

Scottish Statistics Plan 2008/09 Population and Migration

June 2008

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1. Introduction

1. The collection and dissemination of statistics on Population and Migration is the task of the General Register Office for Scotland (GROS), an associated department of the Scottish Government (SG) responsible to the Registrar General, who reports to the Cabinet Minister for Finance and Sustainable Growth.

2. Key Outputs

2. GROS produces the following statistical series:-

- Census, every 10 years
- Births, deaths, marriages, civil partnerships, divorces and adoptions, annually, with provisional figures for most quarterly
- Population estimates between the Censuses, annually
- Population projections, every 2 years
- Household estimates, annually
- Household projections, every 2 years
- Dwelling estimates, annually
- Drug-related deaths, annually
- Electorate statistics, annually
- Life expectancy statistics, annually.

3. These provide the source data to measure aspects (especially outcomes) of a number of Government policies. Population statistics are also essential to the monitoring of targets (e.g. as the denominator for per capita rates).

4. The GROS website (www.gro-scotland.gov.uk) is the main publication medium. Some outputs are also available in printed form – particularly the Registrar General's Annual Review of Demographic Trends, which is laid before the Scottish Parliament. The results of the 2001 Census are published in CD/DVD form and on a special website ([SCROL - Scotland's Census Results On Line](#)), designed to encourage the use of, and widen access to, the information and to allow users to explore and self-analyse outputs, including by thematic mapping.

3. Resources

5. The Census and Demography Divisions are two of the four Divisions within the General Register Office for Scotland, with 108 staff including 20 professional statisticians. The Divisions' budget for 2007/08 totalled around £2.95 million.

6. Staff development is a high priority. In the past year, we have been using the Skills for Success and Continuing Professional Development initiatives to help develop our staff.

4. Progress in 2007/08

7. Details of achievement against last year's plan is given in Appendix 1.

8. The year was marked by some important developments in our statistical outputs, in response to a growing interest in demographic statistics. In particular, for the first time, we have published detailed estimates of the number of people aged 90 and over in Scotland and have also published small area household estimates for the first time. We have also placed time series data on topics such as population, births and deaths onto our website, making it easier for customers to obtain several years of data in the same part of the website. In addition, the Population and Migration section of the High Level Summary of Statistics has been established on the GROS website.

9. Work has also been progressing towards the 2011 Census. The date for this Census has now been confirmed as Sunday 27 March 2011. We have been consulting on the content of the 2009 Census Rehearsal, which will be conducted in two parts of Scotland, involving around 40,000 households in West Edinburgh and 10,000 in the Western Isles.

5. Improvements planned in 2008/09

10. Specific targets for the coming year are given in Appendix 2. Throughout the year GROS will continue to work within the Scottish Government's SCOTSTAT framework for consultation with providers and users of statistics. In particular, the SCOTSTAT Population and Migration Statistics (PAMS) Group and its subgroups will continue to provide a key focus to assist in the development of demographic statistics for Scotland. We also keep in close direct contact with customers, especially from local authorities and academia.

11. In the coming year, GROS will be pressing further ahead with preparations for the Census Rehearsal in 2009 and the next Census in 2011. These preparations will include agreeing on questions/topics for the Rehearsal and the Census and also working with the other UK Census Offices in establishing key requirements of users, including the establishment of an online completion facility for 2011.

12. We will be continuing to improve the look and content of the GROS website. In addition, we will ensure that, under the new arrangements in the Statistics and Registration Service Act 2007, all GROS publications released after 31 March 2008 are accessible from the UK Statistics Authority's website via a link to the GROS site. We will also be working towards improving the quality of our population estimates and projections. A number of other improvements are contained within Appendix 2.

Appendix 1 - Achievement of 2007/08 Plan

Here is a summary of the achievements of the Plan for 2007/08.

1. Demography

Provide the demographic context and information for the sound government of Scotland.

Collect and maintain the records (e.g. vital events and the National Health Service Central Register (NHSCR)) that are the foundation for the information we provide, in a way that is consistent with best practice in the collection, storage and archiving of information:

- Ensure that information on all vital events registered in 2007 is received and processed in line with stated performance targets and publication deadlines.
Achieved.
- Develop, using appropriate software, an efficient and user friendly replacement for the current vital events IT system, preparing a revised project plan in summer 2007, proposing the scope and timescale for the later stages of the project.
Achieved the target for the year. The project plan was approved in November 2007. The project itself is ongoing and further meetings will take place, culminating in ideas for improvement being fed in.
- Manage the NHSCR on behalf of NHS Scotland, providing a service to the NHS, local authorities, medical researchers and others.
Achieved. NHSCR branch are now successfully working on their new migrated system which was introduced ahead of schedule on 17th December 2007. The Citizen Account preparatory work and piloting has been carried out as far as possible. The planned date for the system going live with eight local authorities is autumn 2008.
- Represent GROS interests in address lists projects, including the Definitive National Address (DNA) project and Assessors' Portal, and also to compare the address lists used in the 2006 Census Test with address lists from the DNA project.
Fully achieved. A report was produced on address lists comparisons between the DNA for Scotland, the Postcode Address File and the Census Test. This was circulated to those with an interest. There have been various meetings during the year with customers who have an interest in address lists.

Publish the Registrar General's Annual Report and other demographic data and analyses about Scotland to meet customer needs and National Statistics

standards, and inform and foster debate on demographic issues in the Scottish Government (SG) and more widely:

- Produce the following regular outputs:
 - National and sub-national population estimates - April 2007
 - Dwelling counts for smaller areas – May 2007
 - Quarterly vital events data – June, September, December 2007 and March 2008
 - Registrar General's Annual Review - July 2007
 - Vital events reference tables – July 2007
 - Drug-related deaths data – August 2007
 - Life expectancy for administrative areas - September 2007
 - National population projections - October 2007
 - Small area population estimates - November 2007
 - Sub-national population projections - January 2008
 - Life expectancy for special areas - January 2008
 - Preliminary annual vital events data – March 2008
 - Estimates of number of households by council area – Spring 2008
 - Household estimates for smaller areas – Spring 2008
 - Projections of number of households – Spring 2008

Largely achieved. Life expectancy for special areas was published later than planned (25th March 2008).

Revisions were made to the 2003-2006 population estimates following the identification of an error in the processing of the health board level data for the purposes of estimating migration. This resulted in a series of related revisions to other publications which have now been completed.

Household estimates and projections, together with household estimates at small area level, were published in early May 2008.

An additional publication was produced, providing more details of the population 90 years of age and over and, in particular, centenarians (those aged 100 and over). This will be produced on a regular basis in future.
- Review the methodology for sub-national population projections, small area population estimates and household projections; identify and develop new sources of statistics on households and dwellings, to replace the information which will be lost should the Council Tax be abolished; implement relevant recommendations from the Inter-Departmental Migration Task Force.

The population projections produced for 2006 for local areas incorporated methodological changes agreed with the Population Projections Working Group. Plans to develop alternative methods for producing population projections have been limited by staff shortages, although initial discussions have taken place with other producers of population models.

Work has been done on the quality control of the Small Area

Population Estimates (SAPE), including a systematic comparison of the SAPE with other sources, which has resulted in a number of methodological improvements, which will be addressed in future publications. A project to collect data on student residences has been completed, and was used in the SAPE publication. A project was undertaken to compare the accuracy of population estimates around the time of the Census depending on the building blocks. This information has been published and will inform discussions of future plans for publishing SAPE for areas which are not built up from datazones.

Preparations are underway to change the method of allocation of international migrants to areas in the 2007 mid-year population estimates for local authorities. This takes advantage of work which has been led by the Office for National Statistics on the method of estimating total international migration for Scotland. It will allow GROS to publish international migrants separately from migrants from the rest of the United Kingdom.

The household projections system has been completely re-written, resulting in a far more robust, flexible system which is far easier to use, and which is easy to share with others. The 2006-based household projections were produced in May 2008 and incorporated a number of improvements, including covering a 25-year period rather than 20 years and using updated information on residents in communal establishments. The population and household projections included high migration variant projections for each local authority area, for the first time.

Work has begun on developing replacement household statistics, to replace the information which will be lost should the Council Tax be abolished.

- Meet all customer requests for GROS statistical data within stated timescale; provide appropriate advice and analysis to support users, through liaison with key users, user groups and publication in journals and presentations. **Achieved. We have answered a large number of customer requests this year. In addition, we have worked closely with the Scottish Government's policy departments, including Fresh Talent and Economic Strategy Directorate. We have also liaised closely with analysts across Government through the Demography Analytical Working Group resulting in improved working and information sharing. GROS lead the demography workstream of the British Irish Council, organising a ministerial meeting on demography, at which issues on migration were highlighted.**
- Disseminate agreed statistical outputs via the web and other means; make changes to the SCROL and GROS websites to ensure they serve users well. **Mostly Achieved. All pre-announced statistical outputs released to**

time. There was again particular interest in the Registrar General's Annual Review, which contained a chapter on changes at local authority level over the last 20-25 years.

We have also been working closely with the Scottish Government in preparing for the introduction of the UK Statistics Authority on 1 April 2008, and what this means for the way we disseminate our statistics. Data at multi-member ward area level has been added to the SCROL website as well as ethnicity and religion tables for council and NHS Board areas.

Time series data has been added to the GROS website, making it possible for customers to obtain more than one year of data in the one section of the website. A complete restructure of the 2001 Census section of the GROS website was completed in early April 2008. In addition, we are now producing a series of short factsheets on different demographic topics.

2. 2011 Census

Develop and implement strategies and procedures which will result in a high quality Census in 2011.

Work with the two other UK Census Departments in a way that will deliver a Census in 2011 that meets both Scottish needs and key UK needs while providing good value for money.

- Develop and achieve Scottish Census Programme Board approval for:
 - Field staff recruitment strategy by June 2007.
 - Field staff pay options, both outsourced and in-house, with costs and recommendations, by April 2007.
 - Field staff pay system procured by December 2007.
 - Logistics strategy by June 2007.

Mostly Achieved. The recruitment strategy has been finalised. The recruitment of field staff will be done on a cascaded basis as per the 2001 Census. An in-house pay system is currently being developed and will be tested in time for usage in the 2009 Census Rehearsal. The main part of the logistics operation now forms part of the Systems and Services for the Census in Scotland (SaSCinS) contract. The logistics contractor will be appointed in June 2008.

- Complete detailed Specifications of Requirements for public assistance in 2011, to be trialled in the 2009 Census Rehearsal, covering contact centre facilities, web self help, online completion arrangements and other services which may be required by specific groups, for example, language translation services.

Mostly Achieved. Statements of Requirements for public assistance were produced in January 2008. The bulk of public assistance facilities

now falls within the SaSCins contract which is due to be awarded in June 2008. Work on other services is ongoing and GROS are liaising with relevant stakeholders in this respect.

- Devise and develop by 31 January 2008, enumeration strategies to maximise inclusion of people who are resident in a Communal Establishment, or because they otherwise fall within a category for whom special enumeration arrangements have to be made.
Partly Achieved. Enumeration strategies to be finalised early in 2008/09.
- Prepare for high quality analysis and output of data from the 2011 Census questionnaire by:
 - Consulting users from March to June 2007, publishing a report of key findings by August 2007.
 - Proposing a set of topics/questions by February 2008 for the White Paper which will go to Parliament later in 2008.
 - Defining, in collaboration with the other UK Census offices, GROS requirements for processing of the Census results to ensure quality outputs which are fit for purpose..
 - Completing, by March 2008, a definition of user requirements for Census outputs.

Mostly Achieved. User consultation was completed on time and results were published in September 2007, resulting in a draft set of questions for the 2011 Census. Work on user requirements for 2011 data output has been delayed at ONS but is now underway via online consultation and will continue in 2008/09.

- Maintain Geographic information service including the timely production and issue of geography products and metadata.
Achieved. All geography products produced on time.
- Develop the full plan for the Census Coverage Survey, including survey size, methodology, fieldwork strategies, statistical analysis and rehearsal.
Fully achieved. All Census Coverage Survey requirements have been specified and are included in the main systems and services contract for the 2011 Census. The Project plan has been developed and will be implemented early in 2008/09.
- Prepare for high quality analysis and output of data from the 2011 Census questionnaire; to propose a population base and related questions by February 2008 for the White Paper which will go to Parliament later in 2008; define, in collaboration with the other UK Census offices, GROS requirements for processing of the Census results to ensure quality outputs which are fit for purpose.
Mostly achieved. Population definitions work completed on time. A

differing timetable to ONS has led to a delay in ONS moving forward with downstream processing work, scoping work initiated in GROS to assess the viability of operating a separate system for Scotland which would be ready to process data live from the 2009 Rehearsal.

- Specify Scottish requirements for:
 - Reviewing the Census design following the 2006 Census Test to identify GROS requirements for the systems and services, completing initial design by April 2007.
 - Ensuring GROS requirements are included in the UK documentation for procurement of IT services by August 2007.
 - Reviewing the solutions and costs provided by the bidders and negotiating the best value for money contract by January 2008.

Mostly achieved. The procurement process was designed to ensure that bidders for key systems and services contracts are well educated on the census and can submit well informed, value for money bids. It was planned for the evaluation of responses to take place from mid April 2008 and a final contract to be negotiated with a preferred supplier in May. The award of the contract is expected to take place in June 2008.

- Ensure sound governance and management of the 2011 Census programme.

Fully achieved. A governance infrastructure was imbedded successfully in the programme over the last year. This was also revised in the latter part of the year, following the decision to withdraw from a joint procurement with the other UK Census Offices, to ensure that GROS has the right skills and the right people in the right places to become more self sufficient and mobilised to deliver their own contract.
- Investigate the IT aspects of providing an online completion channel for 2011 Census forms.

Achieved. During the first half of the year GROS continued to research the experiences of other Census taking countries which helped shape their Internet Completion Strategy. Online completion now forms part of the Scottish Census contract but GROS continue to work closely with ONS and NISRA colleagues to ensure ideas are shared and services are as consistent as possible across the UK.

3. Census Alternatives

Review, pilot and where possible implement the options for meeting user needs for the kind of information normally collected in a Census, from alternative sources such as administrative records or surveys.

Continue to investigate the potential usefulness of a wider range of administrative and survey sources to contribute to current outputs and the development of more efficient population statistics systems.

- Update current collections and reports on school census, child benefit, older persons, DVLA car registration and electoral registration; begin work on evaluating additional data from school census to inform migration estimates; complete evaluation of record linkage tools and carry out an experiment linking Census Test 2006 to Census 2001; begin work on evaluating scope for making more use of the NHS Central Register.

Achieved. Progress made in all strands of work. Current collections have continued and evaluation reports were updated. 2007 electoral register statistics were published on 28 February 2008. A data linkage experimental took place gaining valuable experience and contributing to the evidence base for the Scottish Government review of the ethnicity classification. The use of NHS Central Register for statistical purposes was approved and the work necessary to create a statistical database was commissioned. Work in support of the 2011 Census coverage and adjustment began and will continue during 2008/09. GROS has continued to work with ONS, other Government Departments and the devolved administration to improve data sharing opportunities and use of administrative data for statistical purposes.

Manage GROS work on research projects linking Census with other data in compliance with current legislation and National Statistics protocols and ensure lessons are learned.

- Continue development of the Scottish Longitudinal Study (SLS) database in conjunction with the SLS team following the launch of the study; to hold an SE half day seminar in April 2007 and to continue to promote and develop use of the data.

Achieved. The system for accessing the SLS for research was launched in April 2007 and a second seminar with Scottish Government analysts was held. Ten research projects were approved in the course of the year and interest in the study has remained stable. A second phase of the Ethnicity and Health project, funded by the Scottish Government's Chief Scientist Office, was approved by the Multi-Centre Research Ethics Committee and the Privacy Advisory Committee. Preparations for implementation in Ladywell House are progressing well and will continue in the coming year. Outputs from this project will inform census coverage and adjustment work.

**General Register Office for Scotland
June 2008**

Appendix 2 - Main Targets for 2008/09

Our targets for the coming year are:

1. Census

Plan and implement a development programme towards a high quality Census in 2011.

- Continue planning for a 2011 Census, working with the other UK Census Departments in a way that will deliver a Census that meets both Scottish needs and key UK needs while providing good value for money.
 - Develop, by May 2008, enumeration strategies to maximise inclusion of people who are resident in a communal establishment, or otherwise require special enumeration arrangements.
 - Develop the census questionnaire by:
 - Completing cognitive testing of income, language and qualifications questions (April 2008).
 - Agreeing a set of topics/questions for the 2009 Rehearsal & 2011 Census (April 2008).
 - Working closely with the SaSCinS contractor(s) to complete technical design of questionnaires, get questionnaires ready for delivery and have internet completion service ready to start.
 - Work closely with other UK Census Offices in establishing key requirements of census data users, including an online interactive consultation process (September 2008); research for preparation of a 2011 Census data outputs & dissemination strategy (March 2009).
 - Issue all customers with new versions of the Postcode Index and postcode boundary products in September 2008 and February 2009; respond to simple requests for geographic information within 5 working days and 10 working days for more complex requests.
 - Procure and manage contracts in support of the 2011 Census, representing GROS interests and ensuring GROS and contractors meet contractual obligations.
 - Negotiate with preferred bidder to achieve a value for money SaSCinS contract.
 - Prepare the Census Coverage Survey (CCS) by finalising the fieldwork strategy (May 2008) and Defining CCS sample areas (January 2009).
 - Prepare the Census Quality Survey (CQS) by developing a strategy and operational design for a CQS, aimed at informing GROS on the accuracy and quality of a sample of around 300 completed census questionnaires from the 2009 Rehearsal (May 2008).
 - Detail requirements, with the other UK Census offices, for the downstream processing system (August 2008); develop downstream processes, such as acceptance, reconciliation, disclosure control, edit & imputation, derived variables and adjustment (from September 2008).

- Deliver a Quality Management System that will provide:
 - A forum for all Branches to keep record of their quality procedures.
 - A system for procedure review and measurement.
 - A setting for the Peer Review network
 - A system for the Census Quality Manager to overview, manage and report on census quality.
- Ensure that systems and services are delivered for the Census Rehearsal in 2009.
 - Deliver and collect completed census questionnaires from around 50,000 households for the 2009 Census Rehearsal. This will require:
 - Instructions and training material for around 100 temporary field staff (April to December 2008).
 - A contract with a postal service provider (May 2008).
 - Recruitment and payment of 100 temporary field staff (May 2008 to March 2009).
 - Two field offices (venues for recruiting, training, secure storage) (July 2008).
 - A targeted publicity campaign (September 2008 to March 2009)
 - Close working with the SaSCinS contractor(s) throughout the development, testing and delivery phases to ensure a value for money and quality service for the 2009 Rehearsal.
 - To develop, test and deliver information communications technology (ICT) solutions to support the 2009 Rehearsal, including field management information system, field office and remote office ICT equipment, geography database, field staff payroll system, security co-ordination, enumeration district planning tools and field staff map systems.
 - Work closely with the contractor(s) throughout the development, testing and delivery phases up to the 2009 Rehearsal, to ensure a value for money and quality service, including:
 - Public Assistance services ready to start (January 2009).
 - Paper Data Capture ready to start (February 2009).
 - Questionnaires ready for delivery (February 2009).
 - Internet completion service ready to start (February 2009).
 - Prepare geography services for Census, including planning enumeration districts for 2009 Census Rehearsal areas, producing final address database for Rehearsal and completing map production of Rehearsal areas for use by field staff.

2. Demography

Provide the demographic context and information for the sound government of Scotland.

- Collect and maintain the records (e.g. births, deaths, the National Health Service Central Register (NHSCR)) that are the foundation for the information we provide on population, fertility, mortality, migration etc., in a way that is consistent with best practice in the collection, storage and archiving of information.
 - Ensure that information on all vital events registered in 2008 is received and processed in line with stated performance targets and publication deadlines.
 - Develop an efficient and user friendly replacement for the current vital events IT system, working from the project plan which was agreed in November 2007, and completing requirements and design by July 2008. The system will be developed in stages, with all the work scheduled to be completed in late 2009.
 - Operate and further develop the NHSCR by adding extra details onto the register by 30th April 2008, enhancing the service to the National Health Service, local authorities, medical researchers and others.
 - Implement the local authority Citizen Account identity check on an incremental basis, beginning in mid-2008.

- Publish the Registrar General's Annual Report and other demographic information for different geographic areas within Scotland to meet customer needs and National Statistics standards, and inform and foster debate on demographic issues in the Scottish Government (SG) more widely.
 - Produce the following regular outputs by publishing on our own GROS website and also via a link to our website from the UK Statistics Authority's website:
 - Estimates of number of households – May 2008
 - National and sub-national household projections – May 2008
 - Dwelling counts for smaller areas – May 2008
 - National and sub-national population estimates – June 2008
 - Quarterly vital events data – June, September, December 2008, March 2009
 - Registrar General's Annual Review – August 2008
 - Vital events reference tables – August 2008
 - Drug-related deaths – August 2008
 - Life expectancy for council and health board areas - September 2008
 - Small area population estimates - November 2008
 - Life expectancy for special areas – January 2009
 - Preliminary annual vital events data – March 2009
 - Improve annual population estimates and projections by:
 - Implementing the recommendations of the Inter-Departmental Migration Task Force and improving migration data generally through participation in the migration statistics improvement programme.

- Collaborating with ONS and NISRA to establish and publish UK cross border migration and to develop methodology to replace the current system of internal migration estimation.
 - Investigating the scope for providing estimates below datazone level for the purposes of providing estimates for a range of different geographies.
- Develop liaison arrangements at the local level with a view to using local intelligence and data sources to improve population and migration information and provide additional support to deliver single outcome agreements. information for use in the quality assurance of population projections.
- Review methodology used for estimating armed forces population in preparation for the 2011 Census.
- Identify additional ways of improving the forward household projections.
- Meet all customer requests for demographic data within published timescale (generally within 5 to 10 working days) or by an agreed date in the case of more complex requests; provide appropriate advice and analysis to support users of demographic statistics, through liaison with key users, user groups and publication in journals and presentations.
- Disseminate agreed statistical outputs via the web and other means; make further changes to the GROS and Scotland's Census Results OnLine (SCROL) websites to ensure they serve users well.
- Participate fully in the Demography Analytical Working Group.
- Provide advice and briefing to the Scottish Government's Economic Strategy Directorate.
- Lead the demography workstream of the British Irish Council.
- Organise a user event on improving population statistics in October 2008.

Review, pilot and, where possible, implement ways to meet user needs for the kind of information normally collected in a Census, from alternative sources such as administrative records or surveys.

- Continue to investigate the potential usefulness of a wide range of administrative and survey sources in supporting and enhancing demographic statistics e.g. on population, fertility, mortality, migration and households.
 - Update current collections and reports:
 - School Census - August 2008
 - Child benefit - October 2008
 - Older persons – October 2008
 - DVLA car registration – November 2008
 - Electoral registration – February 2009
 - Begin work in March 2009 on evaluating the potential of HESA data to inform population estimates and census.
 - Assess, by September 2008, the potential of the School Census to inform migration estimates.

- Work with colleagues in GROS and ONS to develop use of administrative data for Census purposes.
- Establish the NHS Central Register as a statistical source and provide statistical support to users in GROS
- Manage work on research projects linking Census with other data in compliance with current legislation and National Statistics protocols and ensure lessons are learned.
- Continue development of the Scottish Longitudinal Study (SLS) database, in conjunction with the SLS team, in the following ways:
 - Update with post-2001 events – Summer 2008
 - Complete 1939 linkage feasibility study – December 2008
 - Linkage with education data – December 2008
- Hold a half day seminar on the SLS at the Scottish Government in April 2009 and continue to promote and develop use of the data.
- Manage work on the Ethnicity and Health study and ensure the opportunities to develop census coverage work is fully utilized (complete census coverage matching to the Community Health Index by May 2008).

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