

MEASURING THE INSTITUTIONAL POPULATION

Purpose

1. This is a brief note to support discussion by members of HARG on the possible scope of, and approach which might be adopted to undertaking a brief review of information available on the population living in communal establishments.

Introduction

2. As part of the process of compiling household projections – and in any future population based methodology for compiling household estimates – it is necessary to subtract from the projected population in each local authority area an estimate of the numbers living in communal establishments to give the numbers of adults living in private households. (See attached extract from the latest household projections bulletin).

3. For the 2000 based projections, through PAMS, local authorities were consulted about the estimated numbers living in communal establishments by age band and sex, calculated from the 1994 based proportions and the 2000 population estimates. Following some suggested changes, new numbers and hence new proportions were derived and then fixed for the projection period.

4. Following the work on the 2000 based projections, it has been agreed with PAMS that HARG will take the lead in reviewing the exercise and the potential sources of information about numbers/ proportions of the population living in communal establishments. This will be done together with the population projections team in GRO(S) [Garnett Compton], who incorporate some information about numbers living in communal establishments in population estimates/ projections; and will involve local authority representatives with experience of compiling and maintaining registers of communal establishments.

Background

5. Annex 2 gives an extract from 2001 Census guidance notes on the definition of communal establishments and derived census variables. The attached copy of most of table KS 23 provides further background. Key points appear to be:-

- The distinction between communal/ non-communal for residential care – if fewer than 50% of residents have their own facilities for cooking the establishment is communal.
- The Census identified just over 5,000 communal establishments with around 79,500 residents.
- 56% were in medical and care establishments; 44% in other communal establishments including defence, prisons, education, hotels, hostels.

Scope

6. From the HARG viewpoint the primary aim is to ensure that projections (and any population based household estimates which we might develop), are well founded. There may also be an interest in trends over time in the numbers and characteristics (age band/ sex) of

the population living in communal establishments. The main thrust of policy on care – Care in the Community/ Supporting People etc – is, as far as possible to support individuals and households living in the community. This suggests that the proportions of the population by age band living in communal establishments may generally reduce over time; and this may have implications for projections methodology.

7. Thus, it looks as if the initial scope of the exercise should include:-

- If necessary, amplifying the Census definition of ‘population living in communal establishments’.
- Identifying the characteristics of the estimates of population in communal establishments needed to support projections/ estimates [e.g. age band].
- Identifying the level of geography for which the information might be useful [e.g. to meet neighbourhood statistics needs?], and for which it might be available.
- Identifying potential sources of information on population in communal establishments at or near June each year available either centrally or to local authorities for each category of establishment.
- For each potential source, identifying the quality issues and the potential resource requirements to generate information of suitable quality across all local authorities.
- Agreeing the most appropriate source and arranging to gather the information.

Way of working

8. It might be useful to set up a small short-life sub-group reporting in the first instance to HARG, working mainly through Emails, with the remit to follow through the first 5 bullet points in para 7 above and make recommendations. The group might comprise Kate Walker from SE housing stats, a representative from GRO, Social Work Statistics and a couple of councils – including any council with significant experience of trying to obtain information on the institutional population; and be asked to report back to a HARG meeting in September.

9. Because of the possible wider potential benefits from tracking changes in numbers living in communal establishments; it might also be beneficial to discuss this work with relevant policy teams in the Scottish Executive housing and social work and Communities Scotland; as both potential suppliers and consumers of such information.

The Scottish Executive Development Department
Analytical Services Division
Housing Statistics
16 April 2003

ANNEX 1: EXTRACT FROM 2000 HOUSEHOLD PROJECTIONS STATISTICAL BULLETIN**A.2 Method Used for 2000-Based Household Projections***A.2.1 Population projections*

The first main inputs to the projection of households are the 2000-based population projections for Scotland produced by GROS. These are produced for Scotland by local authority and age group using assumptions about births, deaths and migrations. See the publication 'Population Projections Scotland (2000-based)' for further information on the assumptions used (www.gro-scotland.gov.uk). The relevant population for household formation is taken to be the adult population, aged 16 or over.

The projected number of households is derived from projections of the numbers of adults living in private households. To obtain this from the population data, estimates of the numbers living in communal establishments have been subtracted from the total adult population for each projection year. Work was carried out prior to the 1994-based projections to estimate the number of people living in communal establishments in 1994. The 1994, 1996 and 1998-based projections all used the assumption that the proportion of the population living in communal establishments remained unchanged (within each age group in each LA) since 1994. For this round of projections Local Authority Population and Migration Group Members were consulted on the estimate for 2000 and any amendments (based on more detailed local information) were incorporated. Revised proportions were produced (using the consulted year 2000 communal establishment figures) and applied to the GROS population projections. (Note that although the base year proportions were updated, the methodology still assumes constant proportions for each of the 14 projection years.)

**ANNEX 2: CENSUS GUIDANCE ON COMMUNAL ESTABLISHMENTS
DEFINITIONS**

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4. COMMUNAL ESTABLISHMENTS**Communal Establishment**

A Communal Establishment is defined as an establishment providing managed residential accommodation. Managed means full-time or part-time supervision of the accommodation. In most cases (for example, prisons, large hospitals, hotels) communal establishments can be easily identified. However, difficulties can arise with small hotels, guesthouses and sheltered accommodation. Special rules apply in these cases:

Small hotels and guesthouses are treated as Communal Establishments if they have the capacity to have 10 or more guests, excluding the owner/manager and his/her family.

Sheltered housing is treated as a communal establishment if less than half the residents possess their own facilities for cooking. If half or more possess their own facilities for cooking (regardless of use) the whole establishment is treated as separate households.

Communal Establishment Resident

The basic 'Household Resident' definition of resident applies when determining whether someone is a resident of a Communal Establishment. Where clarification is needed, a resident is any person who has been living, or intends to live, in the establishment for six months or more. People visiting the establishment on Census day who do not have a usual address elsewhere are also classified as a resident. Usual residents absent on Census day were left a Census form for statutory completion on their return to the establishment.

In some tables the term 'Residents' excludes members of staff and their families.

Persons Sleeping Rough

Persons Sleeping Rough are those identified as 'absolutely homeless', that is people sleeping, or bedded down, in the open air (such as on the streets, or in doorways, parks or bus shelters); people in buildings or other places not designed or suitable for habitation. They are included in the standard tables as residents in communal establishments (with residents of hostels for the homeless).

Resident staff and family

In many tables residents of communal establishments whose position in the establishment is given as 'staff or owner' or 'relative of staff or owner' are shown separately or excluded from the table.

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29 General Register Office for Scotland, © Crown Copyright 2003**A.1. Communal Establishment****A.1.1 Client Age****CECLIENTAGE**

This variable records the age group(s) of the clients of the communal establishment. Respondents are asked to tick all boxes that apply.

It is not used in standard output and is currently held as a compound field indicating which of the three tick boxes have been ticked.

Applicability: All occupied communal establishments, UK

100 Elderly

010 Adults

001 Children

011 Adults and Children

101 Elderly and Children

110 Elderly and Adults

111 Elderly, Adults and Children

Not applicable (XXX) comprises Persons Sleeping Rough.

CECTMCEWS

Applicability: All communal establishments, England, Wales and Scotland

Medical and Care Establishments**NHS**

00 Psychiatric hospital

01 Other hospital / home

Local Authority

02 Children's home

03 Nursing home

04 Residential care home

05 Other home

Housing Association

07 Home or hostel

Other

08 Nursing home

09 Residential care home

10 Children's home

11 Psychiatric hospital

12 Other hospital

13 Other medical and care home

Other Establishments

14 Defence establishments (including ships)

15 Prison Service establishments

16 Probation / Bail hostel (not Scotland)

17 Education establishments (including halls of residence)

18 Hotel, boarding house, guest house

19 Hostel (including youth hostels, hostels for the homeless and

persons sleeping rough)
20 Civilian ship, boat or barge
21 Other
Total number of categories: 21

A.1.5 Communal Establishment Management Type CEMTYPE

This variable describes the type of management of the establishment.

The question is only asked for the following types of establishment:

General Hospital

Psychiatric Hospital/ Home

Other Hospital

Nursing Home

Residential Care Home

Children's Home (including secure units)

Other Medical and Care Home

Applicability: All Medical and Care Establishments, UK

1 NHS

2 Local Authority/ District Council

3 Housing Association

4 Charity/ Voluntary Organisation

5 Sole Proprietor/ Partnership/ Private Company

6 Other

X Not applicable

Total number of categories: 7

KS23 Communal establishment residents

All communal

Council area	All communal establishments	Number of residents ¹	Percentage of residents living in									Other establishments ³	Percentage of communal establishments with a long-term illness ²	
			Medical and care establishments								Housing association			Other establishments ³
			NHS		Local authority		Other							
			Psychiatric	Other	Children's home	Other	Nursing homes	Residential care homes	Children's homes	Other				
a	b	c	d	e	f	g	h	i	j	k	l	m	n ²	
SCOTLAND	5,090	79,590	4.05	5.23	0.67	7.01	1.05	24.46	11.50	0.31	1.20	44.52	51.64	
Aberdeen City	284	5,415	5.02	5.26	0.31	3.71	-	17.03	10.12	-	1.64	56.90	38.91	
Aberdeenshire	227	2,674	5.12	6.66	0.04	13.09	0.52	44.58	9.01	0.11	1.91	18.96	79.39	
Angus	115	1,474	0.20	16.01	0.34	7.87	0.68	23.74	21.91	1.70	-	27.54	64.99	
Argyll & Bute	232	3,624	2.59	3.26	0.61	3.17	0.08	6.15	11.40	-	-	72.74	25.83	
Clackmannanshire	41	926	-	6.37	0.65	5.62	1.84	11.66	4.43	-	-	69.44	29.05	
Dumfries & Galloway	232	1,856	2.53	5.12	0.54	1.56	1.40	22.63	37.77	1.35	5.17	21.93	70.10	
Dundee City	129	2,777	4.00	1.51	0.54	4.93	2.95	12.50	9.04	-	0.36	64.17	33.45	
East Ayrshire	78	1,517	-	12.20	0.92	5.60	-	38.23	9.43	-	2.37	31.25	66.25	
East Dunbartonshire	46	1,113	-	2.70	0.36	0.27	0.09	40.16	7.73	3.14	4.76	40.79	51.12	
East Lothian	80	1,102	0.91	4.99	0.27	6.53	1.63	41.65	11.43	-	-	32.58	64.25	
East Renfrewshire	36	656	-	10.67	-	6.40	3.35	45.73	18.45	-	8.38	7.01	90.40	
Edinburgh, City of	446	10,555	3.01	3.72	0.45	3.95	1.95	15.85	6.47	0.11	0.72	63.76	33.64	
Eilean Siar	59	219	-	21.00	-	58.45	-	2.74	4.57	1.83	-	11.42	82.65	
Falkirk	102	1,661	10.30	17.58	0.36	9.57	1.93	32.33	6.62	-	-	21.31	75.98	
Fife	363	6,291	3.89	5.17	0.24	5.37	1.24	17.74	9.65	0.24	0.99	55.48	42.44	
Glasgow City	447	11,558	3.93	1.39	0.67	8.93	0.59	22.72	7.63	0.01	0.63	53.50	42.49	
Highland	390	2,699	2.30	3.41	0.30	9.78	0.59	27.57	22.27	-	1.41	32.38	62.06	
Inverclyde	79	1,108	16.61	4.15	0.72	3.88	2.53	28.52	28.34	-	0.90	14.35	74.82	
Midlothian	71	867	4.27	4.15	0.35	17.65	3.46	32.64	29.87	-	-	7.61	89.27	
Moray	99	2,022	0.99	3.71	-	1.73	-	14.19	11.47	0.35	-	67.56	30.46	
North Ayrshire	126	1,274	-	5.18	5.81	12.24	-	46.55	17.43	2.04	0.47	10.28	81.08	
North Lanarkshire	143	2,800	8.29	3.89	1.71	11.57	-	37.29	8.89	-	3.50	24.86	71.00	
Orkney Islands	44	192	-	17.19	0.52	36.46	-	-	8.85	-	-	36.98	56.77	
Perth & Kinross	295	3,116	2.47	2.02	0.61	3.15	0.61	13.61	15.34	0.32	0.48	61.39	35.11	
Renfrewshire	158	2,011	14.02	9.05	2.09	7.86	0.80	38.04	11.79	4.23	0.05	12.08	80.36	
Scottish Borders	111	1,228	2.04	10.02	0.41	17.67	5.05	29.72	17.83	-	1.47	15.80	79.56	
Shetland Islands	60	234	-	4.70	-	11.97	-	4.27	22.65	-	-	56.41	42.74	
South Ayrshire	134	1,426	7.57	4.77	-	6.66	2.31	44.32	5.12	-	3.02	26.23	72.51	
South Lanarkshire	145	3,122	9.03	13.97	1.63	8.81	-	47.50	13.97	-	2.31	2.79	90.84	
Stirling	168	2,293	-	4.67	0.09	3.10	1.66	14.78	14.44	-	-	61.27	35.41	
West Dunbartonshire	64	715	-	13.43	2.10	29.23	-	37.62	8.53	-	3.50	5.59	86.57	
West Lothian	86	1,065	5.07	4.79	1.13	10.14	1.50	56.90	8.08	-	2.72	9.67	86.01	

Footnotes:

1 'Residents' excludes staff and families of staff.

2 Column 'n' shows the number of residents in medical and care establishments who have a limiting long-term illness expressed as a percentage of the number of residents in medical and care establishments. Column 'o' provides the corresponding percentage for other establishments.

3 'Other establishments' includes Defence establishments, Prisons, Educational establishments (including halls of residence), Hotels and Hostels.