

The NDC Programme: An Overview of the 2001 Census

**Centre for Regional Economic and Social Research
Sheffield Hallam University**

**Christina Beatty
Catherine Jones
Paul Lawless**

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The Neighbourhood Renewal Unit in the Office of the Deputy Prime Minister is sponsoring the 2002-2005 national evaluation of New Deal for Communities. This evaluation is being undertaken by a consortium of organisations co-ordinated by the Centre for Regional Economic and Social Research at Sheffield Hallam University. Those wishing to know more about the evaluation should consult the evaluation's web site <http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/home.asp>

Queries about this paper should be addressed to: Christina Beatty, c.beatty@shu.ac.uk

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EXECUTIVE SUMMARY

The 2001 Census of Population provides a wealth of data for small areas. The national evaluation team has produced a '2001 census module' for all 39 NDC areas. This paper provides a Programme Wide overview.

Some of the **key socio-demographic features across the Programme** include:

- The total population in all 39 NDCs is 375,300 people living in approximately 157,400 households.
- Almost 75 per cent of the NDC population is white, 11.4 is Asian/Asian British and 9.7 per cent Black/Black British. Equivalent figures for England and Wales are 91.3 per cent, 4.4 and 2.2 per cent.
- The working age population, that is males aged 16-64 and females 16-59, accounts for 61.6 per cent of the population. This is similar to the national figure of 62.7 per cent.
- One quarter of the NDC population is under 16 compared with one in five nationally.
- The largest group in relation to the Census's socio-economic 'social grades' is semi-skilled and unskilled manual workers who account for 26 per cent of all 16-74 year olds. This compares with a national average of 17.2 per cent.
- The proportion of lone parent households is 14.5 per cent compared with a national figure of 7.2 per cent.
- Just over a third of households in NDC areas are owner occupiers compared with more than two thirds of households across England and Wales as a whole.

One overwhelming conclusion to be drawn from the 2001 census is the extent of deprivation evident in NDC areas. Indicators for the 39 NDC areas as a whole exhibit **an intensity of deprivation which is often substantially greater than is true for England and Wales:**

- Unoccupied or vacant dwellings: 6.2 per cent across the Programme compared with 3.2 per cent for England and Wales.
- Lack of central heating: 13.2 compared with 7.2 per cent.
- Overcrowding: 5.1 compared with 1.8 per cent.
- Limiting long-term illness: 21.4 compared with 17.6 per cent.
- Those aged 16-74 who have never worked or who are long-term unemployed: 11.1 compared with 3.7 per cent.
- Proportions of those classified as being in higher or intermediate managerial, administrative or professional occupations: 11.3 compared with 22 per cent.

- No qualifications: 41 per cent of those aged 16-74 have no formal qualifications compared with 29 per cent for England and Wales.
- Economic activity rates for the Programme at 56 per cent (for those 16-74) are ten percentage points lower than for England and Wales.
- Rates of unemployment for those aged 16-24 year old: 8.9 compared with 5.8 per cent.
- Only 18.1 per cent of households in NDC areas are not deprived on any of four dimensions of deprivation compared with 30.7 per cent of households in England and Wales.

Results from the 2001 Census also point to **considerable variations across the 39 areas**:

- These can sometimes be seen as reflecting a north-south divide: in Newcastle only 30 per cent of households have a car, but in Norwich only 35 per cent of households do not have one.
- Sometimes too variations across the 39 appear to reflect a 'London effect': nine of the ten NDC areas with highest rates of residential overcrowding are in London.
- But equally so marked variations can occur within regions: in Knowsley 23.8 per cent of households contain no employed adults and dependent children compared with Rochdale where the relevant figure is 7.8 per cent.

In addition to 2001 data, a selection of 1991 Census data have also been collated in order to explore the **longer term trajectories of the 39 NDC areas**. This information needs to be interpreted with caution due to changes in the ways in which Census data have been collected and collated over time. But analysis of change between the 1991 and the 2001 Census points to three overarching conclusions:

- As would be expected, there was considerable variation across the 39 NDC areas during this ten year period: vacant house spaces rose almost 20 percentage points in some NDCs in the north, but fell almost 10 points in some of those located in London
- In some respects NDC areas improved at a **relatively** faster rate: on average unemployment rates fell faster than nationally, and owner occupation levels rose, at about, or more than, twice the national average
- But in other respects NDC areas fared less well: vacancy rates for instance rose marginally in NDC areas but fell by more than one percentage point nationally.

Census data will be helpful to the national evaluation team in providing a baseline position from which to consider the extent of change and improvement in NDC areas over time. In addition, comparable data from the 2011 Census will eventually become available to provide a long-term view of change in these areas. Census data will also be helpful to local practitioners in understanding the nature of deprivation in their areas.

THE 2001 CENSUS

The latest Census of Population was carried out on the 29 April 2001. It provides a count of all people and households in the UK and is an invaluable source of data for small areas. Data cover a range of topics including population structure, employment status, qualifications, housing, tenure and amenities. This paper provides an NDC Programme Wide overview of some key issues emerging from the 2001 Census. Appendix One explains the Census in more detail.

Census statistics are presented in this paper for the Programme in relation to the following themes:

- Demography
- Housing
- Health
- Qualifications
- Economic activity
- Deprivation
- Change from 1991 to 2001

This report reflects on only a small selection of available data. A full set of indicators collated for NDC areas is available in a set of excel spreadsheets accompanying this paper. The data contained within these have been chosen to provide some background socio-economic information and to highlight a number of indicators of deprivation for NDC areas. Details of these spreadsheets and the data contained within them are provided in Appendix Two. In addition, each Partnership will receive an overview of Census data for their area, their Local Authority and the wider region.

Demography

The 2001 Census indicates that the total population in all 39 NDCs is 375,300 living in about 157,400 households.

Table 1 indicates population by NDC area. This shows a fourfold variation between Plymouth with 5,000 people at one end of the spectrum and Hackney with 20,100 at the other. The average for all 39 is about 9,600.

Table 1: NDC area populations: 2001

NDC	Total Population
Hackney	20,100
Birmingham Aston	17,300
Brighton	17,200
Leicester	12,600
Walsall	11,900
Liverpool	11,700
Sandwell	11,600
Bradford	11,200
Wolverhampton	10,800
Haringey	10,300
Newham	9,600
Salford	9,600
Knowsley	9,500
Newcastle	9,500
Southampton	9,500
Sunderland	9,500
Doncaster	9,400
Birmingham Kings Norton	9,400
Hammersmith & Fulham	9,300
Oldham	9,300
Islington	9,200
Hartlepool	9,000
Sheffield	8,800
Derby	8,700
Nottingham	8,500
Manchester	8,400
Lewisham	8,300
Norwich	8,200
Rochdale	8,200
Luton	7,900
Middlesbrough	7,900
Southwark	7,500
Tower	7,300
Coventry	7,300
Brent	7,100
Lambeth	7,100
Hull	6,100
Bristol	5,400
Plymouth	5,000
NDC average	9,600
Total 39 NDCs	375,300

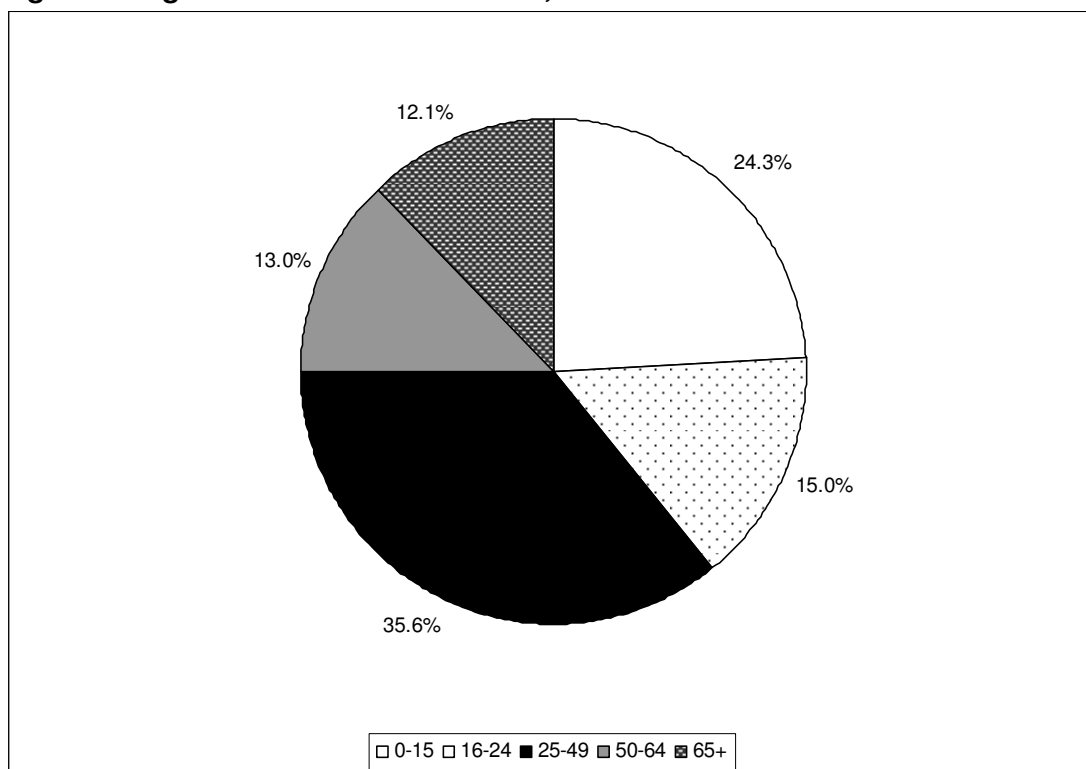
Footnote. Population rounded to the nearest 100

Source: 2001 Census of Population, Census Area Statistics

The age structure of all NDC areas is provided in Figure 1:

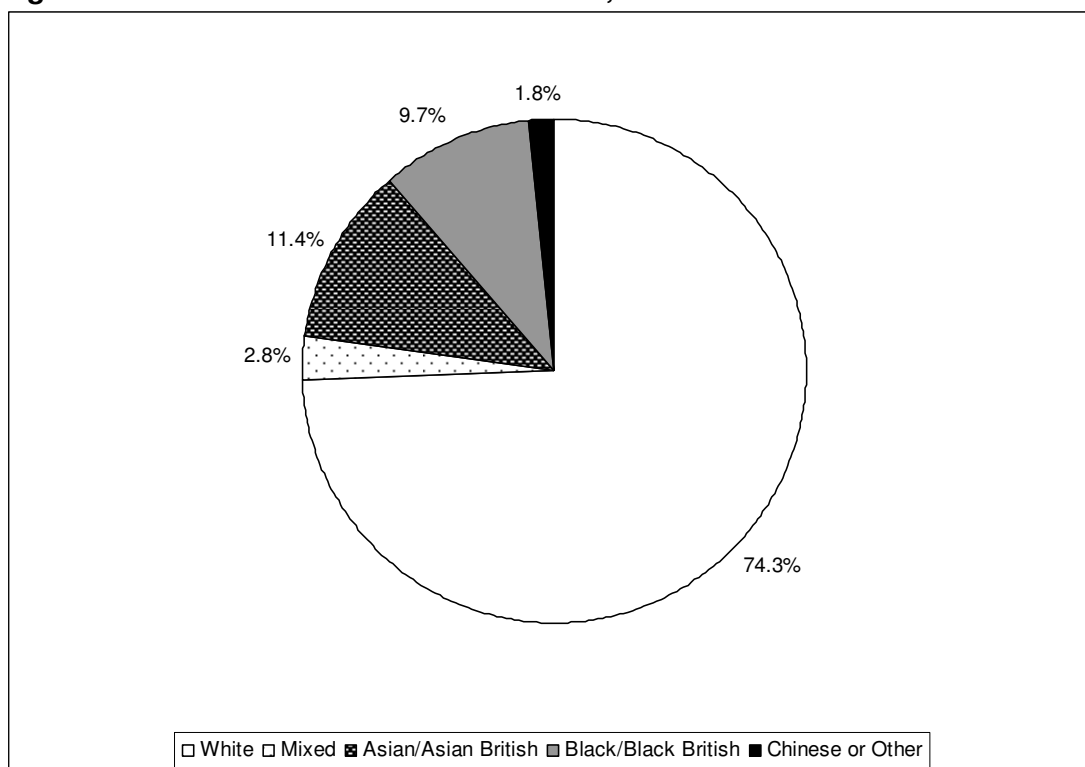
- The working age population, that is males aged 16-64 and females 16-59, accounts for 61.6 per cent of the total population of NDC areas. This compares with a national figure of 61.4 per cent.
- One quarter are under 16, compared with one in five nationally.
- In England and Wales 17.5 per cent of the population are aged 50-64. The equivalent figure across NDC areas is 13 per cent.

Figure 1: Age structure: All NDC areas, 2001



Source: 2001 Census of Population, Census Area Statistics (CAS02), Crown Copyright.

Figure 2: Ethnic breakdown: All NDC areas, 2001



Source: 2001 Census of Population, Census Area Statistics (UV09), Crown Copyright.

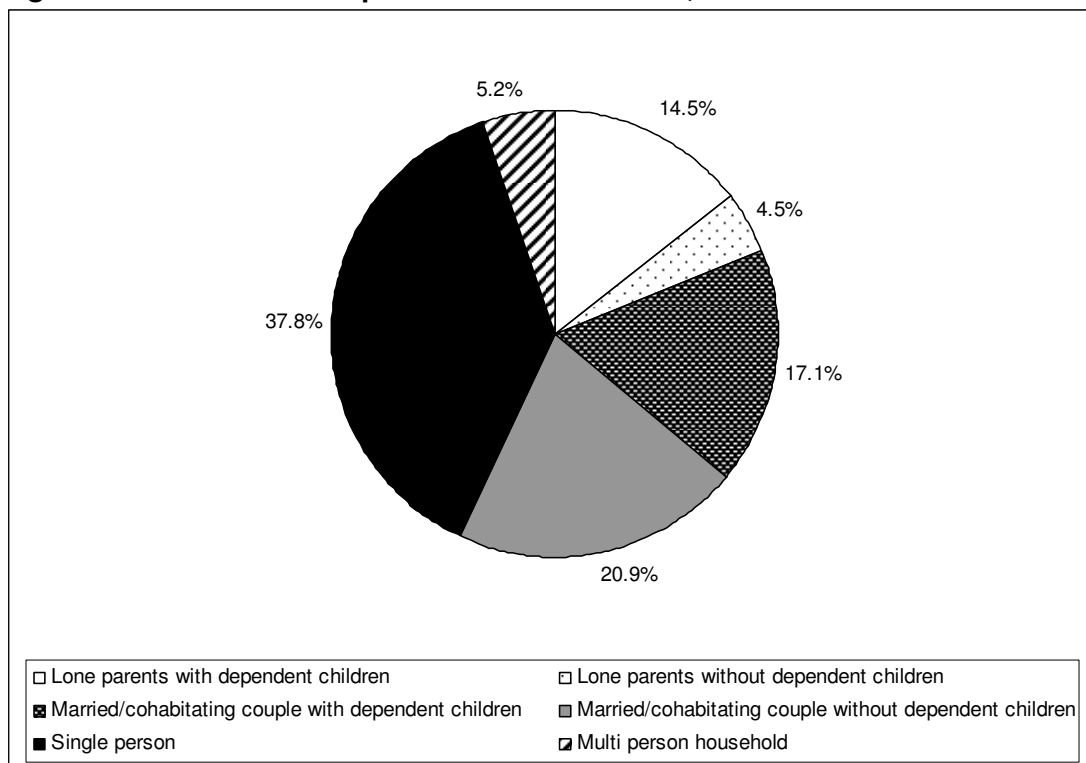
Figure 2 provides a breakdown by ethnicity for all NDC areas.

- Almost 75 per cent of the NDC population is white, 11.4 is Asian/Asian British and 9.7 Black/Black British. Equivalent figures for England and Wales are 91.3 per cent, 4.4 and 2.2 per cent.
- Nationally 3 per cent, but in NDC areas just over 10 per cent, of the population are Muslim.

Figure 3 outlines household composition:

- 37.8 per cent of all households are single person. This is 8 percentage points higher than for England and Wales (30 per cent).
- The proportion of lone parent households is 14.5 per cent compared with a national figure of 7.2 per cent.
- Multi person households (excluding all student households) are more prevalent in NDCs than nationally: 4.1 per cent compared with 2.6 per cent.

Figure 3: Household composition: All NDC areas, 2001

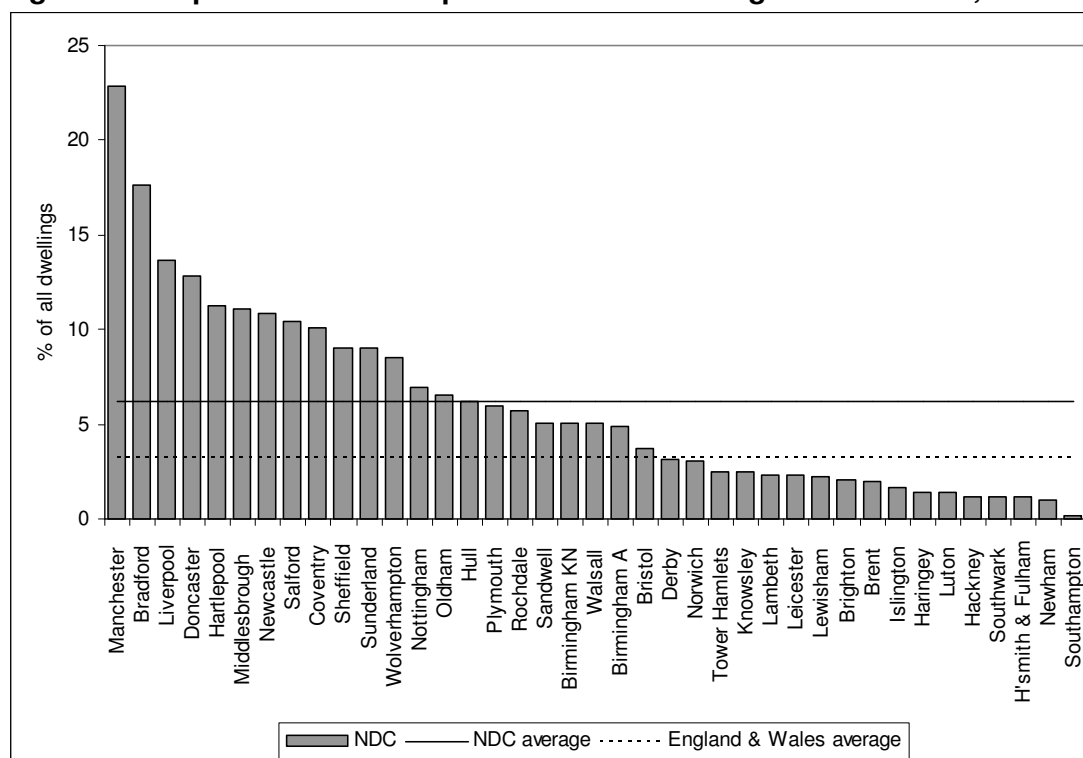


Source: 2001 Census of Population, Census Area Statistics (UV68), Crown Copyright.

Housing

- Almost 98 per cent of the total population are resident in households, whilst the remaining 2 per cent live in communal establishments.
- There are about 167,300 dwellings in NDC areas of which 10,350 (6.2 per cent) are unoccupied or vacant. In England and Wales there are approximately 22,481,300 dwellings of which 717,460 (3.2 per cent) are unoccupied or vacant. Breakdown by NDC area is provided in Figure 4. Manchester has the highest proportion of unoccupied dwellings (22.9 per cent), which is over seven times the national average. By comparison, Southampton's proportion of unoccupied dwellings at 0.2 per cent is considerably below the average figure for England and Wales.

Figure 4: Proportion of unoccupied or vacant dwellings in NDC areas, 2001



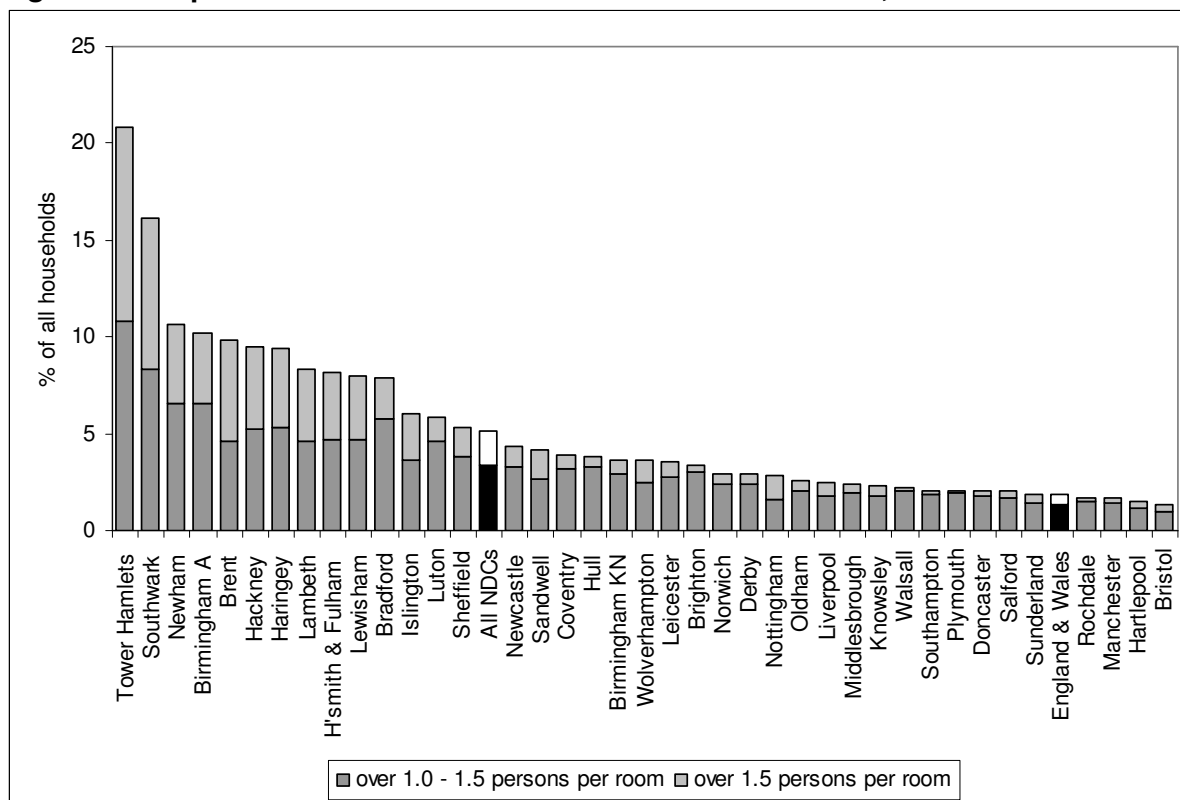
Source: 2001 Census of Population, Census Area Statistics (CAS48), Crown Copyright.

Figure 5 provides details of overcrowded households:

- 2001 data indicates that, across the Programme, 5.1 per cent of households are overcrowded. Of these, 3.3 per cent of households have 1.0 to 1.5 persons per room, whilst a further 1.8 per cent have more than 1.5 persons per room. Equivalent national figures indicate that 1.8 per cent of households have more than one person per room, of which 0.5 per cent have more than 1.5 persons per room.

- Overcrowding is greatest in some London NDCs: Southwark and Newham have more than five times the rate of overcrowding compared with the national average. Overcrowding in Tower Hamlets is more than eleven times the national rate.
- At the other end of the scale, Bristol, Hartlepool, Manchester and Rochdale have rates of overcrowding slightly below the average for England and Wales.

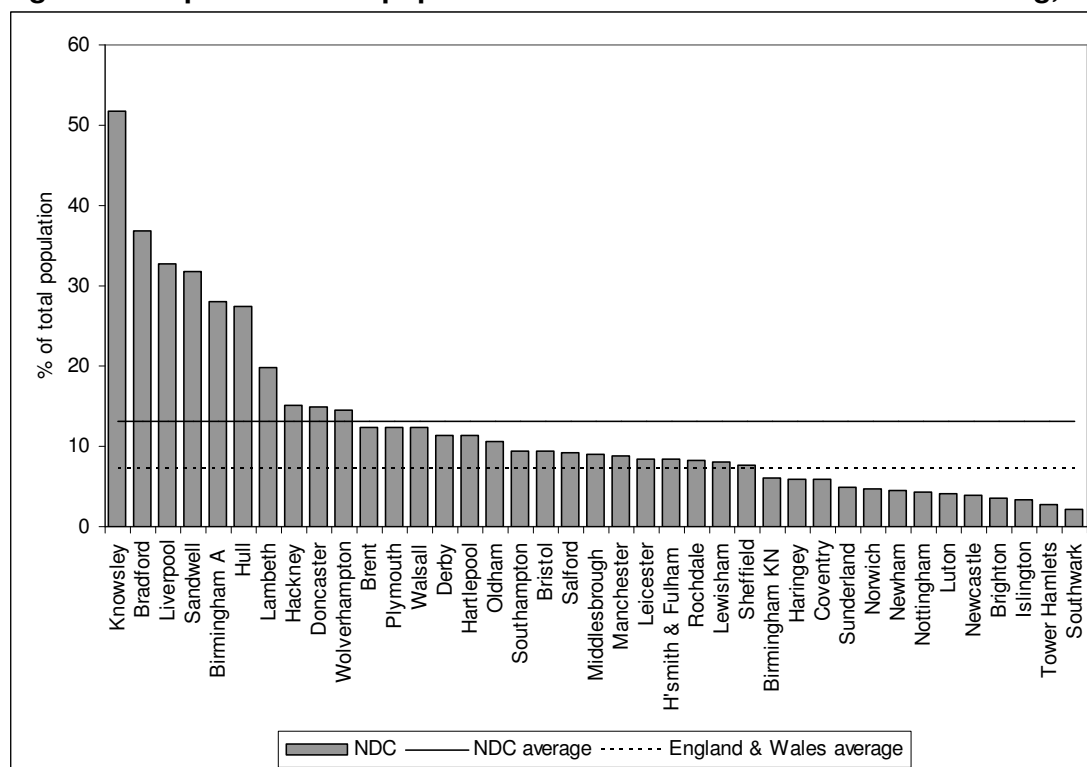
Figure 5: Proportion of overcrowded households in NDC areas, 2001



Source: 2001 Census of Population, Census Area Statistics (CAS52), Crown Copyright.

Figure 6 identifies the proportion of the population without central heating.

Figure 6: Proportion of the population in NDC areas without central heating, 2001



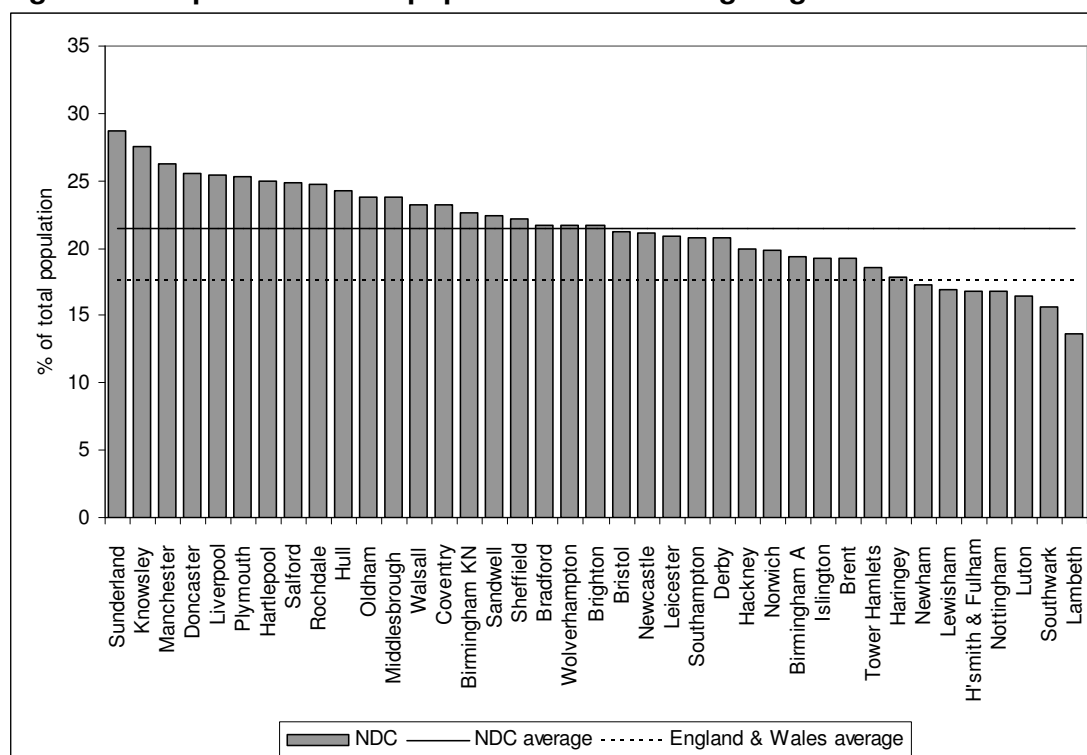
Source: 2001 Census of Population, Census Area Statistics (CAS18), Crown Copyright.

- On average, some 13.2 per cent of the population of NDCs have no central heating, almost double the national average of 7.2 per cent.
- In Knowsley, Bradford, Liverpool and Sandwell, the rate is more than four times the national average, at over 30 per cent.
- At the other end of the spectrum, NDCs such as Southwark, Tower Hamlets, Islington, and Brighton are considerably below the national average in terms of the proportion of the population without central heating.

Health

The census provides details of the population with limiting long-term illness. This is defined as "a self-assessment of whether or not a person has a limiting long-term illness, health problem or disability which limits their daily activities or the work they can do, including problems that are due to old age" (ONS 2004). The Census also provides an overview of general health: a self-assessment of a person's health (has their health on the whole been good, fairly good or not good) in the 12 months prior to the Census.

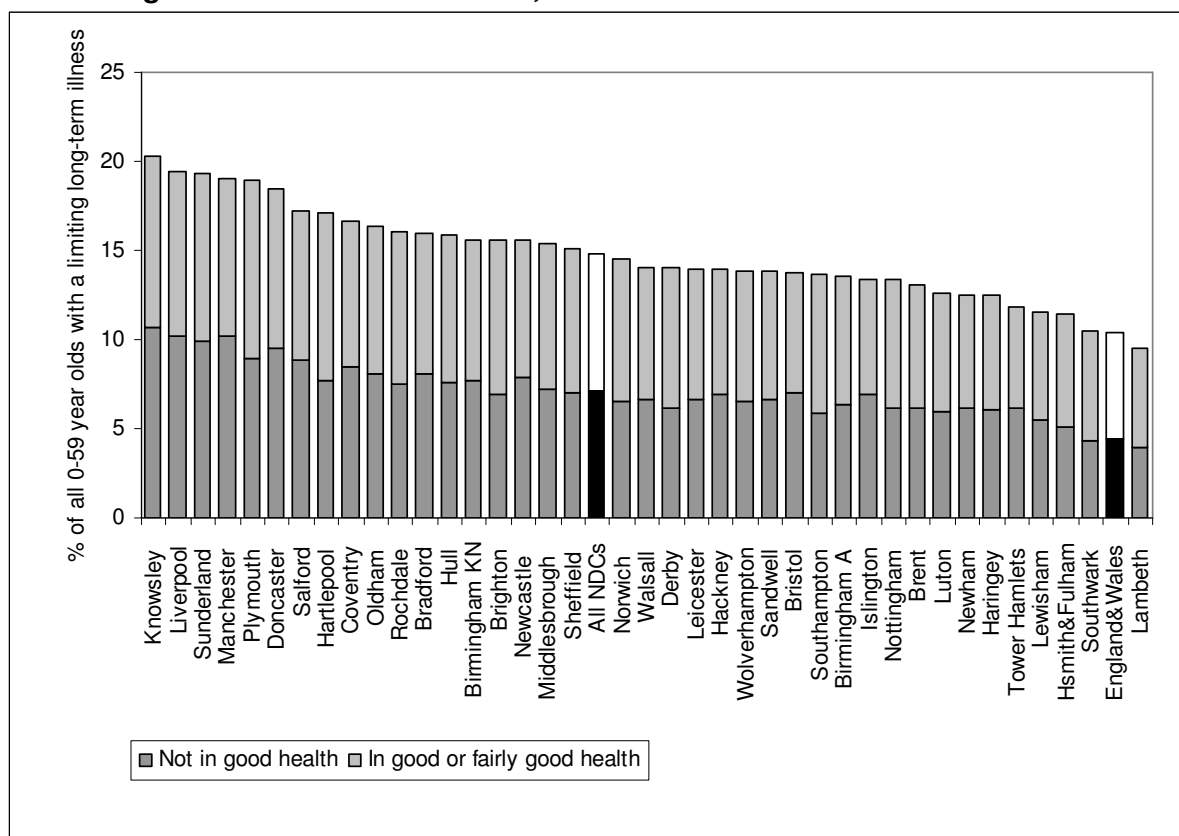
Figure 7: Proportion of total population with limiting long-term illness in NDC areas, 2001



Source: 2001 Census of Population, Census Area Statistics (CAS18), Crown Copyright.

- As Figure 7 indicates the incidence of limiting long-term illness across the NDC Programme is 21.4 per cent. In England and Wales the equivalent is 17.6 per cent.
- The worst four NDC areas in relation to limiting long-term illness are all in northern regions: Sunderland, Knowsley, Manchester and Doncaster.
- By comparison, London and Eastern regions appear to be faring better. Seven NDC areas have levels of limiting long-term illness which are below the national average, of which five are in London.

Figure 8: Proportion of 0 to 59 year olds with limiting long-term illness and poor general health in NDC areas, 2001



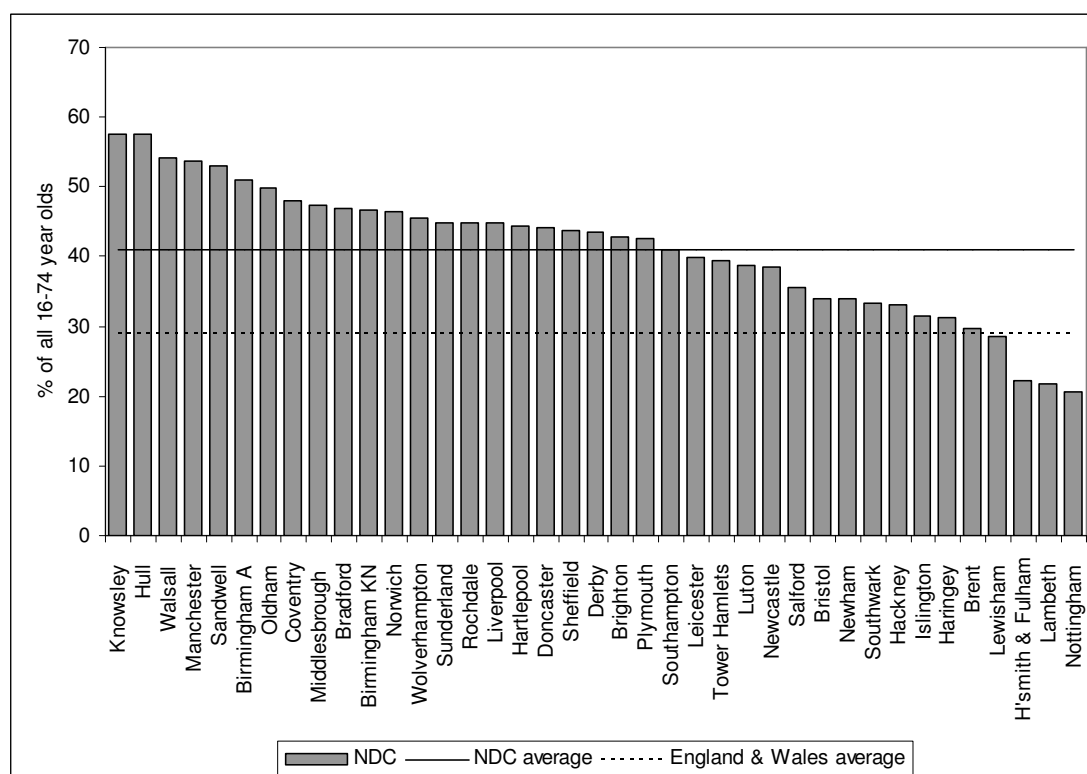
Source: 2001 Census of Population, Census Area Statistics (CAS16), Crown Copyright.

- Figure 8 indicates that, across the Programme some 14.8 per cent of residents aged 59 or under have a limiting long-term illness. The equivalent figure for England and Wales is 10.4 per cent.
- Approximately half of those who have a limiting long-term illness also say they are not in good health (7.2 per cent). This compares with 4.4 per cent nationally.

Qualifications

Relevant indicators here relate to the proportion of the population aged 16-74 with no qualifications. This variable is also considered in respect to those who are not in work - both the unemployed and the economically inactive. Those included within the economically inactive category are those who are looking after family/home; permanently sick/disabled; retired; students; or otherwise inactive.

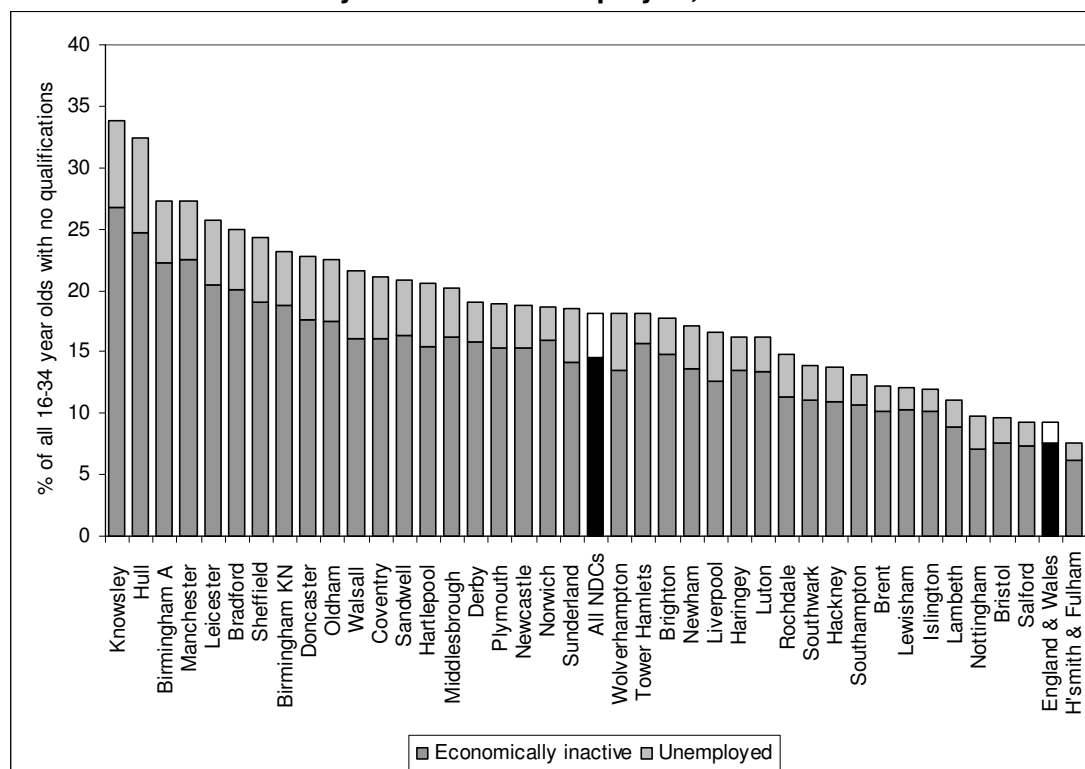
Figure 9: Proportion of 16-74 year olds in NDC areas with no qualifications, 2001



Source: 2001 Census of Population, Census Area Statistics (UV24), Crown Copyright.

- Across the Programme some 41 per cent of 16-74 year olds have no formal qualifications. This is more than 10 percentage points higher than for England and Wales (29.1 per cent).
- At the other end of the spectrum some 14.2 per cent have qualifications equivalent to a degree or above; the national average is 19.8 per cent.

Figure 10: Proportion of 16-34 year olds in NDC areas with no qualifications and economically inactive or unemployed, 2001



Source: 2001 Census of Population, Census Area Statistics (CAS32), Crown Copyright.

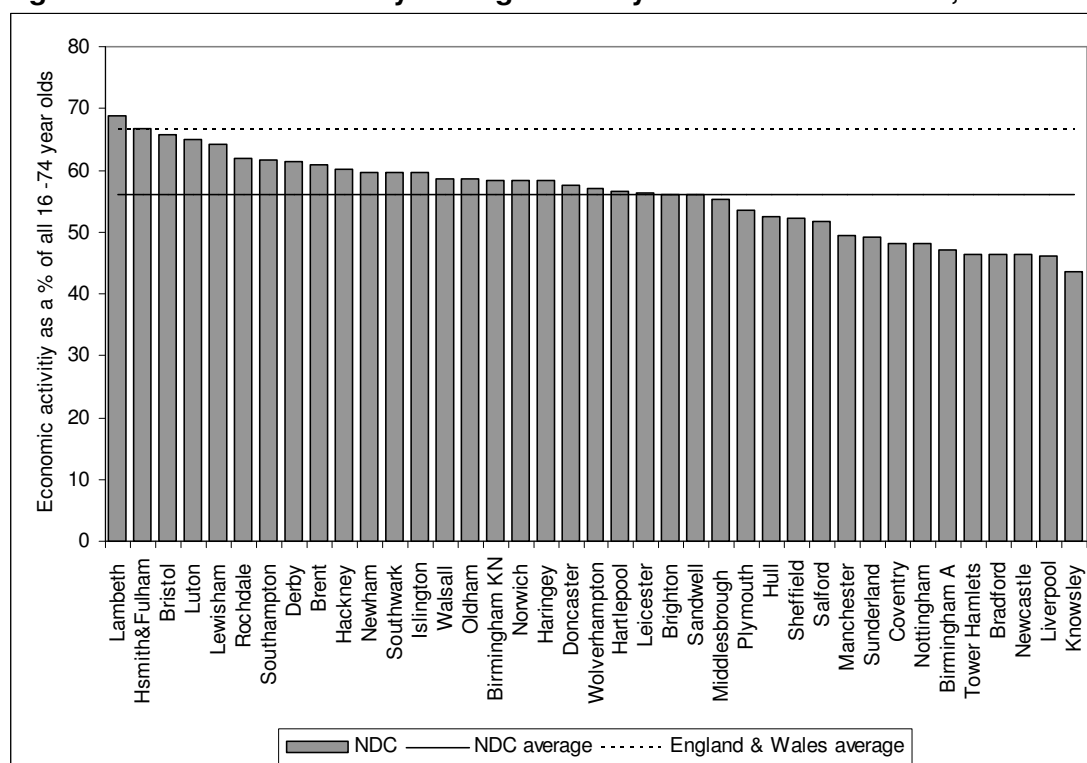
- Figure 10 indicates the proportion of unqualified, non-employed young people resident in NDC areas. About 18% of all 16-34 year olds have no qualifications and are either economically inactive (14.5 per cent) or unemployed (3.7 per cent). For England and Wales as whole only 9.2 per cent of 16-34 year olds have no qualifications of whom 7.6 per cent are economically inactive and 1.6 per cent unemployed (1.6 per cent).

Economic activity

New questions available in the 2001 Census enable long-term unemployment to be assessed for the first time. It is also now possible to consider a socio-economic classification, "social grade", developed by the Market Research Society. The relationship between economic inactivity and ill health can also be explored.

Economic activity rates are an indication of the degree to which the working age population is attached to the labour market. The economically active includes those who are either in employment or unemployed. The economically inactive are detached from the labour market as they are not in employment and not looking for employment or are unable to take up employment in the near future.

Figure 11: Economic activity amongst 16-74 year olds in NDC areas, 2001



Source: 2001 Census of Population, Key Statistics, Crown Copyright.

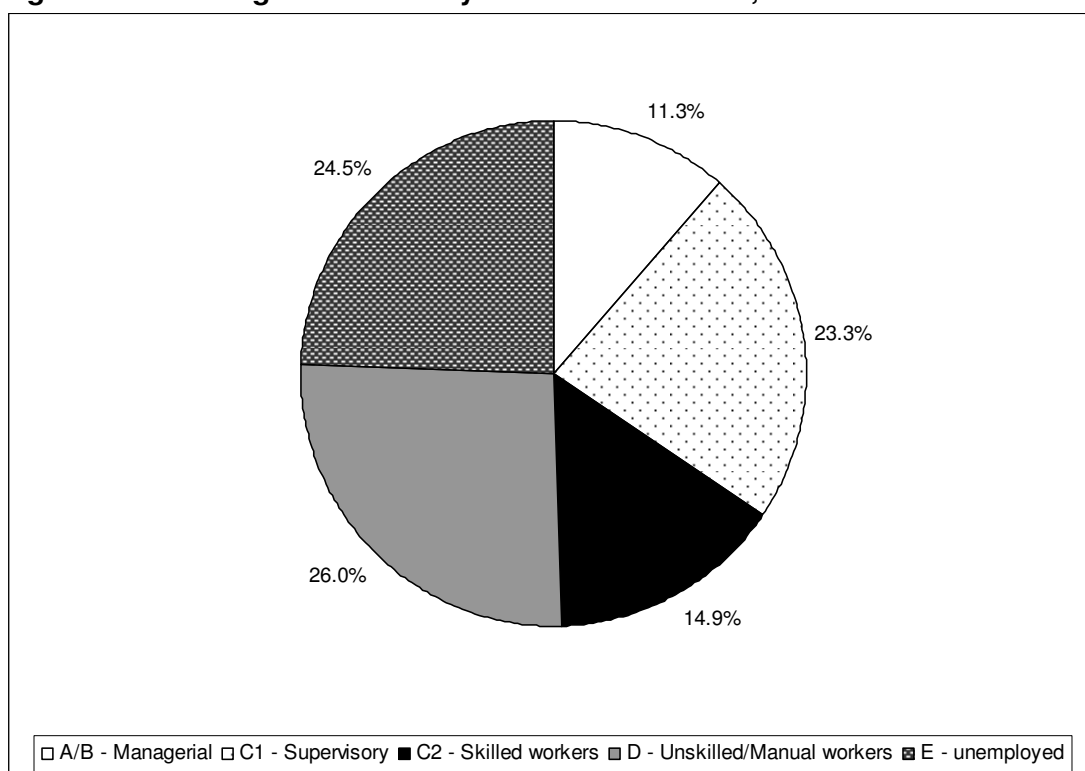
- As Figure 11 indicates the NDC Programme wide average for economic activity is 56 per cent. This is over ten percentage points lower than for England and Wales: 66.5 per cent. All but one NDC area (Lambeth) falls below the national average. Economic activity rates are generally higher in London and the South and lower in NDCs located further north.

- The proportion of full-time workers living in NDC areas accounts for only 34.5 per cent of the 16-74 year old population. This is over ten points lower than the national average, where full-time workers comprise 46.9 per cent of this age group.
- Part-time work is also less common in NDC areas: 10.5 per cent of 16-74 year olds compared with a national figure of 13.7 per cent.

Figure 12 utilises a socio-economic classification "social grade" developed by the Market Research Society:

- A/B Higher and intermediate managerial/administrative/professional
- C1 Supervisory, clerical, junior managerial/administrative/professional
- C2 Skilled manual workers
- D Semi-skilled and unskilled manual workers
- E On state benefit, unemployed, lowest grade workers

Figure 12: Social grade of 16-74 year olds in all NDCs, 2001

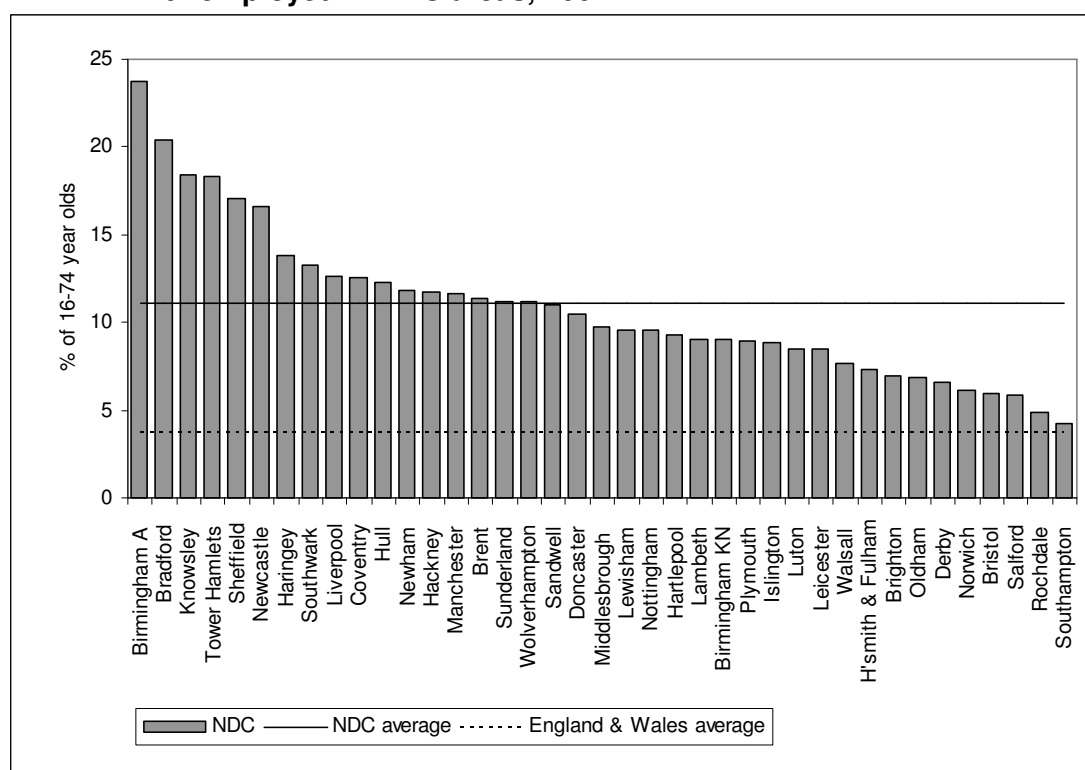


Source: 2001 Census of Population, Census Area Statistics (UV50), Crown Copyright.

- The largest group across the Programme is semi-skilled and unskilled manual workers accounting for 26 per cent of all 16-74 year olds. This compares with a national average of 17.2%

- Those who are in supervisory, clerical, junior managerial, administrative or professional roles make up the second largest social group across the NDC Programme: 23.3 per cent of 16-74 year olds. This is slightly lower than the figure for England and Wales of 29.7 per cent.
- Only 11.3 per cent of 16-74 year olds are classified as being in higher or intermediate managerial, administrative or professional occupations. This is far lower than for England and Wales (22.0 per cent).

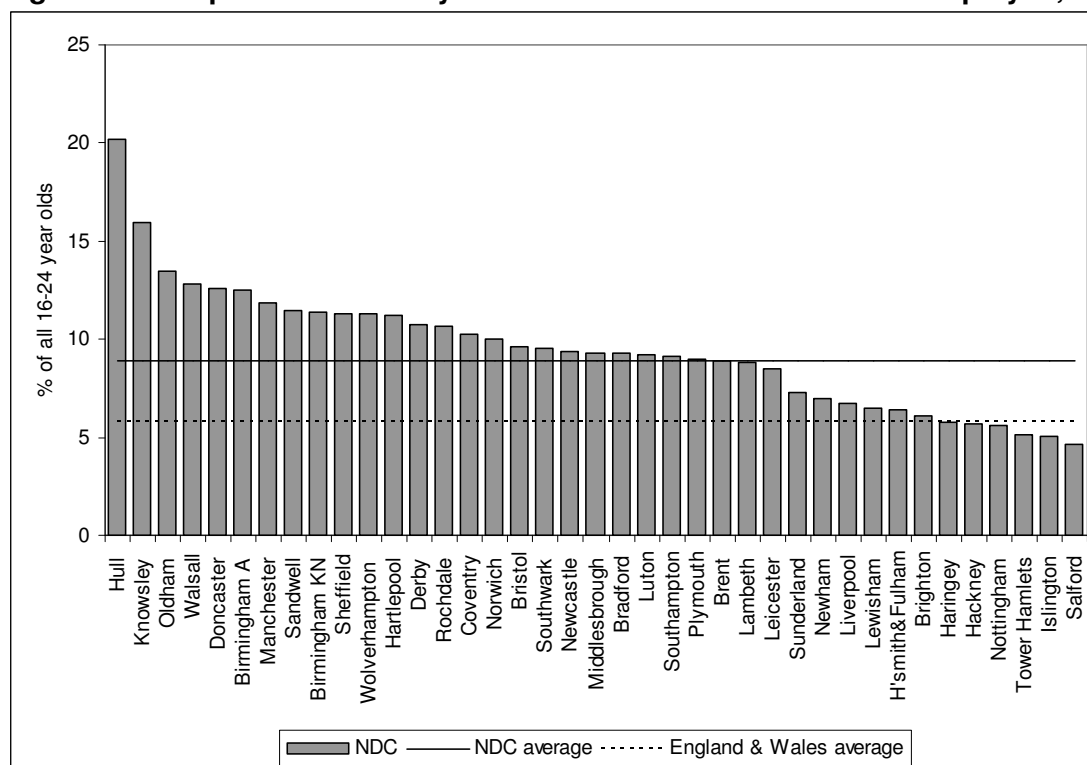
Figure 13: Proportion of 16-74 year olds who have never worked or are long-term unemployed in NDC areas, 2001



Source: 2001 Census of Population, Census Area Statistics (UV31), Crown Copyright.

- The National Statistics socio-economic classification (NS-SeC) provides information on the proportion of those aged 16-74 who have never worked or are long-term unemployed in 2001. Across the Programme this accounts for 11.1 per cent of 16-74 year olds. This compares with a national rate of 3.7 per cent.
- The NS-SeC indicates that the percentage of small employers or own account workers is 4.2 per cent, lower than the national average of 7.0 per cent.

Figure 14: Proportion of 16-24 year olds in NDC areas who are unemployed, 2001

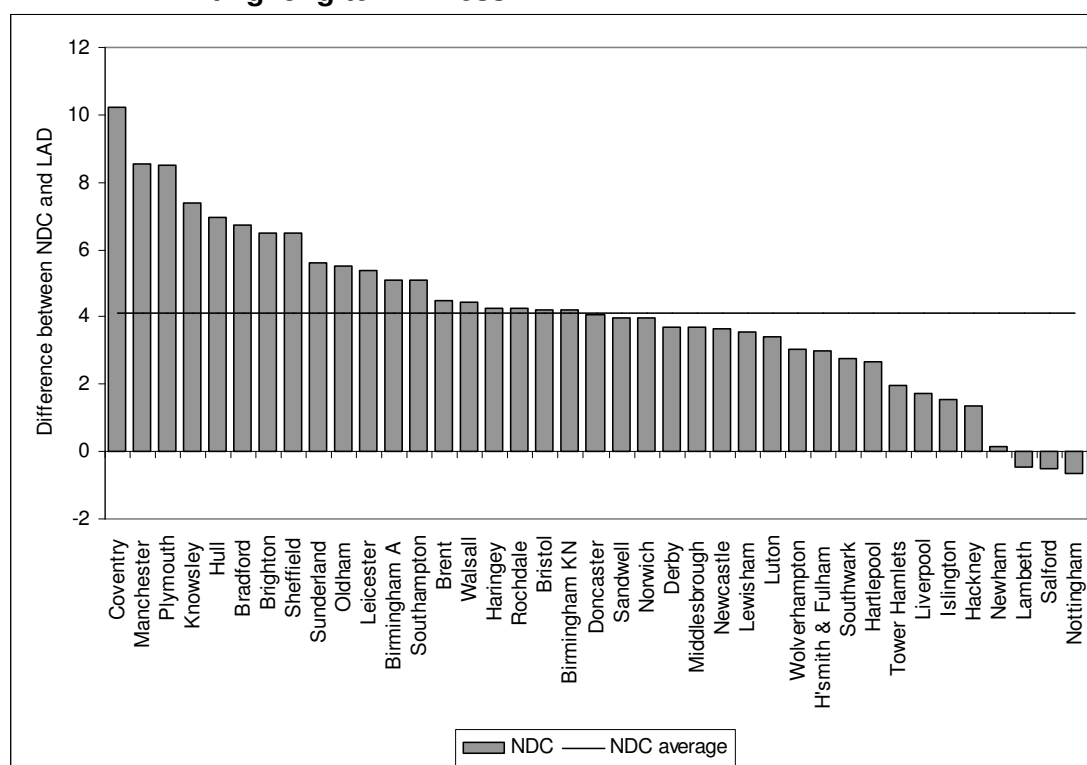


Source: 2001 Census of Population, Census Area Statistics (CAS41), Crown Copyright.

Figure 14 outlines the proportion of unemployed 16-24 year olds:

- The average rate of unemployment for 16-24 year olds across the Programme is 8.9 per cent, substantially higher than for England and Wales (5.8 per cent).
- Unemployment is considerably worse in Northern NDC areas such as Hull, Knowsley, and Oldham. In Hull the rate of unemployment is more than three times, and in Knowsley and Oldham more than double, the national rate.
- Unemployment amongst 16-24 year olds is less of a problem in the South East and in Nottingham, where the figures for unemployment are lower than that for England and Wales.

Figure 15: Differences between NDC areas and parent authorities in the proportion of 16-74 year olds who are unemployed/economically inactive and have a limiting long-term illness



Source: 2001 Census of Population, Census Area Statistics (CAS21), Crown Copyright.

- Across the Programme 19.7 per cent of the population aged 16-74 are either unemployed or economically inactive, and also state they have a limiting long-term illness.
- This is a much higher proportion than for England and Wales where 13.2 per cent of all 16-74 year olds are either unemployed or economically inactive, and also have a limiting long-term illness.
- As Figure 15 indicates, all but three NDCs have higher proportions than their parent local authorities of 16-74 year olds who are unemployed/economically inactive and who also have a limiting long-term illness. Across the Programme this difference averages out at about 4 per cent.

Deprivation

The 2001 Census contains a number of explicit and implicit measures of deprivation, two of which are explored below.

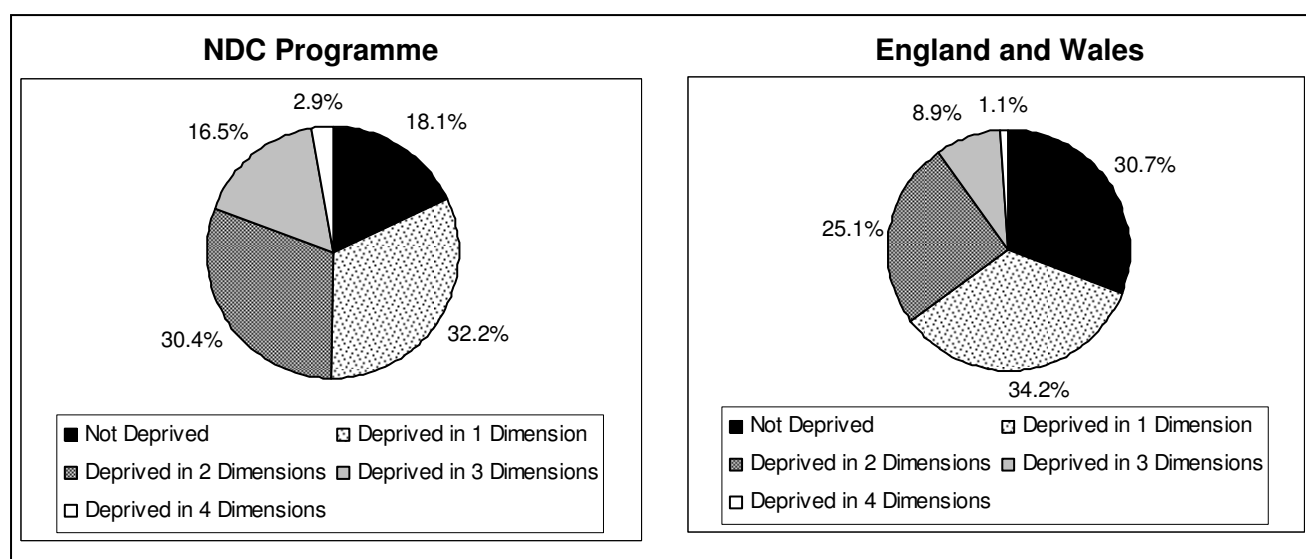
First, data on the intensity of deprivation within households in NDC areas are considered. Figure 16 depicts the proportion of households which have any of four dimensions of deprivation:

- Employment: non-students aged 16-74 who are unemployed or permanently sick
- Education: no member of household aged 16-pensionable age has at least 5 GCSEs grade A-C, and no member aged 16-18 is in full-time education
- Health: any member has 'not good' health, or has limiting long-term illness
- Housing: accommodation is overcrowded, or is shared, or lacks sole use of bath/shower and toilet, or lacks central heating.

Second, two other variables are considered as proxies for deprivation:

- Non worker households with dependent children
- And the level of car ownership in the area.

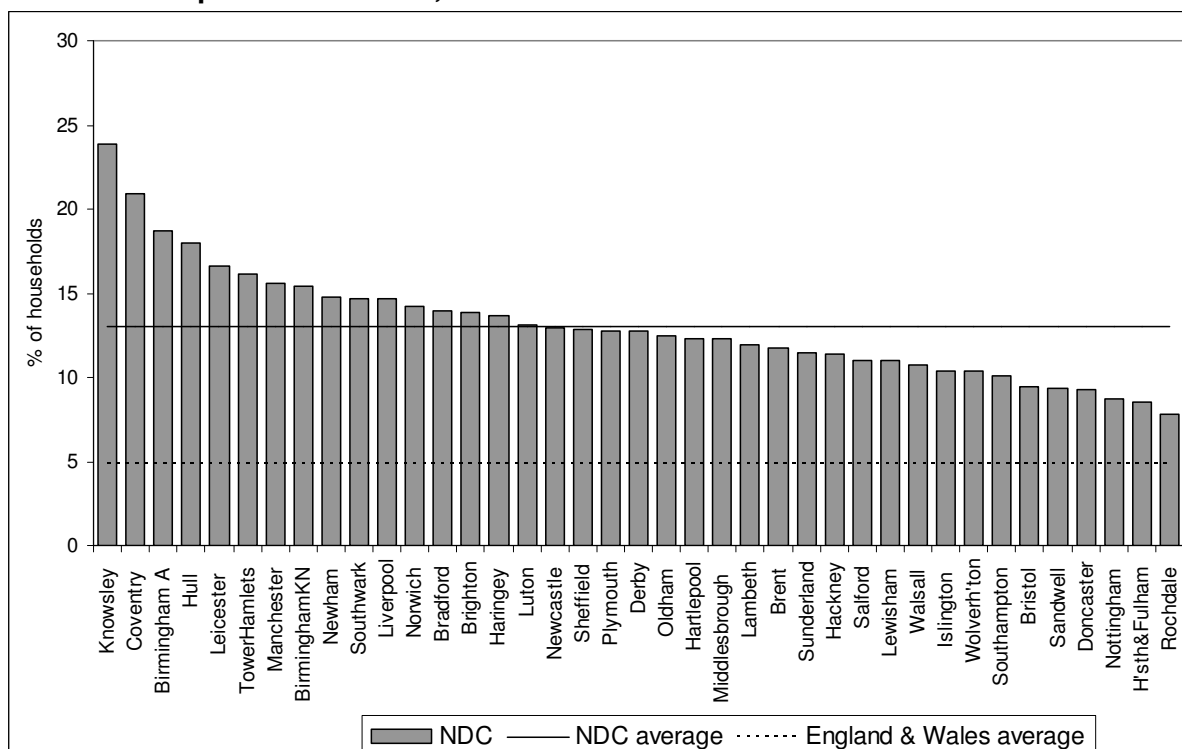
Figure 16: Household deprivation in NDC areas compared with England and Wales, 2001



Source: 2001 Census of Population, Census Area Statistics (UV67), Crown Copyright.

- Only 18.1 per cent of household in NDC areas are not deprived compared with 30.7 per cent of households in England and Wales.
- The proportion of households in NDC areas that are deprived in the four dimensions of employment, education, health and housing is more than double the national rate: 2.9 per cent compared with 1.1 per cent

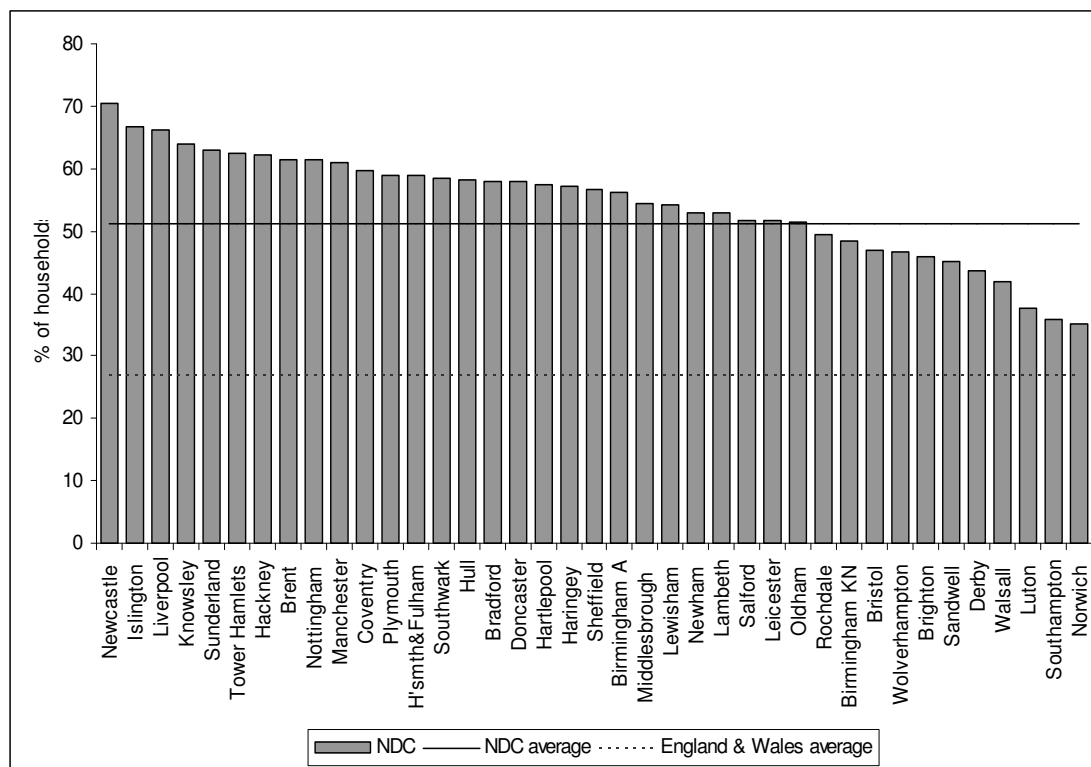
Figure 17: Proportion of households in NDC areas with no employed adults with dependent children, 2001



Source: 2001 Census of Population, Key Statistics, Crown Copyright.

- Figure 17 indicates that 13.1 per cent of households in NDC areas contain a family with dependent children where none of the adults are in employment; this contrasts starkly with the national picture where only 4.9 per cent of all households fall in to this category.
- There is a wide variation across NDC areas in terms of workless households with dependent children. Over 20 per cent of households in Knowsley and Coventry have no employed adults and dependent children compared with Hammersmith and Fulham and Rochdale where the relevant figures are 8.5 and 7.8 per cent respectively.

Figure 18: Proportion of households in NDC areas with no car, 2001



Source: 2001 Census of Population, Key Statistics, Crown Copyright.

- Just over half the households in NDC areas do not have a car (51 per cent). This is nearly double the rate in England and Wales (26.8 per cent).
- Again, there is a considerable variation across NDC areas. In Newcastle only 30 per cent of households have a car; but in Norwich only 35 per cent of households do not have one.

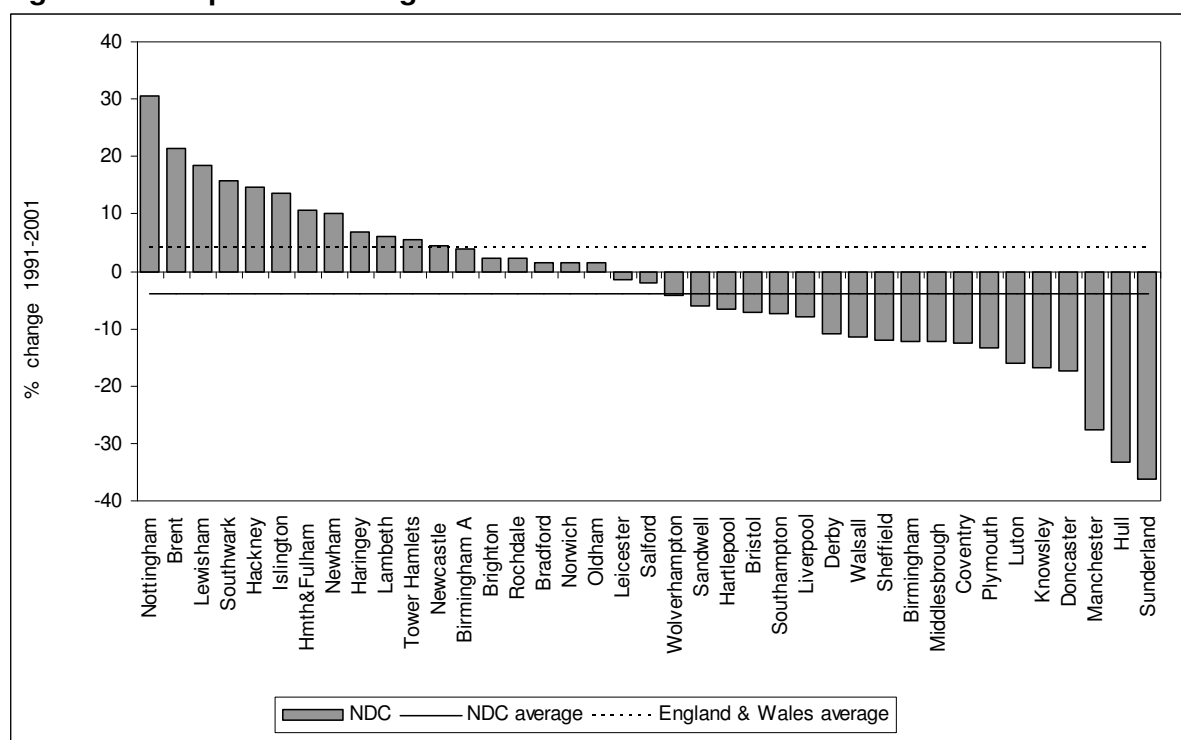
Change 1991 to 2001

1991 Census data for NDC areas allow for a comparison of change through time. A selection of change data is presented below. Further indicators can be found in the accompanying spreadsheets.

Caution needs to be taken in interpreting change between the 1991 and the 2001 Censuses. This is especially the case for areas with large student populations such as Nottingham. In 1991 students were enumerated at their home address, but in 2001 at their term time address. A fuller explanation of the differences between the two censuses is contained in Appendix One.

With the exception of population change, this section presents data in the form of percentage point change over time. Therefore, if 10 per cent of households had a given attribute in 1991 and this rose to 12 per cent in 2001, this represents a change of 2 percentage points.

Figure 19: Population change in NDC areas 1991- 2001

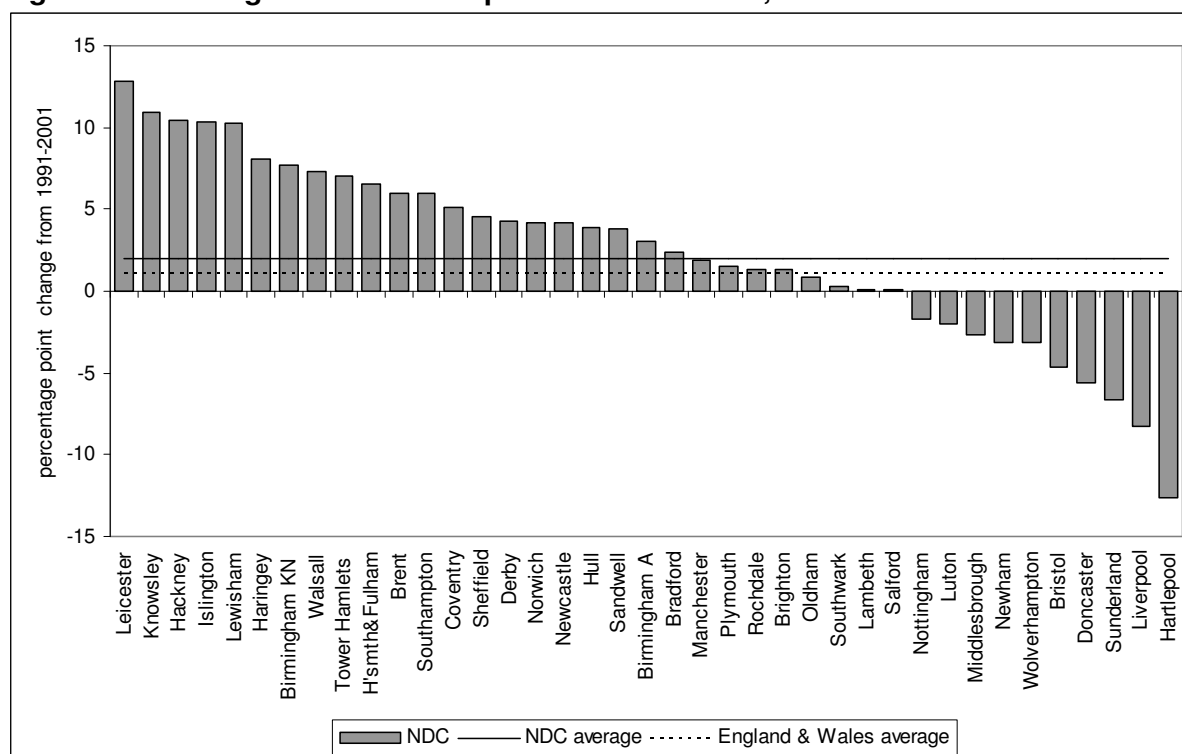


Source: 2001 Census of Population, Key Statistics, Crown Copyright.

- Figure 20 indicates population change by NDC area. The overall population in NDC areas declined by 3.8 per cent between 1991 and 2001. Because of the 'enumerating students' issue raised above, this should be seen as an approximation not an exact measure.

- In particular, the apparent large increase in population in the Nottingham NDC area is likely to have been inflated by the large student population enumerated in the area in 2001.
- The downward trend in the overall NDC area population contrast with national trends: England and Wales witnessed a growth of 4.3 per cent over the same period.

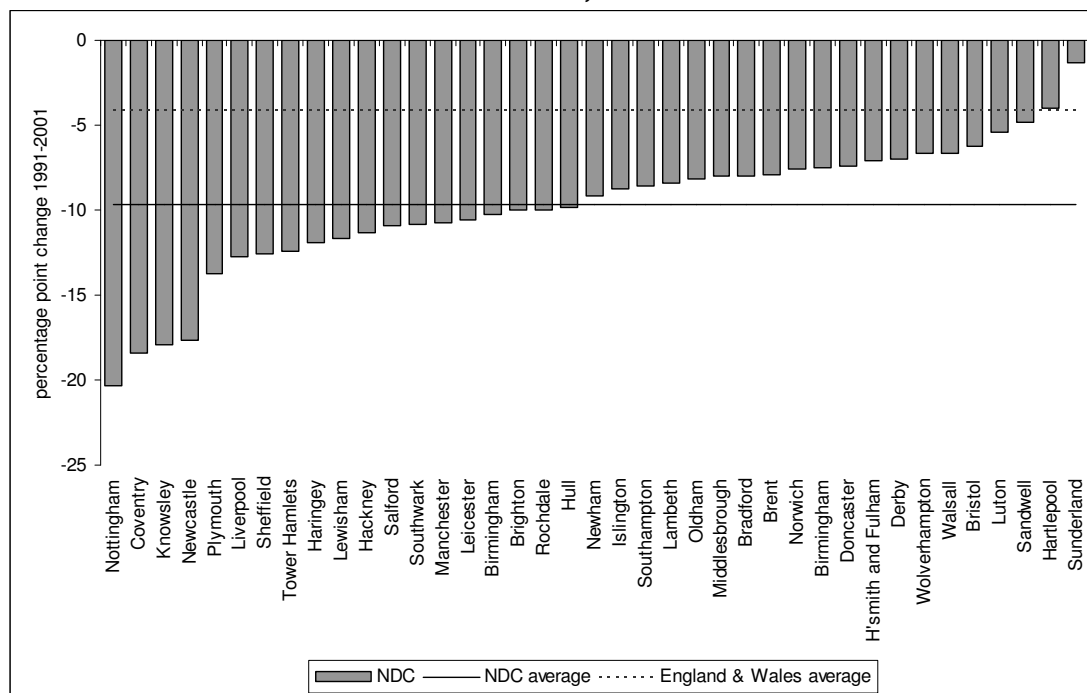
Figure 20: Change in owner occupation in NDC areas, 1991-2001



Source: 2001 Census of Population, Key Statistics, Crown Copyright.

- As Figure 21 indicates, the increase in market share of owner occupation in NDC areas increased by 2 percentage points from 1991 to 2001. Although this was greater than the national increase of 1.1 percentage points over the same period, it needs to be seen in the light of low levels of owner occupation in NDC areas in 1991.
- The proportion of households renting from the local authority in NDC areas declined by 11.6 percentage points between 1991 and 2001 compared with a national fall of 6.6.

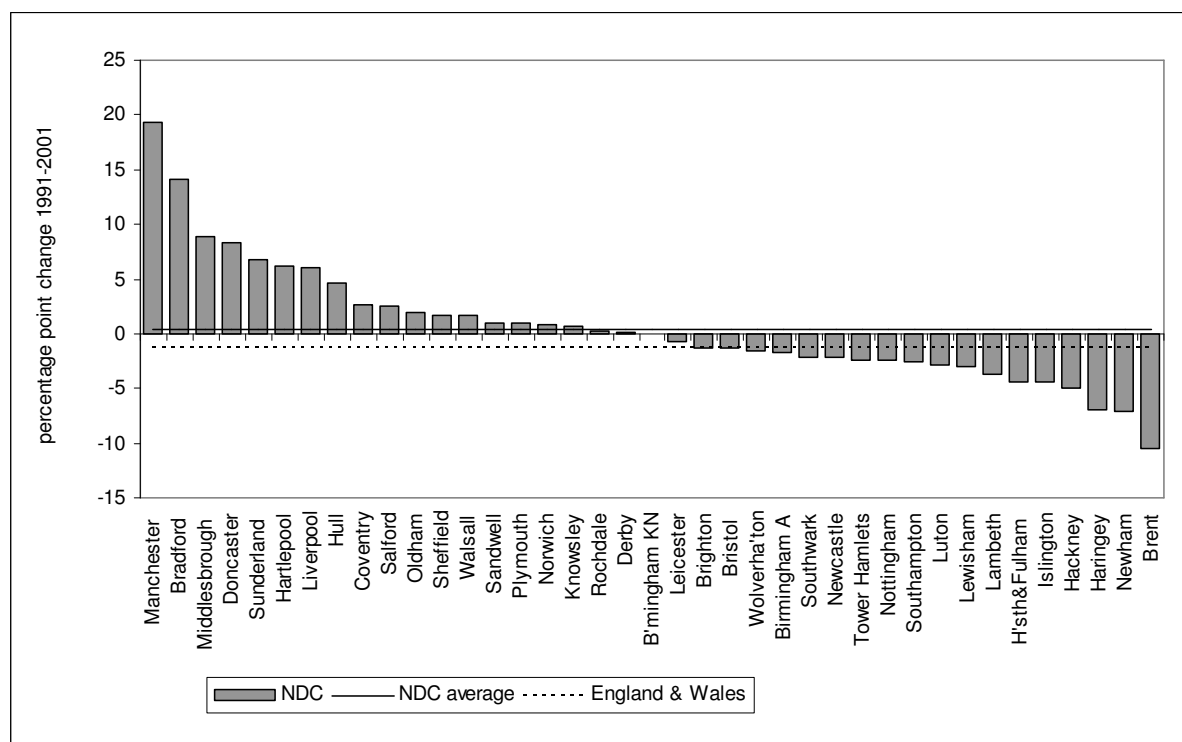
Figure 21: Change in unemployment rate amongst 16-74 year old economically active residents in NDC areas, 1991-2001



Source: 2001 Census of Population, Key Statistics, Crown Copyright.

- As is indicated in Figure 22, the unemployment rate in NDC areas fell by 9.7 percentage points between 1991 and 2001. This was more than twice the decline experienced by England and Wales of 4.2 percentage points. However, the decline in unemployment rates in NDC areas needs to be considered in the context of the relatively higher rates existing within them at the beginning of the period: 22.7 per cent in NDC areas compared with 9.2 per cent nationally.
- Though the gap in unemployment rates narrowed between NDC areas and the national average between 1991 and 2001, the unemployment rate in 2001 for the NDC area as a whole was still considerably higher than nationally: 13.1 per cent compared with 5.0 per cent.
- Only in Hartlepool and Sunderland did unemployment rates fall by fewer percentage points between 1991 and 2001 than the national average.
- Unemployment rates in Nottingham, and any other NDC area with substantial student populations, need to be interpreted with caution. The inclusion of economically active students in 2001 may inflate the denominator of the unemployment rate hence decreasing the 2001 unemployment rate.

Figure 22: Change in vacant house spaces from 1991- 2001



Source: 2001 Census of Population, Key Statistics, Crown Copyright.

- The proportion of vacant dwellings in NDC areas increased by 0.4 percentage points from 1991 to 2001 (see Figure 22). This contrasts with a decline in vacant household spaces in England and Wales over the same time period of 1.3 percentage points.
- Northern NDCs tend to show the greatest increase in vacant spaces, whereas those located in London and the south tend to show the greatest decline.

This analysis of change between 1991 and 2001 points to three overarching conclusions:

- as would be expected, there was considerable variation across the 39 NDC areas during this ten year period: vacant house spaces rose almost 20 percentage points in some NDC areas in the north, but fell almost 10 points in some located in London
- in some respects NDC areas improved at a **relatively** faster rate: on average unemployment rates fell faster than nationally, and owner occupation levels rose, at about, or more than, twice the national average
- but in other respects NDC areas fared less well: vacancy rates for instance rose marginally in NDC areas but fell by more than one percentage point nationally.

Appendix One

The 2001 Census: A Technical Annex

Technical Annex

2001 Census

Background

A Census of Population is carried out in Great Britain every ten years. It provides a unique snapshot of the socio-economic circumstances of individuals and households in the UK. That the Census has national coverage and attempts to enumerate 100 per cent of the population, is its core strength over other sample surveys available. This enables data to be disaggregated down to very small areas. **It is the only national data resource that facilitates a comparison of the characteristics of areas at sub ward level across the entire country.** In addition, comparable data is available for many higher level administrative areas.

Census Geography

A new underlying geography for the collation of Census data was introduced in 2001. The smallest areas that it is possible to obtain data for in 2001 are Output Areas (OAs). These are small spatial units which cover approximately 120 households or about 300 people. This base geography differs from previous censuses which used Enumeration Districts (EDS) as their core building block. Output Areas offer advantages over Enumeration Districts. They are smaller, more homogeneous and will be subject to fewer changes in the future to facilitate easier comparisons over time. Output Areas nest into a hierarchy of higher level geographies. These include Super Output Areas, Wards, Local Authority Districts, Primary Care Trusts, Strategic Health Authorities, and Regions.

NDC areas are specifically defined neighbourhoods for the purposes of the implementation of the NDC Programme. They do not, in many cases, fit neatly into existing administrative boundaries such as Wards. Therefore, for the purposes of the NDC evaluation, a best fit area to the NDC boundaries has been created using Output Areas. Where Output Area boundaries do not coincide with NDCs, a pro-rata weighting has been calculated, based on address-point information.

These best fit NDC areas have been used for the collation of all the Census data in this paper and the accompanying spreadsheet. Since they are based on Output Areas, this dictates which of the standard pre-defined Census tables it is possible to draw on. This is due to different Census tables being available at different geographic levels. More detailed breakdowns of variables can be released for higher level geographies since the risk of disclosure is smaller. So, whereas data from the Standard Tables are only available for

Ward level upwards, Census Area Statistics (CAS) provides information for Output Areas and above.

As the NDC areas are made up from an aggregation of Output Areas, the Census Area Statistics are the source of data provided in this paper. The CAS tables tend to cross tabulate one variable against another. However, data from the University Tables, a subset of the Census Area Statistics, are also used. These provide single variables rather than cross-tabulations.

Census Coverage

The 1991 Census was acknowledged to have suffered from a degree of under enumeration (Simpson and Dorling 1994). A number of factors led to the undercount; not least of which was the non-registration of people on the electoral roll in order to avoid the Poll Tax. Methods were however introduced to take account of a proportion of the missing households. The final 1991 Census output included data which was imputed for over 800 thousand residents. This data was imputed on the basis of knowledge about similar types of households in the area. However, even after this process, the 1991 Census was only thought to account for 98% of all residents. Indications are that the 'missing million' are thought to be unevenly distributed through the population and over represented amongst 18-30 year old males, particularly from ethnic minority groups in inner city areas, those aged under one and the very old (OPCS 1994).

Due to the problems of under enumeration in 1991, the 2001 Census included a number of innovative measures to ensure maximum coverage and to counteract under enumeration. It was the first Census to include a postal element to the fieldwork as households were able to post back their Census forms. A large scale Census Coverage Survey was also undertaken to create accurate estimates of any undercount and determine its geographic distribution. This enabled the final Census counts to be adjusted with imputed data to reflect under enumeration. The final Census data released contains one set of residence based population counts which are consistent and add up to 'one number', the national population estimate. This has led to the 2001 Census being known as the One Number Census (ONS et al, 1999).

Though the One Number Census was meant to take account of problems associated with under enumeration, this has not been entirely successful. A number of metropolitan districts have highlighted that they are still subject to substantial under enumeration. This includes Manchester, Bristol and Westminster. This in turn has led to ONS reviewing the Mid Year Population Estimates (Myers) for these areas and adjusting for the undercount accordingly.

This means that the Myers are thought to offer a more accurate reflection of the population count for all NDC areas than the Census provides. These are to be made available elsewhere via the SDRC as part of the NDC evaluation.

One further complication to the One Number Census was the issue of confidentiality and risk of disclosure. ONS decided the risk of disclosure was too high and that, in theory, it may be possible to identify details about individuals in small areas. As a result, ONS introduced a number of disclosure controls including the use of rounding. Any small cells, of values 0, 1 or 2, were rounded to the nearest 3. As this process was applied to each table of output independently, it means there are inconsistencies between tables for the same variables or subgroups of that variable. User defined areas, which are made up from an aggregation of smaller areas, will magnify the differences due to rounding between tables. For example if a particular variable is summed for all Output Areas within a ward the figure arrived at is likely to be different than if the same variable from the same table was downloaded at ward level.

Hence, due to data modification, there may be small differences in the same variable across different tables presented in this paper or the accompanying spreadsheets. For example, the total population in one table may differ slightly from that in another. In addition, under enumeration means that certain groups of people who may be of particular interest to the NDC Programme, for example young unemployed males or ethnic minorities, may be underestimated in the data provided. **Therefore, it is important to interpret the Census data as a guide to the magnitude of a particular characteristic within the NDC population and accept that the absolute numbers provided are an estimate of any given group within the population.**

Change Data from the 1991 and 2001 Censuses

This paper incorporates some change data from the 1991 to 2001 Censuses. This provides an understanding of the long term trajectories of NDC areas in the context of the surrounding local authority and region. More detailed change data is provided in an accompanying spreadsheet. However, there are a number of differences between the 1991 and 2001 population bases and definitions. This means that change data needs to be interpreted with caution.

The first major difference between the 1991 and 2001 Censuses is the treatment of students. In 1991 students were enumerated and treated as resident at their vacation address rather than their place of study. In 2001 students were fully enumerated at their term time address and included in the resident population for there. This change was due to issues with inconsistencies with the MYE and incomplete data provided by parents at their

home address. This does mean that areas with substantial student populations, such as Sheffield, need to be cautious in interpreting change in Census data over time. For example, change in population in 2001 may be due to the counting of a student population which was already there in 1991 but was not included in the resident population. This will also have implications for other demographic information such as age structure and ethnicity or economic activity variables as increasingly students also work. These changes may not necessarily affect the local area data, as the student population is likely to be resident in other parts of the city, but it will affect the overall trends in data for Sheffield as a whole.

There were also changes to variable definitions over time. The economic activity questions were only asked of people aged 16-74 in the 2001 Census. This contrasted with the 1991 Census where everyone aged 16 and over was asked. This does cause some difficulties in obtaining exactly comparable variables over time. Detailed notes concerning this are added in the relevant sections of the text where this is an issue.

The way unemployment is defined has also changed slightly. In 2001, a combination of questions enables unemployment to be defined using the standard International Labour Office (ILO) definition. This includes anyone who is not in employment, is available to start work in the next two weeks and has either looked for work in the past four weeks or is waiting to start a job. In 1991 however, respondents were just asked whether they were unemployed and looking for a job and the additional criteria of how long they were looking for or whether they could start work in the next two weeks was not asked. The differences in the definition mean that the unemployment measure in 2001 is slightly narrower than that used previously. Hence, an element of the change in unemployment between the censuses is likely to be due to the different measures used.

These differences in the unemployment definition are also likely to have a knock on effect on the number recorded as economically active or inactive. Some people who would have been classified as unemployed and therefore economically active in 1991 may now not fulfil the full ILO criteria of unemployment. Therefore, this group will now fall into the economically inactive classification. It should be stressed that these definitional changes are relatively minor and not likely to effect the overall direction that unemployment trends are moving in.

For more detailed explanations of differences in definitions, populations bases and methods of carrying out the 1991 and 2001 Censuses it is worth referring to the relevant definitional guides (OPCS 1992, ONS 2004).

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Appendix Two

Details of Census data contained in
accompanying spreadsheets

Three excel spreadsheets accompanying this paper.

- [NDC Census UV Tables Final Version.XLS]
- [NDC Census CAS Tables Final Version.XLS]
- [NDC Census Change Tables Final Version.XLS]

Full documentation on how to navigate and find data within these spreadsheets is contained within the first worksheet of each workbook. The data contained within them is laid out in a series of tables as follows:

UV01: Total population: residents in households or communal establishments

UV01A: Total population: people sleeping rough

UV03: Sex

UV09: Ethnic group

UV15: Religion

UV24: Qualifications

UV28: Economic activity

UV30: Occupation

UV31: Socio-economic classification

UV50: Approximated social grade

UV67: Household deprivation

UV68: Household type

CAS02: Age by sex

CAS13: Unemployed and in LA or social rented housing

CAS16: Health and limiting long-term illness

CAS18: Central heating, amenities and limiting long-term illness

CAS19: Age structure, health and housing

CAS21: Health and unemployed or inactive

CAS26: Economic inactivity and carers

CAS28: Economic inactivity by gender and age

CAS32: Qualifications and economic inactivity

CAS41: Aged 16-24 and economic activity

CAS48: Vacant dwellings

CAS52: Overcrowding by dwelling type

CAS61: Lacking car and unemployed or inactive

CHANGE01: Population age bands, 1991-2001

CHANGE02: Economic activity of 16-74 year olds, 1991-2001

CHANGE03: Economic activity of 16-24 year olds, 1991-2001

CHANGE04: Long-term unemployment , 1991-2001

CHANGE05: Tenure, 1991-2001

CHANGE06: Housing, 1991-2001

CHANGE07: Occupational status and education, 1991-2001

CHANGE08: Household deprivation indicators, 1991-2001

CHANGE09: Permanently sick or disabled 16-74 year olds, 1991-2001

CHANGE10: Ethnicity, 1991-2001