, or, if you would like to talk to us about your use of census data please get in touch.

Contact Lara Phelan via the 2011 Census benefits realisation inbox at:
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Lara Phelan

2011 Census- Benefits Realisation Management

1. Maximising the outputs to ensure the benefits are realised

The census release is a rich and unique dataset and the benefits of the census are significant. Census results are used for example by central and local government, businesses, researchers and the public.

We are looking to ensure that the opportunities that it presents are fully exploited. This is being achieved through a joined up approach across areas of the census programme and ONS.

We look to:

- identify the **policy areas** that census data can support & engage government departments to exploit the census results;

-fully **utilise** all the census data- e.g., new questions, cross-classification;

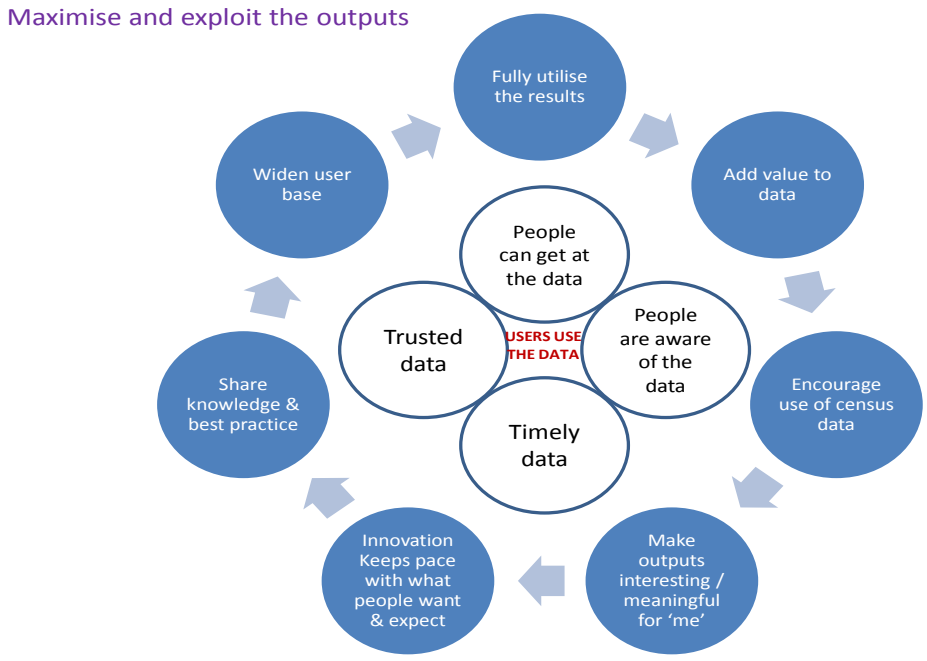
-ensure **easy access** to the data- accessible tools & systems;

-identify **new users** - make the outputs interesting & meaningful to 'me', media stories, case studies;

-add value by ensuring that the statistics are enhanced e.g., analysis, data visualisation;

-deliver **innovation** where appropriate; and

-encourage use through initiatives, competitions, media



Some examples of raising awareness of the value of the data

1. Seminars provided at government departments

Office for National Statistics

2011 Census

Are you a statistician, economist, researcher, analyst or interested in how the data on your 2011 Census form is being used?

If so, the Office for National Statistics would like to invite you to a

2011 Census Outputs and Analysis seminar

Thursday 14 June 2012 at 2pm until 4pm in the BIS Conference Centre

The first outputs from the 2011 Census will be the population estimates by age and sex for England and Wales and local authorities.

The agenda for this event will include:

- **An explanation of the 2011 Census outputs prospectus**
- **An overview of the ONS census analytical work programme**

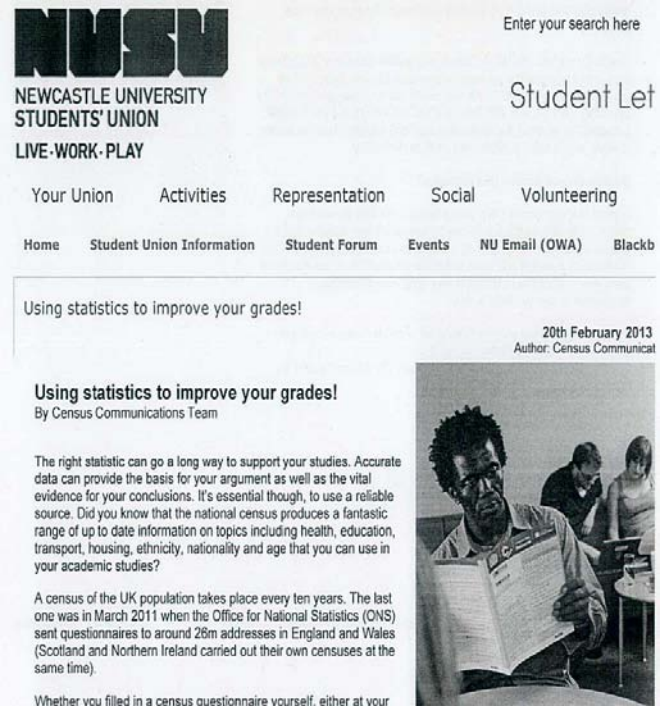
Details on the content and timetable for each of the census releases, the availability of the commissioned table service and UK data, as well as the high level analysis plans are available through the online census outputs prospectus at: **www.ons.gov.uk/ons/guide-method/census/2011/census-data/2011-census-prospectus/index.html**

2. Reaching schools through programmes

3. Producing case studies

4. Create instructions/guidance on how to use census estimates. Looking to produce YouTube video/website video for example on, 'Using census for funding applications'

5. Writing features for magazines & on-line



2. Evaluating the benefits associated with the 2011 Census for England and Wales

The purpose of the cost benefit analysis work is to:

- assess the extent to which the forecast benefits in the Business Case have been achieved;
- explain any differences, e.g., changes in external factors;
- compare the outturn costs with the costs predicted in the Business Case; and
- inform the Beyond 2011 Business Case

We will also provide a qualitative analysis of the benefits. Examples are research based on using census data and the significant impact in terms of debate and media coverage of major social issues. Evidence of use will be collected through desk research, interviews, case studies etc.
We will also be looking at other indicators that demonstrate the outputs are perceived as positive by stakeholders such as, a user satisfaction survey, hits on websites and page impressions, comments on Twitter etc.

A summary of the economic evaluation work is provided.

i. Quantifying the benefits to Local Authorities

The views of the Local Government Association were obtained here to scope out the investigation of benefits to English local authorities. The position for local authorities in Wales is broadly similar though there are some minor differences.

Planning - The DCLG's "National Planning Policy Framework" document sets out a requirement for local planning authorities to produce a local plan "based on adequate, up-to date and relevant evidence about the economic, social and environmental characteristics and prospects of the area." In principle, improved reliability of local data on populations should mean local plans better reflect future local needs and development happens in the right places.

Economic regeneration - Census data used to target LAs' own efforts and in making cases for Central Government and EU support.

Transport - Census data used in transport planning and modelling, assessing need for car parking and assessing bus service subsidies.

Housing - Census data is used to assess local housing needs, project tenure changes and TO measure housing affordability. The DCLG's, 'National planning Policy framework' requires local planning authorities to "have a clear understanding of housing needs in their area. They should prepare a Strategic Housing Market Assessment to assess their full housing needs. This should identify the scale and mix of housing and the range of tenures that the local population is likely to need over the plan period which:

> -meets household and population projections, taking account of migration and demographic change;
> -addresses the need for all types of housing, including affordable housing and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes), and
> -caters for housing demand and the scale of housing supply necessary to meet this demand;
>
> Views received so far from local authorities suggest this requires the application of detailed census data to avoid the risk of housing developers being able to challenge planning decisions.

Education and training - The Department for Education is consulting about simplifying the funding formulas used by LAs in England to allocate funds to schools in their areas. This may reduce the potential need for Census data, although there will continue to be a need for data on social disadvantage. Census data is likely to continue to be used to produce school role projections for capital bids and to monitor supply of qualified persons, such as teachers and need for special initiatives. However, LAs already make extensive use of local administrative data as well as census data.

Social Services - Census data is used to plan community services such as meals on wheels, identify size and distribution of disabled and elderly populations.

Other LA services such as community and leisure, environmental health, trading standards, refuse collection and libraries, measurements of deprivation derived from census (in particular the Index of Multiple Deprivation produced by DCLG) or from commercial applications such as Mosaic are said to be used extensively in planning provision of many different LA services.

Public Health - There will be a need for detailed needs related data to plan public health campaigns. Without such information there would be a risk of less well targeted campaigns.

Equality and diversity - A further and potentially significant benefit of small area multivariate population statistics may be in helping identify potential areas of disadvantage by, for example public sector bodies under the terms of the new Public sector Equalities Duty. The CCGs and LAs are required to produce 'Joint Needs Assessments' which include assessments of local characteristics for all the population characteristics covered by the Equality Act and implement plans to provide equality in provision and access to health services. Small scale population statistics are necessary to help identify areas of disadvantage. The value of such information may be assessed by seeking information on the scale of expenditure on equality and diversity programmes. Since most of the legislation sets a test of "reasonableness" in respect of spending decisions, it can be assumed that the benefit from such spending can be equated to the scale of the spending.

A survey has been sent to all Local Authorities to ask them how they used/plan to use Census data in (a) planning, (b) economic regeneration, (c) transport, (d) housing, (e) education, (f) social services and (g) other services and to inform (a) public health campaigns and (b) equality and diversity assessments. What is the minimum level of accuracy at national, regional, LA, MSOA, LSOA and OA levels? Do they really need accurate OA data, or use it only as a building brick for other larger geographies? What its worth to continue to get the same level of local population and housing data as provided by the Census? How the benefit of greater frequency compares with potential loss of local detail?

We have received 186 responses, but only about 67 of these returns are useable after removal of blanks and duplicates. Of these 67, 6 are good- containing a number of useful examples which could be worked up to provide costed case studies. A further 19 contain reasonable detail and in a few cases some quantitative information. We are working up a case study to be circulated to those LAs that responded to the survey to try to encourage them to provide more quantitative information.

ii. Assessing the benefits from the use of census data in the production of economic statistics

The Census provides the sampling frame and grossing up factors for the main surveys run by ONS- in particular the Labour Force Survey (LFS) and Expenditure Survey. The LFS is the source of the majority of labour market statistics, in particular figures on employment, unemployment and inactivity. The Expenditure Survey is used to provide estimates of Consumer Expenditure for the Expenditure measure of GDP and provides the weights for the calculation of RPI and CPI.

Views of key Stakeholders on the implications for macroeconomic policy are being consulted.

iii. Quantifying the benefits to Government Departments

The Department of Health is allocating £65.8bn in England to Clinical Commissioning Groups (CCGs) according to numbers enrolled with individual GP practices, adjusted according to the DH's funding formula, to give additional funds for greater proportions of particular population characteristics. Some of these adjustments draw upon data held by GPs, e.g. patients' gender and age. There are three factors in the current formula, however, which rely on Census data at Lower Level Supplier Output Area (LSOA). These are Proportionate measures of Ethnicity, Students living away from home, those in semi-routine occupations and those aged over 75 living alone.

For Department for Communities and Local Government around £25.7bn is being allocated through the funding formula (including £7.6bn to police authorities and £0.9bn to fire authorities). This reflects reductions in spending and changes in policy, e.g., the "localism agenda".

iv. Valuing the benefit of academic and public policy research

Putting a value on research is challenging. It is not possible to measure the value of the benefits directly, but it may be presumed that the product is judged to be worth, by whoever commissions it, at least the funding devoted to it.

A Survey has been sent to all the major sponsors of applied policy research - i.e. all the domestic Government Departments, the Bank of England and the ESRC asking

1) How much has been spent on funding research projects that involved the analysis of small area information derived from the Census?

2) For one or two specific research projects, what proportion of the project would have been lost without the necessary data?

3) Alternatively, what would have been the cost of the next best alternative information?

4) If the specific research projects mentioned had been unable to go ahead, what would have been the consequence for the development of policy?

A sample of some of the responses so far has been:

- Department for Transport- use OA/LSOA data in Social & Distributional Appraisal of transport schemes
- Business Innovation & Skills-used small area data for Spatial Economic Research Centre
- Department Work & Pensions- uses national attribute data in it Benefits and Pensions simulation models
- Department Culture Media & Sport- for grossing up “Taking Part” survey
- Arts Council- used to develop audience segmentation tool
- English Heritage-to assess viability of local projects
- Sports England- for modelling of sports participation at local level

v. Quantifying the benefits to the private sector

Overall, the benefits of Census data to the private sector fall into two categories. Firstly, it provides an intermediate input to the geo-demographic resellers, who in turn generate value added from it. Secondly, it helps inform business decisions on the part of a large and disparate set of private sector users including market researchers, retailers, financial service providers and others.

To measure the benefit to the private sector involves-

Firstly, trying to estimate how Census data contributes to the value added created by the geo-demographers. This involves looking to estimate how much of the gross turnover of the geo-demographers is attributable to the census plus how much extra value over and above their revenue accrues to the users of their products.

Secondly, how much value accrues to the use of census data by business users through surveying a sample of business users to establish how much they would be willing to pay to continue to have use of census data.

A survey has been sent to all Geo-demographers asking along the lines of: How much of your gross sales revenue comes from incorporating Census data? How has this changed and how do you anticipate it changing? How do you keep products up to date between Censuses? What is it worth to your business to continue to get the same data as provided by the Census?

For the wider business community, a questionnaire has been sent to all business users who have requested Census data in CD or DVD over a set period. This asks how has the analysis of local area population & attributes statistics helped in business decisions over the last decade? If the 2001 Census had not been undertaken what would you have had to do differently, or been unable to do? Do you have any immediate business requirements for analysis using local area population and population characteristics statistics from the 2011 Census or commercial systems such as ACORN or MOSAIC?

The Survey has also been put on the Geodemographics Knowledge Base website and their LinkedIn site. We have received limited responses to date.

vi. Third sector

We have written to Pro Bono Economics (PBE), which provides short term attachments of Government Economists to help Charities, seeking details of any specific analysis done using Census data as part of such a project. While none of their volunteers have used census data in any PBE projects, they recently held an inaugural meeting of economists working in charities, and found out that Age UK, NSPCC and The Children's Society have all used census data.

The Children's Society report it uses census data to inform their thinking when tendering for work in a local area or a region, and then, when they have won a contract, to assess the variation in needs in different areas in that locality. It also uses the data to support policy and campaigning work

The NSPCC have provided a number of examples of uses of census data. It uses population data, particularly the tables that break down the population by single years of age, for a variety of purposes; they are interested in the data on the economic characteristics of households in which children live. For example they used census data (child age, gender, ethnicity, disability, region, etc) to weight the data from the NSPCC's prevalence study on child abuse and neglect in the UK. They are also interested in data on ethnicity or languages spoken (ideally at an LA level because they deliver services in their centres across the four nations of the UK). The NSPCC has recently reviewed the location of service centres and information about the number of young people in different LA's was an essential piece of information that informed decisions as was the economic profile of the area. They also monitor trends at a national level, e.g. the rate of children on child protection plans or on the child protection register in England, Scotland, Wales and NI and they are keen that suitable population data continues to be published on an annual basis.

Carers UK supported a study of carers, employment and services by the University of Leeds, Centre for International Research on Care, Labour and Equalities using the 2001 Census SARs ('Samples of Anonymised Records'). The research was the first ever substantial survey of working age carers covering nearly 2,000 carers, including 800 combining work and care and 400 who had given up their jobs to care. It also investigated, in depth, the lives of 132 research participants, thoroughly exploring working age carers' attitudes, experiences and aspirations in relation to caring, employment and local support services for the first time. The study used 2001 Census information, which for the first time asked a question about the provision of unpaid care, taking SARs [Samples of Anonymised Records] to identify particular populations, such as 'Carers by age, sex and ethnicity.' Its evidence-based argument for a new Social Contract for Care was widely disseminated with the active support of Carers UK, and set out key principles and strategies for a caring society in the 21st century.

The Church of England report using Census population figures at OA level to allocate funds to its 12,500 parishes and LSOA level attribute data to make specific grants to parishes. An independent consultant has also provided details of how he has used the Census to produce strategic analyses for Church Leaders.

Where we need your help

There are challenges due to the fact that the benefits of the census are realised by external users, rather than the programme itself. This means that planning the realisation of the benefits cannot be managed by the census programme as would be the case if the benefits were realised within the programme. We obviously need to gain buy-in from users to provide evidence of the way they use the data, and to assist us in providing case studies or to quantify the use (which in some cases could mean running formula models).

We are looking for your help.

Questions for you to think about

- What are your main uses of population statistics – with quantifiable benefit
- What are your main uses of low level attribute data – with value if at all possible
- Identify examples that you can quantify

Lara Phelan. March 2013