



Glasgow City Council

Regeneration and the Economy Policy
Development Committee

Report by Executive Director of Development and Regeneration
Services

Contact: Jan Freeke

Item 2

23rd April 2013

2011 CENSUS – POPULATION AND HOUSEHOLD ESTIMATES

Purpose of Report:

To inform Committee of population and household estimates from the 2011 Census, published by National Records of Scotland on 21st March 2013.

Recommendations:

That Committee note:

- the results, for Glasgow, of the 2011 Census release 1A and 1B;
- the need to consider the implications for planning and service provision of recent and projected changes in population and households; and,
- the DRS plans to prepare further reports on the 2011 Census results, as NRS makes more releases of the Census data.

Ward No(s):

Citywide:

V

Local member(s) advised: Yes No

Consulted: Yes No

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1. INTRODUCTION

- 1.1 National Records of Scotland (NRS) has published the first results of the 2011 Census for Scotland: release 1A on 17th December 2012 and release 1B on 21st March 2013.
- 1.2 These releases give the population estimates, by 5-year age band, as well as the household estimates for Scotland and each Council area, at Census day, i.e. 27th March 2011. The results have been rounded to the nearest hundred for the population and to the nearest ten for the households.
- 1.3 A further release (1C) is expected in May 2013, when NRS will publish, without rounding, population estimates by single age and sex and household estimates for Scotland and each Council area.
- 1.4 Releases 1A to 1C focus on the population and household estimates. Releases 2, 3 and 4 will give information on the characteristics of population and households (e.g. ethnicity, health, economic activity, qualifications, household types and housing tenure). Release 2, which comprises key statistics at Scotland, Council and small area levels, is planned from Summer 2013. Releases 3 and 4, with more detailed Census information, are planned from Autumn 2013 and Winter 2013 respectively.
- 1.5 The Census estimates of population and households are benchmark figures and are generally considered the most accurate estimates available. The mid-year estimates of population and households, published annually by NRS, are updates of the (latest) Census estimates, using information on births, deaths and migration since Census date. The latest pre-2011 Census estimates (updates from the 2001 Census) were for mid-year 2011 and were published by NRS on 31 May 2012 (for population) and 14 June 2012 (for households). In this report the 2011 Census estimates are compared with the pre-Census estimates for 2011. Both these estimates are from NRS.

2. CENSUS RESULTS - POPULATION

- 2.1 The 2011 Census results give a population estimate of 593,200 for Glasgow and 5,295,400 for Scotland on Census day, i.e. on 27 March 2011.
- 2.2 The pre-Census population estimate for Glasgow at mid-year 2011 was 598,800. The new Census results imply a **downward** adjustment of Glasgow's estimated population by about 5,600 (= 593,200 – 598,800). For Scotland the new Census results imply an **upward** adjustment of Scotland's estimated population by about 40,600 (= 5,295,400 – 5,254,800). Table 2.1 gives the differences by age-band.

Table 2.1 - Difference 2011 Census estimates and pre-Census estimates for mid-year 2011

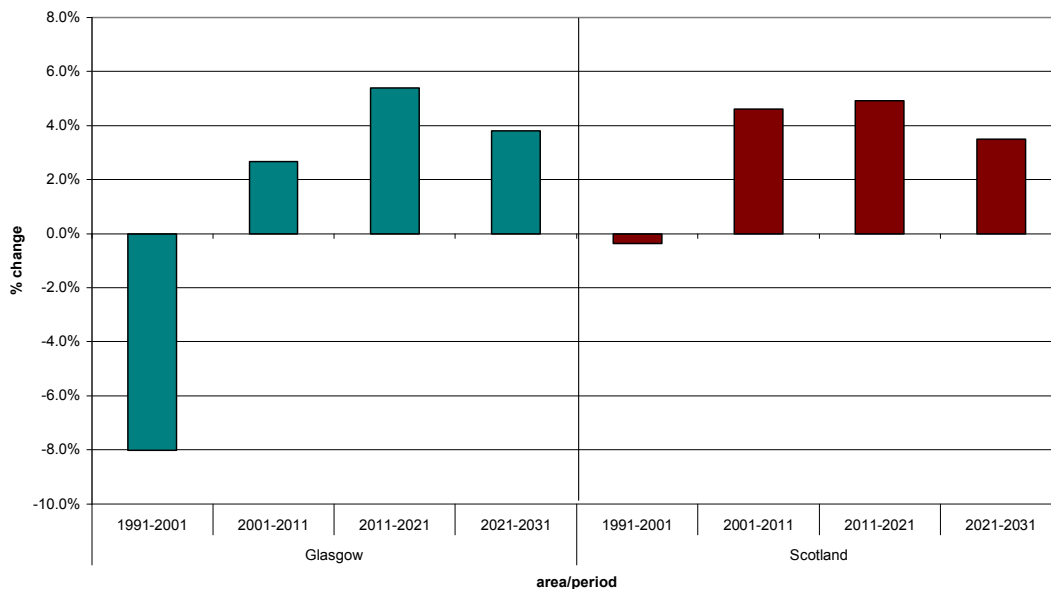
	Glasgow	Rest of Scotland	Scotland
0 to 14	-3,000	3,200	200
15 to 64	-4,400	46,700	42,300
65+	1,700	-3,800	-2,100
rounding adjustment	100	100	200
total	-5,600	46,200	40,600

- 2.3 The Census results imply that the pre-Census estimates show an overcount for children and working age population in Glasgow, but an undercount for the number of elderly.
- 2.4 It is important to consider the Census results in a wider context. This report considers how the changes that took place in the decade 2001-2011 differ from the changes in the previous decade 1991-2001 and what the outlook is over the coming decades, 2011-2021 and 2021-2031. For the latter purpose, the NRS 2010-base principal projections have been used.
- 2.5 The NRS projections are based on pre-Census estimates. Given the adjustments arising from the Census results (see paragraph 2.2), these projections are likely to be too high for Glasgow and too low for the rest of Scotland. This should be taken into account with the comparisons.

Total population

- 2.6 In 2001-2011 the population of Glasgow has increased by 2.7%, from 577,900 in 2001, to 593,200 in 2011. The rate of increase is lower than in the rest of Scotland. In Scotland the population rose by 4.6%, from 5,062,000 in 2001 to 5,295,400 in 2011 (see Graph 2.1).

Graph 2.1 - Total population - comparison of change Glasgow and Scotland

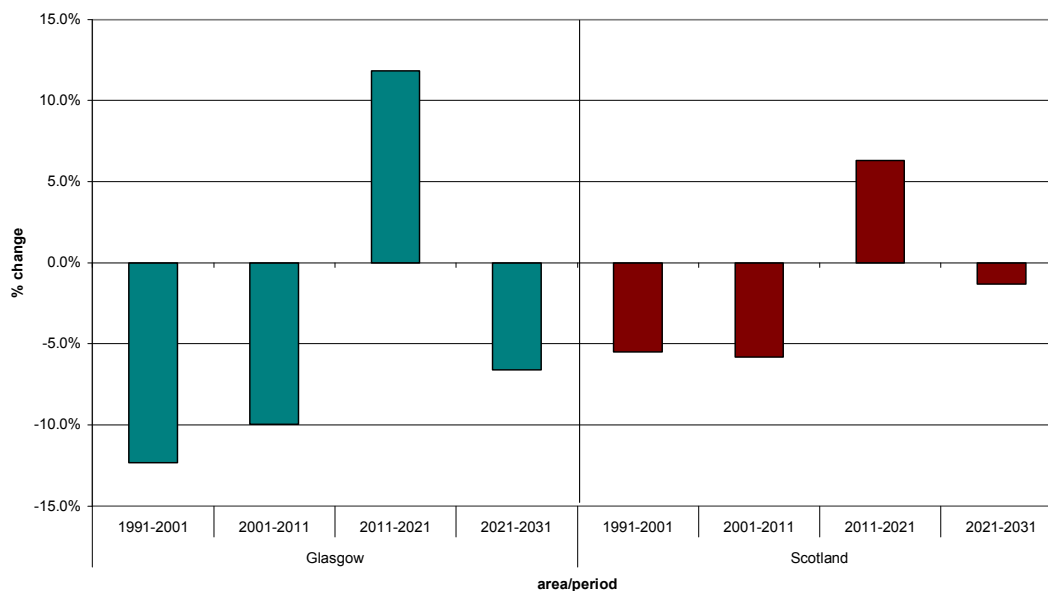


- 2.7 Compared to the earlier decade, 1991-2001, when Glasgow's population fell by 8.0%, the rise in 2001-2011, by 2.7%, represents a considerable improvement.
- 2.8 The NRS population projections indicate that, in the coming decades, Glasgow's population could be increasing faster than the population in the rest of Scotland. This could be explained by high net migration gains in the latter half of 2001-2011 and the younger age profile of Glasgow's population (fewer deaths). However, care is required in drawing that conclusion from the projection, as it was noted before (see paragraph 2.5) that the NRS projections may be too high for Glasgow and too low for the rest of Scotland.

Number of children

- 2.9 In 2001-2011 the number of children (here defined as those aged 0 to 14) in Glasgow has fallen by 10.0%, from 99,300 in 2001 to 89,400 in 2011. The rate of reduction is higher than in the rest of Scotland. In Scotland the number of children fell by 5.8%, from 906,900 in 2001 to 854,100 in 2011 (see Graph 2.2).
- 2.10 The reduction of the number of children in Glasgow is entirely due to the age group “5 to 14”, with a reduction of 16.7% (Scotland: a reduction of 10.9%). The age group “under 5” in Glasgow has increased by 4.4% (Scotland: an increase of 5.8%).

Graph 2.2 - Population aged 0 to 14 - comparison of change Glasgow and Scotland

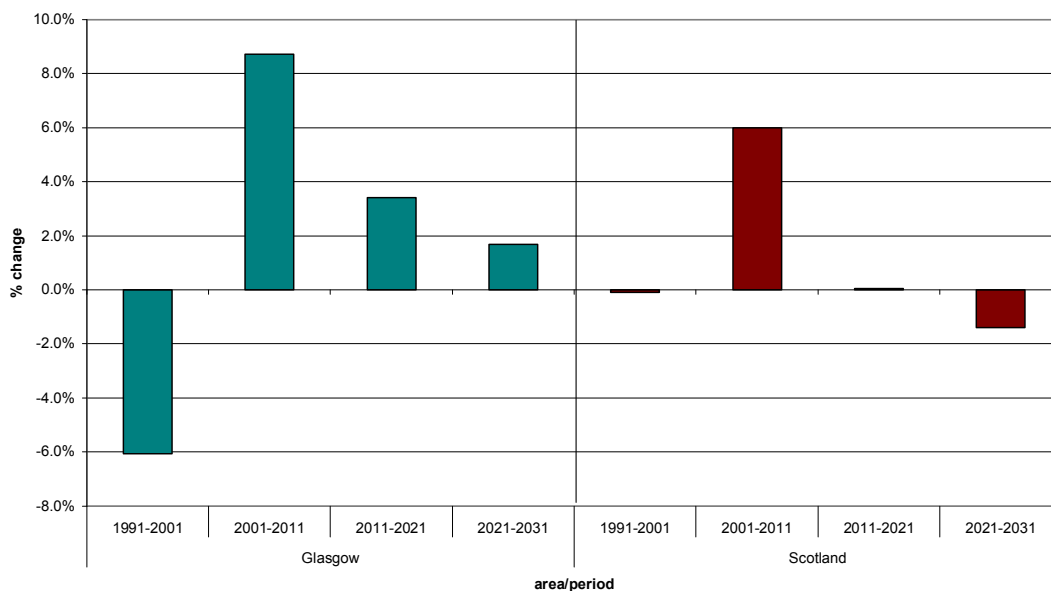


- 2.11 The pattern of changes in 2001-2011 is very similar to the pattern in the earlier decade, 1991-2001, when the number of children fell by 12.3% in Glasgow and by 5.5% in Scotland.
- 2.12 The number of children aged 0 to 4 rose in 2001-2011 (see paragraph 2.10) and the overall number of children is expected to rise in 2011-2021. In Glasgow the rate of increase is projected at 11.8%, almost double the projected rate in Scotland at 6.3%. This reflects the younger age profile of Glasgow's population. Again, there is a need to take into account that the NRS projection may be too high for Glasgow (see paragraph 2.5). Longer term, in the decade 2021-2031, the number of children is expected to decline, due to the ageing of the population in Glasgow and in Scotland.

Working age population

- 2.13 In 2001-2011 the working age population (here defined as those aged 15 to 64) in Glasgow has risen by 8.7%, from 387,900 in 2001 to 421,700 in 2011. The rate of increase is higher than in the rest of Scotland. In Scotland the working age population rose by 6.0%, from 3,350,200 in 2001 to 3,550,800 in 2011 (see Graph 2.3).
- 2.14 The higher rate of increase, in Glasgow, of the working age population is entirely due to the younger age group “15 to 39”, with a rise, in Glasgow, of 5.4% (Scotland: a fall of 1.8%). The age group “40 to 64” increased by 13.3% in Glasgow, a rate slightly below the average for Scotland (14.4%).

Graph 2.3 - Population aged 15 to 64 - comparison of change Glasgow and Scotland



- 2.15 The pattern of changes in 2001-2011 is very different from the pattern in the earlier decade, 1991-2001, when the working age population fell by 6.1% in Glasgow and was virtually constant in Scotland. This reflects the impact of changes in the employment situation on net migration (for Glasgow: losses in 1991-2001 and gains in 2001-2011).
- 2.16 In Glasgow, the working age population is expected to grow at a lower rate in the coming decades: by 3.4% in 2011-2021 and by 1.7% 2021-2031. In Scotland the size of the working age population is expected to be virtually constant in 2011-2021 and to reduce by 1.4% in 2021-2031. This is due to the expected ageing of the population in Scotland and in Glasgow.

2.17 In terms of work force planning, it is important to note that planned rises in the pensionable age will increase the effective working age population and will reduce the number of pensioners in the future.

Number of elderly

2.18 In 2001-2011 the number of elderly (here defined as those aged 65 and over) in Glasgow has fallen by 9.5%, from 90,700 in 2001 to 82,100 in 2011. In Scotland the number of elderly has risen, by 10.6%, from 804,900 in 2001 to 890,300 in 2011 (see Graph 2.4).

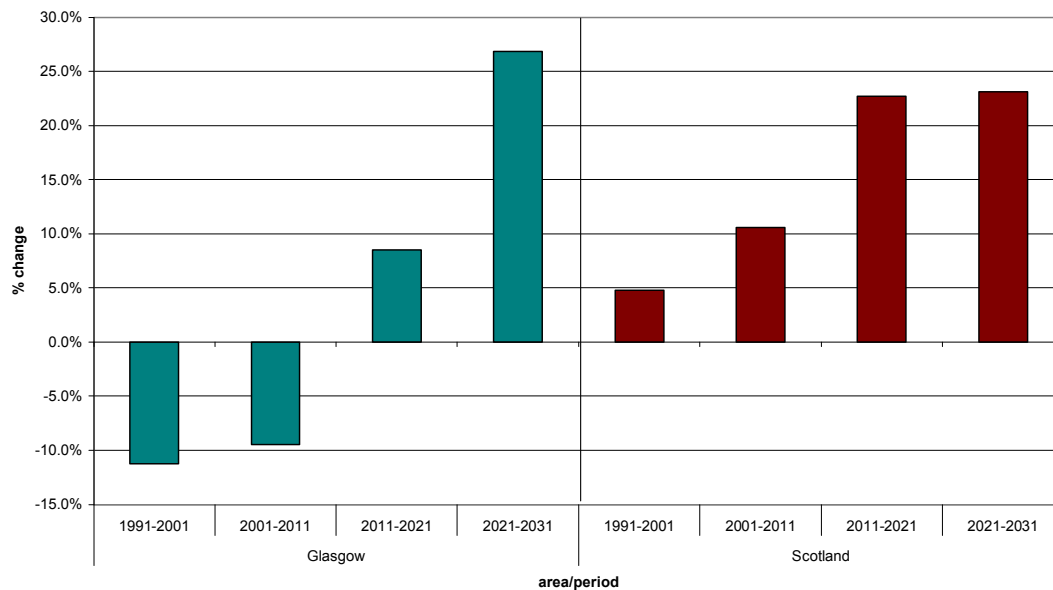
2.19 The fall in the number of elderly people in Glasgow reflects the age group “65 to 79”, which has fallen by 13.2%, whereas, in Scotland, that age group has risen by 7.9%. The age group “80 and over” has increased by only 2.5% in Glasgow, but has risen in Scotland by 19.2%.

2.20 The fall in the number of elderly in Glasgow is due to several factors:

- higher mortality rates, particularly in deprived areas;
- a continuing net annual migration loss for the elderly; and,
- a younger age profile, i.e. fewer 55-64 year olds in 2001 means fewer 65-74 year olds in 2011.

It is estimated that the third factor has had the biggest impact. The age profile of Glasgow’s population mainly reflects migration patterns over several decades (e.g. the impact of families moving out of the City to live in the suburbs, in the 1990s).

Graph 2.4 - Population aged 65 and over - comparison of change Glasgow and Scotland



2.21 The pattern of changes in 2001-2011 is similar to the pattern in the earlier decade, 1991-2001, when the number of elderly fell by 11.3% in Glasgow and rose by 4.8% in Scotland.

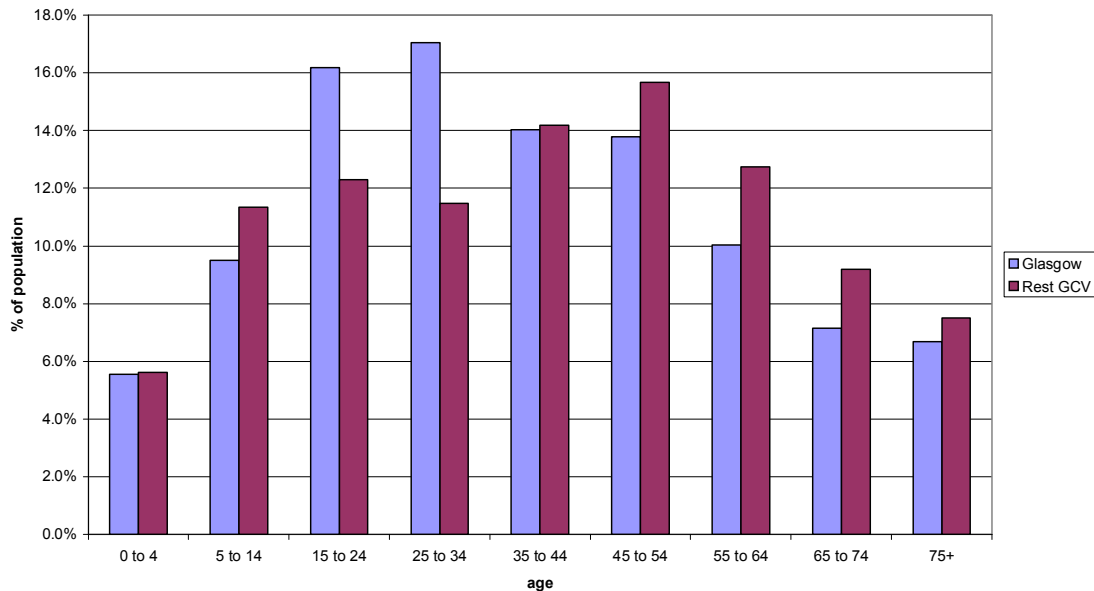
2.22 In Glasgow, the number of elderly is expected to show a modest rise, by 8.5%, in 2011-2021 and a sizable rise, by 26.9%, 2021-2031. In Scotland, the number of elderly is expected to grow by around 23% in both 2011-2021 and 2021-2031.

2.23 The ageing of Scotland’s population is expected to be reflected in Glasgow’s population, but with a delay.

Population age profile Glasgow and rest of conurbation

2.24 In 2011, the age profile of Glasgow’s population is significantly different from the age profile of the population living in the rest of the Glasgow and the Clyde Valley area (see Graph 2.5). The age group “15 to 34” makes up 33% of Glasgow’s population, but only 24% of the population living in the rest of the conurbation. Relatively more elderly are living outside the City, where the population aged 55 and over makes up 29% of the population (in Glasgow: 24%).

Graph 2.5 - Comparison of population age profile for Glasgow and Rest of GCV area in 2011



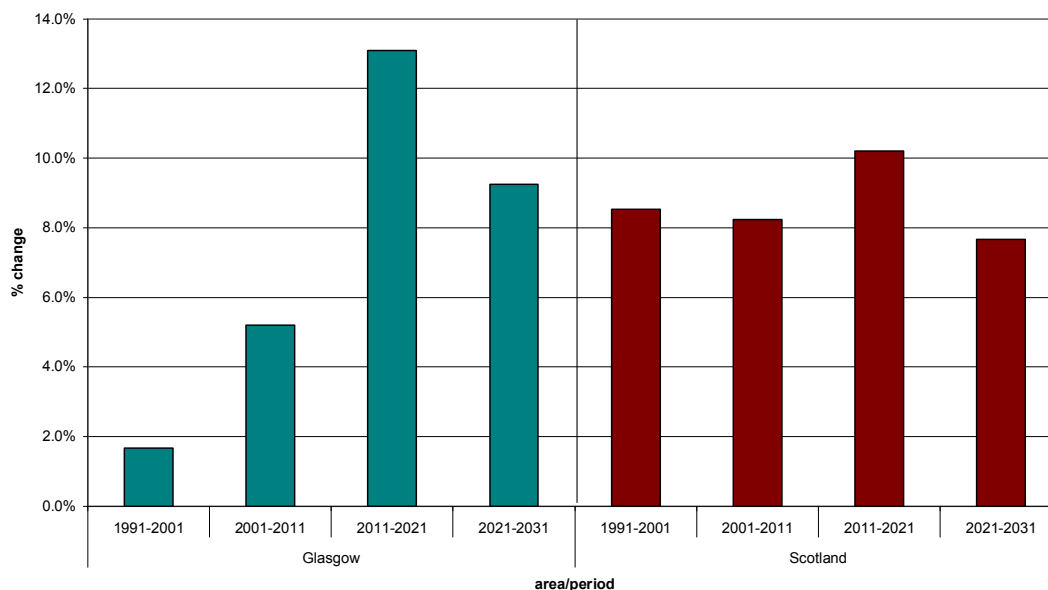
3. CENSUS RESULTS - HOUSEHOLDS

- 3.1 The 2011 Census results give a household estimate for Glasgow of 285,700 and for Scotland of 2,372,800 on Census day, i.e. on 27 March 2011.
- 3.2 The pre-Census estimate of the number of households in Glasgow at mid-year 2011 was 282,500. The new Census results imply an upward adjustment of Glasgow's estimated number of households by about 3,200 (= 285,700 – 282,500). For Scotland the new Census results imply an upward adjustment of Scotland's estimated number of households by about 4,800 (= 2,372,800 – 2,368,000).

Total number of households

- 3.3 The number of households in Glasgow has increased by 5.2%, from 271,600 in 2001 to 285,700 in 2011. The rate of increase is lower than in the rest of Scotland. In Scotland the number of households rose by 8.2%, from 2,192,300 in 2001 to 2,372,800 in 2011 (see Graph 3.1).

Graph 3.1 - Number of households - comparison of change Glasgow and Scotland

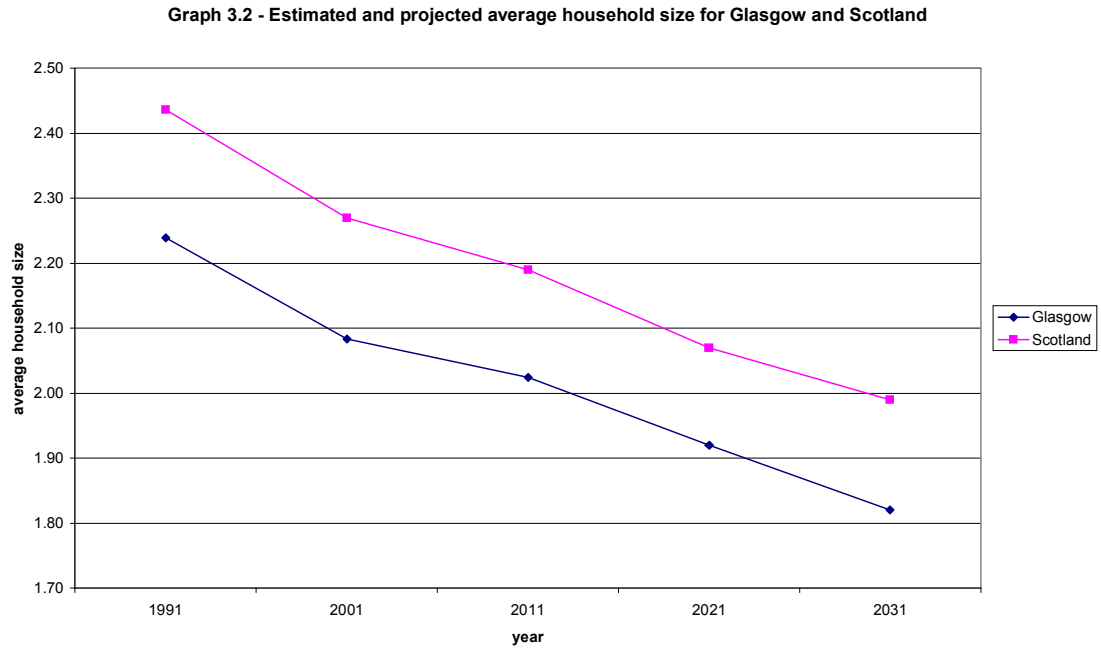


- 3.4 In 1991-2001 the number of households in Glasgow rose by 1.7% and in 2001-2011 by 5.2%. Given the change in the population position (a fall of 8.0% in 1991-2001 to a rise of 2.7% in 2001-2011), the difference in the rate of increase for households would have been expected to be greater. That this is not the case is due to a slowdown in the rate of household formation since 2001.

Slowdown in household formation

- 3.5 The slowdown in the rate of household formation since 2001 is a Scotland-wide development. The number of households in Scotland has continued to grow at the same rate, of around 8%, despite a constant population in 1991-2001 and a rising population, by 4.6%, in 2001-2011.
- 3.6 The reasons for this slowdown in household formation are, at least partly, due to the economic downturn, which has given rise to delays in the formation of households. The uncertain employment situation and the lack of available credit to purchase a house are important factors, which explain why more young people have decided to continue to live in the parental home, rather than form a separate household.
- 3.7 In the coming decade, 2011-2021, the NRS household projections show a higher rate of growth in the number of households, compared with 2001-2011. In Glasgow the number of households is projected to grow by 13.1% in 2011-2021 and by 9.2% in 2021-2031. These projections, however, are likely to be too high, as they are largely based on household formation trends in 1991-2001, and have not fully taken into account the slowdown in household formation since 2001.
- 3.8 NRS has recognized this issue. In the latest set of household projections, NRS has, for the first time, introduced scenarios with a lower rate of household formation than in the principal projection.

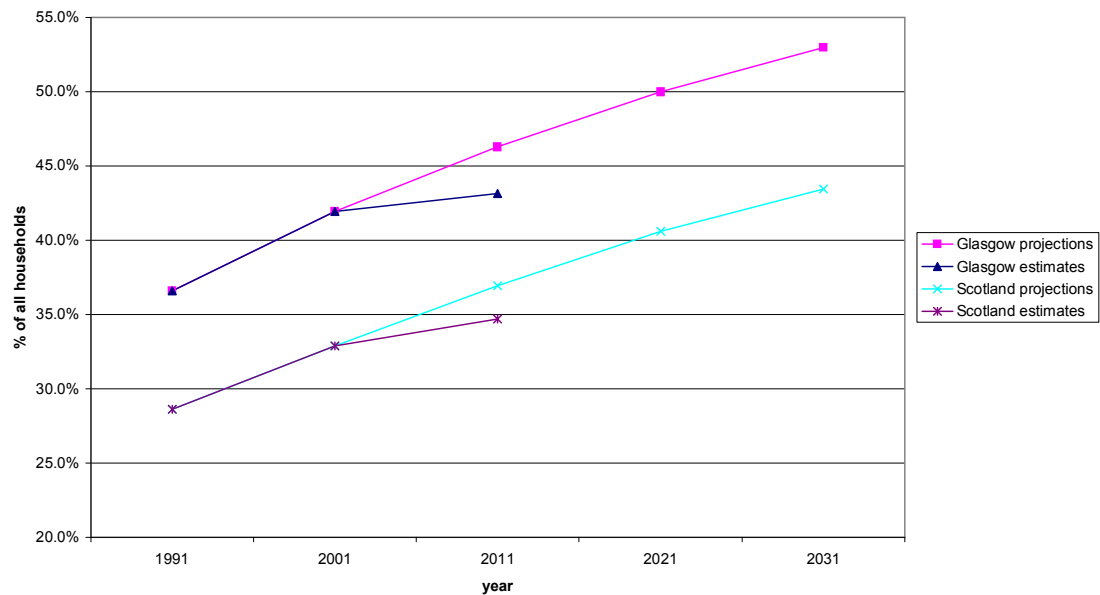
3.9 The slowdown in the rate of household formation is also reflected in a slower rate of reduction for the average household size. In Glasgow the average household size fell from 2.24 in 1991 to 2.08 in 2001 (a reduction of 6.9%) and to 2.02 in 2011 (a reduction of 2.9%). In Scotland the average household size fell from 2.44 in 1991 to 2.27 in 2001 (a reduction of 6.8%) and to 2.19 in 2011 (a reduction of 3.5%). In Graph 3.2 (see below) this is shown by the slope of the curve being more flat for the decade 2001-2011.



3.10 As stated before, the projections are mainly based on household formation rates in 1991-2001. For that reason, the slope of the curves (see Graph 3.2) moves faster downwards again after 2011.

3.11 The slowdown in household formation is also reflected in a slower rate of growth for single person households (see Graph 3.3). In Glasgow the share of single person households rose from 37% in 1991 to 42% in 2001, and was projected to rise to 46% in 2011. The 2011 Census results show a much smaller rate of growth, to 43% in 2011.

Graph 3.3 - Single person households as % of all households in Glasgow and Scotland



3.12 For Scotland the results show the same pattern: the share of single person households rose from 29% in 1991 to 33% in 2001, and was projected to rise to 37% in 2011. Again, the 2011 Census results show a much smaller rate of growth, to 35% in 2011.

4. CENSUS RESULTS – IMPLICATIONS

4.1 This section considers some of the implications of the results presented in sections 2 and 3.

4.2 For the age profile of Glasgow’s population, there is a marked difference between **recent** change (in 2001-2011: rise in working age population and substantial falls in the numbers of children and elderly) and **expected** change (in 2011-2021: smaller rise in working age population and rises in the numbers of children and elderly). The Council needs to consider how it plans its’ service provision to meet the demands arising from expected changes in the numbers of children, working age population and elderly. This is particularly relevant for the Council’s education estate strategy and the health and social care agenda with NHS Greater Glasgow and Clyde.

- 4.3 Up until 2011, the ageing of Scotland's population has not been reflected in the changes to Glasgow's population. It should be noted, however, that the ageing of Scotland's population will impact on Glasgow's population in the near future, particularly after 2021. In its' report "Ready for Ageing?", published on 14 March 2013, the House of Lords Committee on Public Service and Demographic Change has warned that the Government and our society are woefully under-prepared to cope with the expected increase in the elderly population. The delay in the impact for Glasgow gives an opportunity to prepare for this change.
- 4.4 In the 2011 Census results, Glasgow's share of Scotland's population is lower than in the NRS pre-Census population estimates for 2011. As a result of this, the Scottish Government grant to Glasgow City Council is likely to reduce.
- 4.5 The latest NRS population projections (2010-base) show, for Glasgow, a projected rise from 592,000 in 2010 to 660,000 in 2035. These projections are based on recent migration levels. Given that NRS has overestimated net migration into Glasgow by about 500 per year, these projections are likely to be too high. The next set of projections (2012-base), which NRS plan to publish in Spring 2014, will probably show a lower rate of population growth for Glasgow.
- 4.6 The NRS 2010-base household projections are largely based on household formation rates in the decade 1991-2001. The 2011 Census results confirm that the rate of household formation has slowed down considerably since 2001. Therefore the new household projections (2012-base), which NRS plan to publish in Summer 2014, are expected to show a lower rate of household growth than the current 2010-base projections. This should be taken into account in Glasgow's Local Housing Strategy and the Local Development Plan, when housing supply targets are set to meet future housing need and demand.
- 4.7 The difference in the age profiles for Glasgow (with a younger population) and for the rest of the Glasgow and the Clyde Valley area (with an older population) is likely to affect the relationship between the City and its' conurbation, as Glasgow is the regional employment centre. It is likely that these changes will reduce the level of commuting into Glasgow for work.

5. ANALYSIS OF CENSUS RESULTS – FUTURE PLANS

- 5.1 As already indicated (in paragraph 1.4) NRS plan to publish further Census results, on population and household *characteristics*, from Summer 2013 onwards.
- 5.2 In order to inform the Committee of these results, and of potential implications for policy, DRS plans to submit the following reports:
- 2011 Census – key statistics – by Autumn 2013
 - Two topic reports (in 2014):
 - 2011 Census results and the Glasgow Economy
 - 2011 Census result and Housing in Glasgow

The availability of Census data for small areas will enable the analysis to be done both City-wide and for multi-member wards and neighbourhoods within the City.

6. COUNCIL STRATEGIC PLAN IMPLICATIONS

<i>Economic Impact:</i>	A growing population in the city facilitates and requires economic and employment growth.
<i>Sustainability:</i>	N.A.
<i>Financial:</i>	Demographic changes will affect demand for service provision and Council expenditure. Reduced population share for Glasgow, as compared with pre-Census population estimates, is expected to reduce Government Grant levels to the Council.
<i>Legal:</i>	N.A.
<i>Personnel:</i>	N.A.
<i>Sustainable Procurement and Article 19:</i>	N.A.

7. RECOMMENDATIONS

That Committee note:

- the results, for Glasgow, of the 2011 Census release 1A and 1B;
- the need to consider the implications for planning and service provision of recent and projected changes in population and households; and,
- the DRS plans to prepare further reports on the 2011 Census results, as NRS makes more releases of the Census data.