MANCHESTER CITY COUNCIL
REPORT FOR RESOLUTION

COMMITTEE: Citizenship and Inclusion Overview and Scrutiny Committee

DATE: 3 September 2008

SUBJECT: Population Change

REPORT OF: Mike Reardon, Director of Neighbourhood Services

PURPOSE OF REPORT:
To consider work on mechanisms to assess the city’s population to enable the City Council and other agencies to plan and develop services appropriate to the needs of communities.

RECOMMENDATIONS:
The Committee is asked to:
• Note the contents of the report

FINANCIAL CONSEQUENCES FOR THE REVENUE BUDGET
None

FINANCIAL CONSEQUENCES FOR THE CAPITAL BUDGET
None

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1. Introduction

1.1 This report looks at the population changes that are happening within the city, and considers ongoing work on the development of mechanisms to track changes to the City’s population to enable the Council and other agencies to plan and develop services that meet the needs of all Manchester residents.

2. Context

2.1 Having a robust evidence base on which to base service planning is vital to enable the Council and its partners to meet the needs of its diverse communities. As well as better enabling the Council to tailor services to particular groups of people in the community, it is also an important tool to help manage the effect of those changes.

2.2 In early 2007, the Council conducted a review into the information sources that are available to it to understand demographic movement within the city and the impact of this on service delivery. This review demonstrated that there was a lack of robust data sources to give a comprehensive picture of the changing characteristics of the city, and that official statistics were failing to keep pace with population change and the impact of these changes on services and community cohesion. This lack of robust, detailed and up to date information, particularly at a small area (e.g. ward level) has subsequently been identified nationally as a significant problem.

2.3 The review investigated alternative datasets that could be used to provide information about the population of the city, considering information from GP registrations and the electoral roll alongside national datasets. School Census data, providing information about the ethnic background of children at school
in Manchester, was identified as a significant tool to aid understanding the increasing diversity of the city.

2.4 A key output of the review was a population analysis report. This pulled together a range of available datasets into one report giving, for the first time, a clear overview of the population of the city.

2.5 Some key findings of the latest Population and Neighbourhoods analysis (published in March 2008) are set out below.

Population Change

- The population of Manchester continues to grow year on year, and currently stands at 458,100 in 2007, according to the 2007 Mid Year Estimate, which was released by the Office for National Statistics on 21 August 2008.

![Population Estimates 1986-2007](image)

- The chart below shows the age profile of the city in 2001 and 2007.

![Age Profile](image)
- The city has a young adult age profile – highlighted by the high number of 20-29 year olds. This is because Manchester attracts international migrants and students.
- There has been an increase in births, and the number of pre-school age children continues to grow, but the number of school age children continues to decline as a result of out migration.
- The number of older people living in the city is falling through out migration, but the number of very elderly (aged 80 and over) is growing slowly as a result of increased life expectancy.
- Manchester is losing families and older people to the surrounding districts, such as Trafford and Stockport.
- Migration, both internal and international, is a significant driver of population change in the city. There are indications that parts of the city are affected more than others.

**Ethnic Diversity**

- Manchester has a diverse population and this diversity is increasing. All non-white ethnic groups grew in number between 2001 and 2005.

- People from Pakistani ethnic origin remain the largest minority group, with Other White groups, which include people from Europe and the Old Commonwealth, second.
- There are geographic concentrations of diversity across the city, particularly in neighbourhoods close to the city centre.
School census data shows the tendency of some ethnic minority groups to locate in particular wards. For example, the highest proportion of Nigerian pupils was in Harpurhey, Bradford, Gorton North, City Centre and Ardwick. The highest proportion of Somali pupils were in Moss Side and Hulme.

School children whose home language is not English account for nearly 30% of all school children.

Projections of the rate of growth in diversity indicate a wider geographical distribution of minority population in the future.

Those parts of the city which are currently the least diverse (northern and southern fringes) are projected to have the greatest percentage increase in diversity.

The number of overseas nationals with addresses in Manchester registering for National Insurance numbers has grown significantly since 2002. However, 2007/08 data shows that the number of registrations in Manchester fell by 140 (-1.2%) to 11,230 in 2007/08. (Please note that data on NiNo registrations for 07/08 is not yet available by country – the chart below therefore includes only data to 2006/07)
The largest number of registration is from Polish nationals and the second largest from Pakistani nationals.

**Deprivation**

- Manchester remains a city where deprivation is widespread, although it has improved slightly, from being ranked the second most deprived Local Authority in England in 2005 to the fourth most deprived in 2007 according to the Indices of Multiple Deprivation.
- The second most deprived neighbourhood in England is in Harpurhey and just over half of the city’s neighbourhoods are in the 10% most deprived in the country.
- Socio economic indicators, relating to unemployment, benefits and free school meals, indicate the same pattern of deprivation as the National Indices of Deprivation, with the areas around the north and east of the city centre, and parts of Wythenshawe consistently highlighted.
- The parts of the city which have the highest levels of household turnover are not necessarily the most deprived.

3. **Issues Arising from Population Change**

3.1 It is possible to identify some of the reasons for the population change that is happening in the city. Manchester's economic success is encouraging a large number of economic migrants into the city. Conversely, historically low levels of academic attainment in Manchester's schools (although this has now significantly improved) means that some families with school age children choose to move out of the city. However, the relationship between what is happening in the city and population change is more complex than this and more in-depth studies would be required to better understand it.

3.2 Although the population analysis carried out by the Council does provide a more systematic and robust analysis that has previously been available, it is still reliant on national datasets, which may not provide a full picture of the change that is happening in the city. There are various sources of anecdotal evidence and whilst some of this is useful, it can also be based on misconceptions and be unhelpful and misleading. National news stories about the effect of migration and potential tensions in certain communities may also have a negative effect on community cohesion by promoting misconceptions.

3.3 Although there is a perception that population change, and in particular migration, is having a significant impact, national research conducted by the Home Office indicates that economic migration has few adverse impact on UK Communities. Generally speaking, indicators of community cohesion are improving. Where there are correlations between poor community cohesion and levels of migration, it is often only a contributory factor alongside potentially more powerful drivers such as unemployment, deprivation, crime and anti-social behaviour.

3.4 Pressures on public services arising from population change are difficult to quantify. There is evidence of increased demand for translation services and some difficulties of certain groups in accessing services due to language
issues that should be taken account of in service planning. However, the impact of population change will vary across the Council’s services.

4. **Strengthening the evidence base**

4.1 Work is ongoing to strengthen the evidence base about the City’s changing population that is available to the Council.

4.2 A review conducted in 2007, identified that additional capacity was required in order to achieve this. As such, a new Head of Research and Intelligence has been recently appointed, and will be taking forward programmes of work to further develop the way in which all types of data and information are used and shared across the Council.

4.3 In addition there are other related programmes of work that are ongoing.

**Preparation for the Census**

4.4 Ensuring that the council has a good understanding of the population of the city is of particular importance prior to the 2011 Census. Whilst the additional data analysis that has been carried out over the past two years has improved the evidence base that is available, the Census remains the most accurate count of the population of the city and as such it is important that it is correct. The Council’s successful challenge of the 2001 census, which significantly underestimated the population of the city, made a difference of around £100 million over a ten year period to the settlement that was received. As such, the Council needs to ensure that there is a good understanding of the population of the city so that there is confidence in the census results and the evidence to challenge if necessary.

4.5 In 2007 the City Council appointed a National Census Coordinator to prepare for the 2011 Census to avoid the difficulties encountered in 2001. Work to prepare for the Census falls into three distinct areas.

4.6 Firstly, working with the Office for National Statistics (ONS) to help them develop better methodologies to deliver an accurate Census in 2011. It is clear that the developing design of the Census methodology has been significantly influenced by the issues raised during the last challenge process and it is pleasing to note that ONS are endeavouring to address the issues highlighted. The National Census Coordinator has continued to assist ONS in developing methodologies and in developing more effective liaison arrangements with Local Government. Recently, ONS tested address checking methodologies in over 9000 addresses in Manchester as part of this process and they intend to return to Manchester to undertake further process testing later this year and in 2009.

4.7 Secondly, developing the Council’s address database is fundamentally important to delivering an accurate Census. Perhaps more importantly, however, having an accurate address database and linking this as a common referencing system across all of the Council’s address based systems is the key to unlocking information from those systems for analysis and research.
purposes including utilising map based GIS techniques which access the geo-coded spatial locations of each address.

4.8 Work has been ongoing to both cleanse the Council's address database and to develop the way in which this is linked across Council systems. Last month the Executive approved the allocation of £150,000 to progress this work which is now also highlighted as a key factor in the Council's Information Strategy (currently under development) recognising the need to develop a single view of the customer.

4.9 Thirdly, preparations for the actual conduct of the Census reflect the fact that ONS will endeavour to deploy enumeration resources more flexibly in areas which are hard to count like Manchester. The Census never obtains returns from all citizens but it is more accurate the higher the percentage of completed forms received. As ONS finalise their methodologies for the physical conduct of the Census in 2011 we will need to gather information about areas which are hard to count and communities who are hard to reach and potentially reluctant to complete census forms. We will need to assist ONS with information about communal property (for example, care homes and student accommodation) and potentially provide logistical support and aid in communicating the importance of completing the Census to the people of Manchester.

4.10 As the work on populations and neighbourhoods highlighted, the Census is a key data source for research and analysis. The 2011 Census will provide vital demographic data at a local level which will be used for many years thereafter so it is critical that the Council supports ONS in delivering an accurate result.

Data Sharing

4.11 The availability of up-to-date information about the population is not just a problem for Manchester City Council. Partners and other local authorities are facing similar issues. There are benefits in working with other authorities, for example AGMA authorities or Core Cities, to investigate sources of information related to population change. Similarly, more effective sharing of data with our partners will also help to strengthen the evidence base across the City.

4.12 In the past, issues such as data protection, differences in the way that information is recorded and incompatible IT systems have proved barriers to sharing data across organisations. However, the Manchester Partnership is currently developing a data protocol that will begin to address these issues.

Using Population Information across the Council

4.13 A significant amount of data about the population of the city is published both on the Council’s intranet and Internet. Data released by the Office for National Statistics is analysed as it is released and this part of the evidence base is updated on an ongoing basis.

4.14 The Population and Neighbourhoods analysis report is now produced on an annual basis, most recently updated in March 2008, and Ward profiles have
also been produced. In addition, detailed demographic information is included in the State of the City and State of the Ward reports, produced on an annual basis by the Manchester Partnership. The latest report was produced in May 2008, and has been distributed across the Council (including to all Members) and shared across the Partnership. A task group has also been set up to investigate sources of information in order to develop a similar report focusing on diversity, as part of the work towards Agenda 2010. It is hoped that this report will be produced alongside State of the City and State of the Wards in 2009.

4.15 These documents provide a much stronger evidence base on which services can base their business planning decisions. The business planning process places a requirement on Heads of Service to demonstrate that their business understands the needs of its customers, the impact of its business on those customers, and how the business needs to respond to ensure that customers, as individuals or groups of individuals in neighbourhoods or communities of interest, receive services.

5. Improving Community Cohesion
5.1 A target for Community Cohesion has been included as a designated target within the City’s new LAA. This means that the Council and other public services working in the City have a statutory duty to have regard to the target in the way that they deliver their mainstream functions. In addition, the Council will be judged on its success in meeting this target by central government as part of the Comprehensive Area Assessment. The Community Cohesion steering group is currently taking forward a significant programme of work to build community cohesion across the city.

5.2 As part of this, a Community Change Management System is currently under development, aimed at monitoring changes on the ground (including to the characteristics of neighbourhoods) that may threaten or promote cohesion. This responds to the recognition that there needs to be a systematic approach to understanding cohesion in Manchester. As well as monitoring changes, the system will also allow the Council and its partners to map different types of communities of Manchester to understand where the risks to community cohesion may be greatest and help to develop an approach to measuring cohesion as an outcome.

5.3 The tool would provide softer, perception-based intelligence (including on the characteristics of the population) than is currently available, providing information about how people are getting on and interacting with one another and information about changes to the characteristics of the population at a neighbourhood level. This should mean that some anecdotal evidence about population change will be able to be collated and analysed and feed more effectively into the evidence base.

6. Conclusions
6.1 The Council is making good progress in terms of understanding the changing nature of the City’s communities and the impact on local people living in them. Since the work of the Population and Neighbourhoods group, improved
mechanisms have been put in place to share population information and to help ensure that services and partners have robust evidence on which to base decisions about the planning and development of services that meet the needs of Manchester residents.

6.2 In addition, a range of programmes are in place to ensure that community cohesion in the city continues to improve, which will help the effects of population change to be managed.

6.3 However, as the population of the city continues to diversity, the Council and its partners will face continuing challenges to ensuring services meet the needs of residents and that community cohesion. Therefore, it is important that work to understand the population and respond to its changing needs are ongoing.