

## National Strategy for Neighbourhood Renewal

### Report of Policy Action Team 18: Better information



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# Foreword by The Rt Hon Hilary Armstrong, MP, Minister for Local Government and the Regions

I am delighted to introduce the report of Policy Action Team (PAT) 18 on Better information. Comprehensive and up-to-date information about deprived neighbourhoods is crucial to the National Strategy for Neighbourhood Renewal and forms one of the key foundations on which the National Strategy will be built.

Far too often information is seen as an additional and peripheral issue in regeneration activities, rather than as central to them. In reality, information is one the key tools in the drive towards a more inclusive society – this report explains why.



The Social Exclusion Unit's 1998 report on deprived neighbourhoods highlighted the lack of knowledge that exists about the scale of social exclusion in these areas. If so little is known about the social conditions of an area, how can effective programmes be developed to tackle social exclusion? If the level of deprivation is not known, or reliable baselines cannot be established, it will be difficult to assess whether renewal has been successful. These were some of the issues that led to people looking specifically at why we must have better information about deprived neighbourhoods. PAT 18 was asked to consider the scope for a coherent cross-Government strategy to get more up-to-date information on deprived areas and collect more of it on a consistent basis.

PAT 18 has come up with a range of recommendations that will go a long way towards solving these problems. These are recommendations that will make a difference. At the strategic level the report attempts to define the kind of information needed to underpin successful neighbourhood renewal. The PAT proposes a raft of measures designed to bind this together into a coherent cross-Government information strategy building on wider Government initiatives on information. At an operational level the report seeks to clarify how to build on and improve the availability and provision of what has been termed Neighbourhood Statistics. The report also makes recommendations that will put structures in place to develop and deliver the key data needed for neighbourhood renewal. In moving forward, we must have due regard to privacy and confidentiality issues and ensure that unnecessary burdens will not be placed on those who provide and collect the data.

The Government endorses the report's recommendations and considers that it represents an important and critical step forward. A number of the recommendations are dependent on the outcome of the current Spending Review. However, many of the recommendations can be implemented now. Specifically, the Government accepts recommendations 1, 3, 6, 8, 13, 14, 15, 18, 19 and 20; and we will press ahead with their implementation.

But before decisions are made in the light of the Spending Review, I want to seek a wide range of views – from local partnerships, local authorities and their partners, and experts in the field – to ensure the PAT's proposals meet their needs as well as the Government's. I should particularly like to invite comments from consultees on the following:

- the general thrust of the recommendations: do they take us in the right direction for achieving 'better information'? Are the actions proposed ones that you/your organisation could help take forward?
- specific comments on the nature and scope of Neighbourhood Statistics: does the report cover all the major challenges for delivering them? Is there anything missing? If they cannot all be developed, which ones should be given priority?
- details of the proposals on geographic referencing – a separate consultation paper will be published on this during the summer;
- how we should move forward on achieving greater ethnic referencing of data; and
- views on any of the other specific recommendations.

If you have comments on this report, please send them, by 30 June 2000, to the address given in the box below.

On a personal note, I warmly welcome the recommendations in this report and am very grateful for the time and effort put into it by all the PAT members and all those who have been involved in this work. I feel strongly that this report is just the first stage in a long journey in making sure that we have the necessary knowledge base at the local level on which to make the right decisions in tackling social exclusion.



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# Summary

- 1 This report has been produced by one of the 18 Policy Action Teams (PATs) that were set up to address the problems identified in the Social Exclusion Unit's (SEU's) 1998 report on deprived neighbourhoods.<sup>1</sup>
- 2 That report set out a sobering picture of life in the most deprived neighbourhoods, where the most vulnerable people, the poorest conditions and the most overstretched and failing public services are so often combined.
- 3 Drawing together information from a range of sources, it showed:
  - how the gap between poor neighbourhoods and the average had widened over the 1980s and into the 1990s – with greater differences in income levels, unemployment, sickness and disability, and even death rates;
  - how problems interact to present deprived neighbourhoods with a bleak future – so that, on average, more than 40 per cent of children were growing up in non- or low-earning households, schools were five times more likely to be on special measures, unemployment rates were two-thirds higher, and vandalism and dereliction two to three times more than the rest of the country; and
  - that some problems were accelerating rapidly and becoming acute. Some housing areas were becoming so cut off from jobs, so overwhelmed by crime and anti-social behaviour, or so outpaced by oversupply of more attractive housing, that tenants and owner-occupiers were simply deserting them.
- 4 Many commentators were impressed by the number and quality of the statistics that backed up the report. They might have been surprised to know how difficult it was to pull the information together from a series of disparate and often incompatible sources.
- 5 The fact is that no up-to-date data resource exists that provides a remotely comprehensive picture of these serious issues. Anyone could wander through some of these areas and know that something was very badly wrong – but the Government has never set out to record or analyse the issues in a comprehensive or systematic way.
- 6 This is not to say that the information does not exist – somewhere. Government collects information about the people and the facilities in these areas all the time. But much of this information remains hidden away in the computers and filing cabinets of the people who collected it, unused because its owners did not know how useful it might be for other services to have access to it. Sometimes the owners had never been asked to share it, because no-one else knew they had the information. Sometimes it was not shared because someone thought wrongly that sharing statistics was illegal. Or sometimes it remained hidden away, unshared for a host of other reasons.
- 7 Of course, the national Census does cast some light on these problems. But even it would not claim to present more than a partial picture of poor neighbourhoods, giving some information about people, but nothing about the environment and services that surround them. Above all, the Census only happens once every ten years. So until 2003, when the results of the next Census are collated and released, policy analysts will still have no more comprehensive information than that gathered in April 1991.

- 8 This presents problems not just for central Government in assessing the strategic challenges it faces, but also for local service providers, who may not get up-to-date information on the conditions they need to tackle on the ground. Better information could help them in all sorts of ways:
- schools could do better if they knew that the social composition in an area was changing before they started to see more needy children in the classroom;
  - it would help police, youth services and housing managers to know how many children in an area were excluded from school or were truanting, with all that this may imply for what they were getting up to out of school;
  - health services, the police, housing and transport providers, and planners would benefit from knowing how access to shops varied and what this implied about crime levels, transport needs, and nutrition levels; and
  - training providers need to know not just about local skill levels and job opportunities, but also how access to transport and child care affected where they should locate provision.
- 9 Lack of information is a key part of the problem, and better information must be a key part of the solution.
- 10 This report should be seen as part of a broader process. The 18 PAT reports represent a set of building blocks that will be drawn together into the National Strategy for Neighbourhood Renewal. The Strategy's aim will be to turn around poor neighbourhoods, and empower local services and local people to shape a better future for themselves, reducing the gap between those neighbourhoods and the rest. It aims to achieve the four key improvements within these neighbourhoods: more jobs, less crime, better health and better educational achievement. The Strategy will be issued for consultation around the same time as this report.
- 11 The work of this PAT will be an essential part of this Strategy:
- the Strategy needs to produce a way of measuring the 'gap' between the poorest neighbourhoods and the rest, so the Government can see whether policy nationally is succeeding in narrowing this gap and act if it is not; and
  - better information needs to be available for all involved in strategy development, service design and delivery at the local level. This should make it more likely that problems are diagnosed well and effective answers produced. It also fits well with the need to involve local people more in playing their part and holding public services to account.
- 12 But it is important to understand that this report does **not** propose a set of performance measures, management targets, or other indicators of success and organisational competence. That is the job of others, including, in due course, the National Strategy for Neighbourhood Renewal and other related developments in Best Value, Public Service Agreements etc. The PAT sees its work as enabling and empowering others by ensuring the presence of an infrastructure, and availability of data, that will avoid current duplication and 'wheel reinvention' and allow others to focus on small areas across a wide range of issues.
- 13 The solution proposed in this report is to find a way of using all the information that is collected but is not currently pulled together into a resource that everyone can use. There are a number of strands to this.

## Making it someone's job

- 14 The PAT felt that the single most important reason why this kind of information had never been made available was a simple one: no-one had ever been asked to do it. For this reason the PAT proposes that:
- a set of standard **Neighbourhood Statistics** covering the social exclusion characteristics of a neighbourhood (**Annex D**) should be pulled together annually;
  - this should be led by the Office for National Statistics (ONS), working with other Government departments and local authorities (LAs) and marshalling all the technical issues that are necessary to deliver it;
  - a quick start should be made by ensuring as many of these headline statistics as possible are made available, at ward level, electronically, ideally at no cost to users;
  - those statistics that need more detailed work, mainly because no-one collects them at present, should be worked up by 2002–03, with due regard to confidentiality and privacy issues; and
  - a detailed work plan to take this forward should be developed by a working level group (WLG), and implementation monitored by a Ministerial committee. The group should review the likely costs.

## More strategic approaches to information

- 15 Behind this big issue of 'no-one in charge', the PAT found a range of serious barriers to better sharing of information. Overcoming these is essential to achieving the goals of PAT 18, but would also have wider benefits to other areas of public policy. The barriers included:
- low priority given to small area information by data collectors;
  - confusion about the law on data collection and sharing of statistics: since this is not about the release of personal information it does not raise the huge data protection issues many people think it does;
  - data is often not adequately referenced by geography so it cannot be 'joined up' at the area level. (You cannot ask a computer to know that a postcode, a map reference and "outside Sainsbury's" could all be descriptions of the same place!); and
  - lack of a single home in Government for current initiatives to improve information collection and use.
- 16 To deal with these and other barriers, the PAT recommends:
- new arrangements within Government to push for a coherent information strategy;
  - that this work should be co-ordinated by a group of Ministers from key departments, chaired by a Minister from the Cabinet Office, Her Majesty's Treasury (HMT) or the Department of the Environment, Transport and the Regions (DETR);

- that it should fit with broader developments such as those emanating from the Modernising Public Services Group, the Performance and Innovation Unit and the Central IT Unit within the Cabinet Office;
- that the Ministerial group should have a small central secretariat located in an appropriate department, the Cabinet Office, HMT and DETR all being possibilities; and
- that local government should be involved.

# Chapter 1: What is the problem and why does this matter?

## What is the problem?

- 1.1 How many children are excluded from a school on a given estate? How many local shops have recently closed there? How many people have moved out of the area in the last year? Is life getting better or worse? Are public perceptions and media stereotypes based on reality? Has the regeneration programme improved the estate, or is government, both local and national, wasting taxpayers' money? Are we tackling the key drivers of the area's problems? What will really make a difference?
- 1.2 The most comprehensive single source of information on socio-economic conditions at the local level is the Census. But this only paints a partial picture of neighbourhoods. It does not give any information about the services or facilities in a neighbourhood such as access to shops, banks or GPs.
- 1.3 The biggest difficulty with the Census is that it only occurs once every ten years. Information from the next Census will not be available until 2003. Until then, government, policymakers and communities will have to rely on information dating from the most recent Census in 1991.<sup>2</sup>
- 1.4 Government and communities cannot afford to wait this long for decent information. Neighbourhoods can experience sudden and unexpected change. Local and national government need to know whether policies and investment are making an impact over months rather than decades.
- 1.5 But the Government does not just collect large amounts of data through the Census. A vast amount of information is collected on a daily basis and is stored in local and national databases, from benefit and tax records, to information on education and health. But the benefits of this information go untapped for a number of reasons:
  - **geography:** some information is available only at a national and LA level. Often it cannot be broken down to smaller area levels such as wards, let alone neighbourhoods;
  - **fragmentation:** a large amount of information is collected, but because it is not shared, no-one has a comprehensive picture of what is available, and from whom. For instance, schools and Local Education Authorities will have information on truancy and school exclusion rates, but may not share this information with the police, youth services, or housing managers, who could use this information to plan their services;
  - **different purposes:** information is often collected as part of an administrative process, such as delivering welfare benefits or health services. The statistics that this produces are therefore a by-product of another process, rather than a resource in their own right. The potential of this data for wider usage can often go unrecognised; and
  - **access, availability and awareness:** information can often go unused because of difficulties in accessing it. There is also a lack of understanding about what information is collected, what is available for others to use and how it can be obtained.

- 1.6 Each of these factors contributes to the overall problem: a lack of comprehensive and good quality information at a small area level which will provide an up-to-date – and updateable – picture of conditions in neighbourhoods. Such data would enable a better understanding of local problems and more effective targeting of solutions.

## Why does this matter?

- 1.7 The absence of information about neighbourhoods has produced a series of failings at national, local and community level.
- 1.8 **Ignorance and inattention.** It is widely agreed that insufficient attention has been paid to the depth or extent of area deprivation. Policy makers have simply not known the scale and location of problems. For instance, in the SEU's 1998 report on poor neighbourhoods,<sup>3</sup> data had to be pieced together from a wide variety of incompatible, patchy and often out-of-date sources.
- 1.9 A result of this has been that government has been unaware of the inequalities underlying national averages. For instance, compared with the rest of England, the 44 most deprived areas have nearly four times the proportion of black and minority ethnic (BME) residents.<sup>4</sup> However, even these figures can, in turn, conceal greater concentrations of problems at a smaller area level.
- 1.10 **This means policies can easily be misdesigned or mistargeted.** LAs and national government do not know with any accuracy which neighbourhoods have problems. One of the consequences of this may be a mismatch between government resources and the needs of the area. A recent Audit Commission report found that the amount spent by health authorities on specialist child and adolescent mental health services varied by a factor of seven. Spending was not therefore correlated to need.<sup>5</sup>
- 1.11 Important trends have been missed by national and local government. Too often problems simply go unnoticed until they reach crisis point. People move out of an estate, shops close and crime increases, but the response of public services is too slow or non-existent. For instance, we have only recently begun to quantify the scale of estate abandonment, with nearly a million homes empty or hard to let.<sup>6</sup>
- 1.12 **Lack of information has kept communities in the dark.** Residents of neighbourhoods have had few facts about where they live, and how it compares with other places. They have not been able to make informed decisions about whether local and national government is improving neighbourhood outcomes, many of which are not immediately visible. And when things do improve, perceptions often lag behind. Reputations are hard to shake off without accurate information.
- 1.13 **Policies cannot be evaluated and lessons cannot be learnt.** Successive Governments have invested billions of pounds on the country's deprived neighbourhoods. Yet there is little hard evidence of, or information on, which programmes have worked. For instance, an analysis of 335 community safety initiatives by HM Inspectorate of Constabulary (HMIC) found that only 47 had been properly evaluated.<sup>7</sup> The absence of rigorous evaluations of techniques and approaches in many fields of policy – and adequate data to do so – means money may be wasted on measures that do not work and successful programmes do not get rolled out.
- 1.14 **Perversely this leads to 'information-itis'.** Lack of good information forces new partnerships, zones and other initiatives to collect fresh data, and invent new indicators. This wastes both time and money. For example, New Deal for Communities (NDC) areas, such as Norwich and Tower Hamlets, had to spend large sums to undertake research including attitude surveys and establishing baseline indicators. The amount spent in these areas varied between £40,000 and £50,000.<sup>8</sup> NDC areas would save both time and money if they had this information at their fingertips.

1.15 The conclusion is that lack of information has been at the heart of policy failure in this area. Poor information has created four key problems:

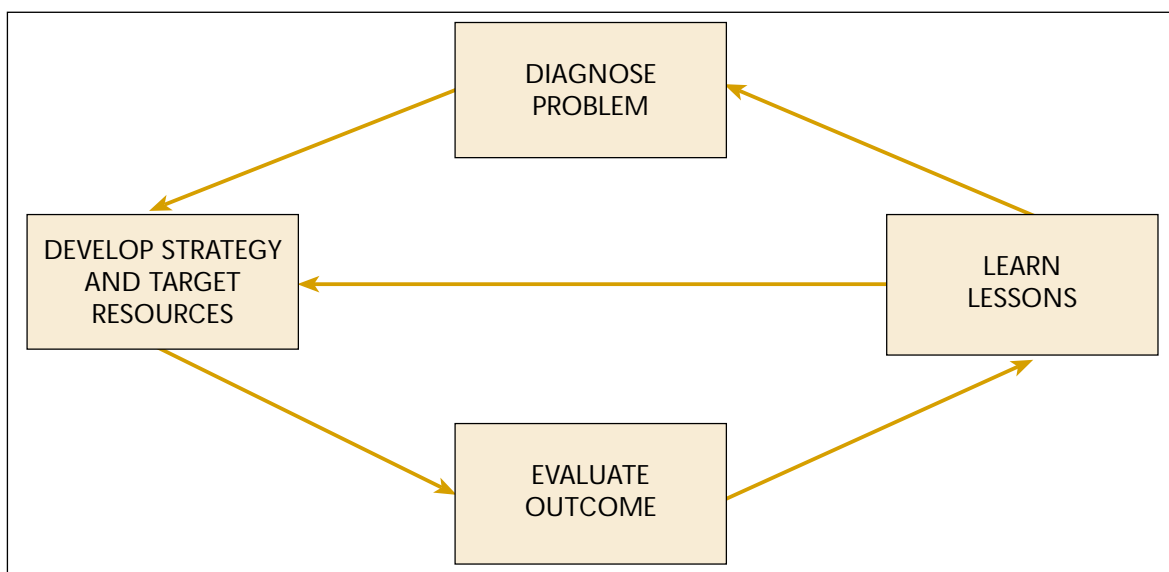
- lack of awareness of neighbourhood problems and trends by communities, local and national government;
- poor diagnosis of problems has led to poor government strategies and resource allocation;
- lack of information has forced new programmes to spend time and money collecting new information; and
- lack of information has meant it is difficult to tell whether policies work.

## How would better information help?

1.16 Despite the difficulties in gaining good small area information, a number of localities have shown, when special information is collected, how it can radically improve strategies and service delivery. Some of the most striking examples are in the field of crime, where intelligence-led policing has become a key tool in tackling crime.<sup>9</sup>

1.17 Better information can be used in four main ways:

- to diagnose the problem;
- to develop 'smart' strategies which treat causes rather than symptoms;
- to evaluate outcomes; and
- to find out 'what works'.



1.18 An example of how a sophisticated diagnosis can produce real results is a Merseyside initiative to tackle hoax calls to the local fire brigade.<sup>10</sup> Hoaxes accounted for a quarter of calls to the brigade, wasting millions of pounds. Using a Geographic Information System (GIS), the University of Liverpool plotted the location and timing of calls and identified that 20 per cent of calls came from just three per cent of phone boxes. The study also found that hoax calls were made largely between 6pm and 8pm.

- 1.19 Using this, the local fire brigade achieved a 40 per cent reduction in malicious false alarms. A similar information-based approach was used to tackle the problem of arson. This produced a 48 per cent reduction in the number of arson cases between July 1996 and July 1997.<sup>11</sup>
- 1.20 A further illustration of the benefits of information in tackling crime is an initiative developed by West Yorkshire Police, in association with Manchester University. This project<sup>12</sup> was designed to prevent repeat domestic and commercial burglary and it assembled data from the police Crime Information System.
- 1.21 The research produced some startling findings: for instance, 40 per cent of all repeat domestic burglaries occurred within a month of the preceding one. The response to this information was to grade areas according to a scale (gold, silver and bronze) and implement preventive measures in these areas, such as upgrading households' security, CCTV, victim support measures and police surveillance.<sup>13</sup>
- 1.22 The same principles of information gathering are also being used in other fields, particularly at a strategic level. For instance, Leicester City Council has mapped disadvantage and deprivation through a range of measures such as mortality rates, income levels, youth offending, property value levels and educational attainment.<sup>14</sup> It has identified areas within the city which face particular problems and is targeting them through its regeneration strategy.

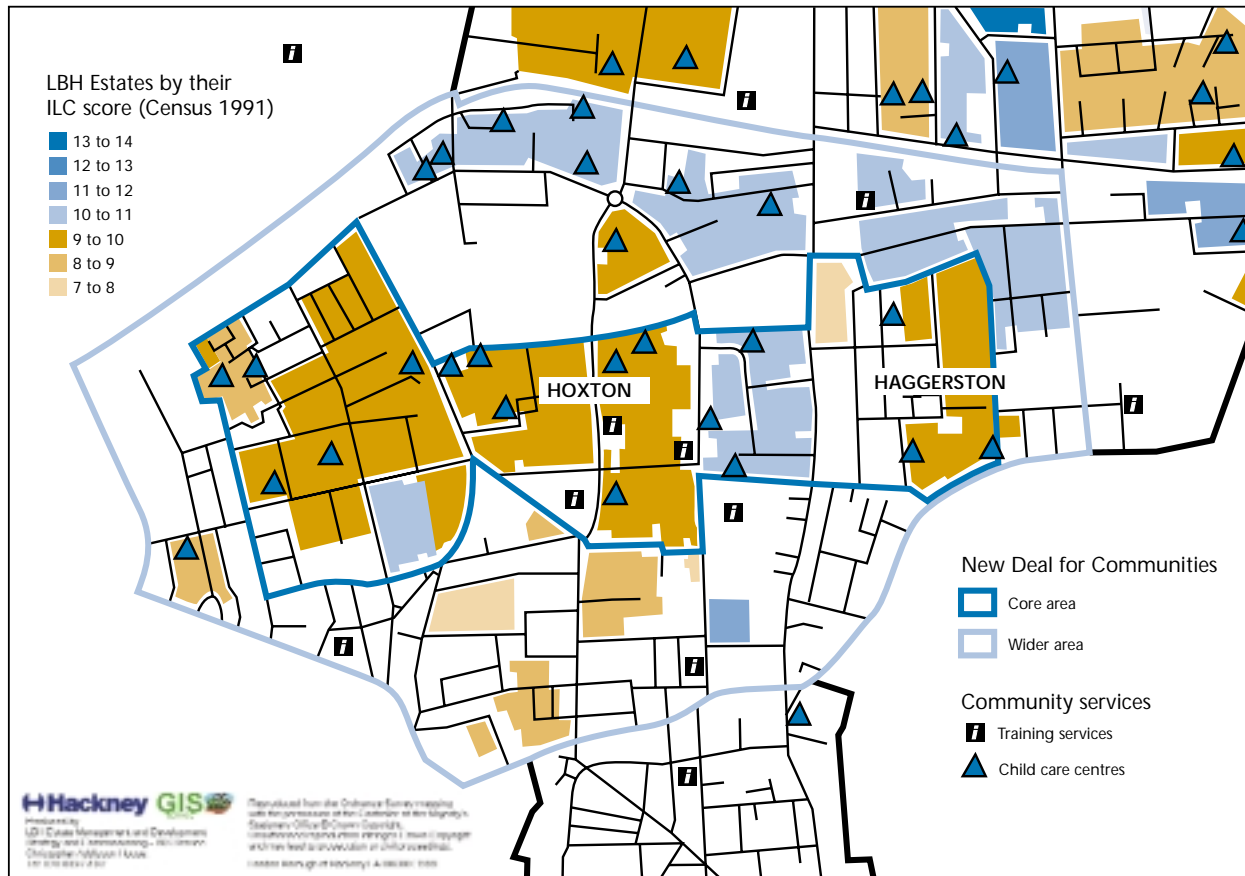
#### *Leeds City Council<sup>15</sup>*

Leeds City Council has created a single claim form for a range of benefits (from free school meals to Housing Benefit and Income Support) administered by both the LA and central government. The Council has then connected the information gathered to, for example, records of pupil achievement. This allows analysis of educational progress in relation to socio-economic circumstances of the family. It can therefore rank different schools in terms of which pupils are from disadvantaged backgrounds. This has provided firm evidence of the links between those schools with large numbers of pupils living in households receiving benefits and low GCSE performance.

This information, together with data on housing, crime and health etc., has been used in a variety of ways, including:

- developing approaches to community planning and informing the regeneration strategy for the city;
- informing and agreeing approaches to community safety;
- analysis of 'value added' in schools;
- analysis of the extent to which children of lone parents are receiving necessary support;
- targeted action to tackle unemployment and low skill levels; and
- refocusing services for young people in accordance with the patterns of risk and need.

1.23 Another LA, Hackney Borough Council, has been using information to locate community resources, such as training centres or child care centres, to the best effect. The map<sup>16</sup> below demonstrates how new training centres in the NDC area of Hackney will need to be located near child care facilities for the best use to be made of them. Information here is enabling policy makers at the local level to ensure those who need training and have children will be better catered for.



1.24 More recently, NDC areas have focused on developing a robust information base.<sup>17</sup> This has demonstrated not only the depth of the problems they face, but also pointed the way to solutions. For instance, in Beswick, East Manchester, an important finding was inadequate access to leisure facilities in particular areas, which the programme is now tackling.<sup>18</sup> Similarly, crime and anti-social behaviour were found to be a key cause of low-demand housing.<sup>19</sup> This is now being addressed through the introduction of neighbourhood wardens.

1.25 Some other countries have already recognised the value of good information, for example, the USA. The case studies in **Annex J** show what could be done.

1.26 But the most powerful testament to what could be done if better information were available is what has happened in its absence: abandoned estates being boarded up and finally demolished at huge cost.<sup>20</sup> Why? Because government has failed to understand the area and its people, or failed to understand the other influences on an area that render it unsustainable.

1.27 Better information is the foundation for tackling the problems of the most deprived communities. The next chapter examines the kinds of barriers that exist to obtaining it.

# Chapter 2: What are the barriers to better information?

2.1 The PAT has identified some general barriers to obtaining good quality information about area deprivation.

## Supply side barriers

2.2 First, on the **supply** side:

- much of the necessary data is collected by public institutions but is not shared because of:
  - confusion about the law;
  - hoarding instincts, including the influence of the ‘bidding culture’;
  - concerns about charging;
  - poor ‘information about information’; and
  - failure to recognise wider uses for information;
- much of the data that institutions would be willing to share is hard to join up with other data because the institutions have different area boundaries (school/patient list/estate/police areas/ward etc.);
- no-one is in charge of getting an agreed system of geographic referencing which could correct the problem of differing boundaries allowing data to be re-aggregated, though several institutions are trying to address parts of it (see **Annex G**);
- much of the necessary data is not routinely collected at all. There are particular gaps in some of the areas that matter most, e.g. resident views, availability of private sector services such as shops and banks, data by ethnicity;
- the Census is the one regular source of information that comes close to what is necessary, but it does not cover all aspects. Carrying it out once every ten years is too infrequent, and it takes time before it can generate meaningful outputs;
- generally, much of the information gathered is collected using differing definitions and conventions, creating a lack of comparability and consistency between different data sets; and
- data is not given the priority it deserves.

## Demand side barriers

2.3 All this is exacerbated by the **demand** side where:

- there has never been a strong enough push to reach agreement on what data or information is necessary to help all involved in tackling area deprivation; and
- there is no institution to assess the demand and invest resources to meet it.

2.4 These are the reasons why it is so difficult to get the best picture of what is going on in a neighbourhood, and these are the barriers that PAT 18 has attempted to address.

## Information collected but not shared

- 2.5 In its discussions, the PAT found many examples of wasted information because of barriers to sharing it with other institutions who had a legitimate interest in what had been gathered. Four of the major barriers were as follows.

### Data protection and confusion about the law

- 2.6 The Data Protection Act, 1998 (DPA) has tended to be seen as one of the biggest barriers in getting the kind of information that is needed. The PAT was persuaded that data protection law is far less of a barrier than it is thought to be. However, efforts need to be made to clarify a variety of misunderstandings. In particular, many people confuse the issue of agencies sharing data about named individuals with the simpler issue of generating statistics about a wider group who just happen to live in the same area. There are points when statistics can become disclosive, for example, where a characteristic is rare and the 'group' small, but in these cases, release can be made subject to the safeguards of confidentiality.
- 2.7 Some key facts, drawn from helpful discussions with the Data Protection Registrar (DPR), are set out in the box below.

#### *Data protection and area statistics*

- Neither the DPA nor the DPR is there to prevent the sharing of information for beneficial purposes – so long as the information is handled in accordance with the law.
- Nor does the DPA or the DPR prevent personal information being aggregated into general statistics. To do this, personal data can be anonymised by the department that collects it and then shared; or it can be anonymised and aggregated by someone else (for example, ONS) acting as an agent and bound by confidentiality.
- The publication of aggregated statistical information (from which individual information cannot be deduced) is not blocked by the DPA or DPR.
- The main influence of the DPA is that it makes it clear that Government must act within the law in collecting and processing data. This means that those collecting data have to know and abide by the powers under which they collect information and observe any constraints on its use. (Often these powers and constraints are in entirely separate legislation, or the common law duty of confidentiality.)
- Departments and agencies are not always aware of the powers under which they collect, process and share data. Some departments have carried out audits of their powers. This should be encouraged further.
- When an audit throws up problems, legal powers may need updating to allow for the lawful use of information. In some cases the law can be met simply by being explicit when collecting information about what statistical purposes it might be used for.
- Generally, it should be possible for agencies to share the data to generate area statistics – but this needs to be planned from the moment the data is collected, not thrown in as an afterthought.
- The DPA is a framework not a barrier. The DPR has a role in facilitating data sharing for joined up government.<sup>21</sup>

- 2.8 The PAT found examples of good practice where effort was put in to achieve cross-agency data sharing within the law. **Annex I** lists some outcomes of a survey of LAs – far too many local efforts have hit barriers and uncertainty about what was and was not legal.
- 2.9 The PAT's recommendations cover measures to ensure that the impact of the law on practitioners is better explained and understood as well as allocating responsibility for the more complicated issue of information sharing about individuals. But the recommendations also recognise that more could be achieved by a national agency acting to resolve data sharing issues than by leaving local agencies to cope piecemeal on their own. The recommendations aim for a system that will achieve economies of scale in this regard.

### Hoarding instincts

- 2.10 It is the PAT's view that concerns about data protection may be one factor in reinforcing a general culture in government that runs against data sharing.
- 2.11 But other issues are important too:
- statistical information is often derived as a by-product of another function rather than developed as a resource in its own right;
  - ownership of information is seen as 'power' and it is therefore hoarded by departments; and
  - there is also a natural fear that surrounds data: reluctance to share anything that might give away power and decision making; potential embarrassment about what the data might show; and perhaps also the fear that knowing the true facts could lead to stigmatisation. Better ethical frameworks about the use of data could go a long way to help avoiding this fear.

### Charging

- 2.12 The PAT was concerned that charging for data between agencies is a potential, and sometimes an actual, barrier to the effective use of data. To ascertain the scale of charging across government, the PAT undertook a survey of the practice of main Government departments.<sup>22</sup> The results showed that there was a diversity of practice. Some departments supplied most information free of charge or used Internet-based technology to disseminate the information at nil cost to the user; others had a sliding scale of charges depending on the customer; and others charged on an ad hoc and often inconsistent basis.
- 2.13 Charging is currently governed by complex and different agreements between departments, with some data that is free and some that has a cost attached. The PAT believes charging is a potential hindrance to wider access and sharing. Steps should be taken to clarify practice.

### Poor information about information

- 2.14 The PAT's work has repeatedly uncovered examples of waste and duplication because of poor 'information about information'. Few policy makers and service managers are aware of what is already available and from whom. This leads to constant 'reinvention of the wheel' as agencies collect information that already exists, wasting the time of those who have to provide it. **Annex H** sets out the summary results of an exercise to map Government initiatives which use small area information. The full set of results (to be published as a separate working paper)

covers over 200 indicators used to monitor or evaluate 22 Government programmes. Many indicators are related but rarely identical for similar areas.

- 2.15 The PAT was struck by the contrast with the USA, where the PAT was told there is a requirement that agencies may not obtain the information they need without first checking whether that information is already available. A 'one stop shop' for information on social exclusion could go a long way to solving this problem; and steps could be taken to strengthen existing mechanisms governing the conduct and review of regular data collection activities by Government.

## Area boundaries

- 2.16 To make neighbourhood renewal work in small areas requires data to be available broken down by ward at the very least. However, most administrative data is collected at a larger scale (e.g. district level) or the smallest scale (i.e. the individual). In addition, the organisational boundaries of data are varied, and do not match each other. Health, police and LAs all have different area boundaries, and area-based programmes are often focused on smaller areas that may not match either these or even ward boundaries.
- 2.17 Even these ward boundaries change substantially from year to year, making geographical comparisons over time difficult. England and Wales have some of the greatest number of boundary changes across the European Union; the box below gives further details. Action needs to be taken to provide greater stability in administrative boundaries.

### *Boundary changes in England and Wales<sup>23</sup>*

The level of change in boundaries in England and Wales is always high, with as many as a quarter of the administrative units being affected by change each year. Between the 1981 and 1991 Censuses, over 80 per cent of the land area of England and Wales had been affected by multiple or single substantial boundary changes. This means that an individual approach to handling change is required for England and Wales.

- 2.18 The White Paper *Modernising Government* makes a recommendation that the Government will work to align the geographic boundaries of all public sector bodies. This will mean that boundaries will have to coincide with LA boundaries at the local level, and with Government Office regional boundaries at the regional level.<sup>24</sup> The PAT thinks Government should go further and aim to reduce the number and frequency of boundary changes at district level and below.

## Geographic referencing

- 2.19 If data could be referenced at the smallest geographical level (such as a grid reference on a map), it then could be aggregated to higher geographic levels and, in principle, to any pre-defined boundary. This would allow greater flexibility in compiling local area information. It would also open up the possibility of realistic comparisons over time, by allowing data to be re-cast to new geographic areas as boundaries change, rather than staying fixed to the 'old' boundaries. This means that a lack of coterminous boundaries would not be so much of a problem, and that neighbourhoods could be 'defined' with much greater flexibility.
- 2.20 An obvious use of the flexibility offered by geographic referencing is to create maps of small areas, comparing different data. The example overleaf demonstrates how data can be used at the neighbourhood level to map housing tenure. Its message is easier to grasp, and more revealing,



## Gaps

- 2.24 Experience indicates that some groups in society, who are the most vulnerable to becoming victims of social exclusion, are forgotten because simply not enough is known about their particular circumstances.
- 2.25 For example, much information that is currently collected is not coded by ethnicity, denying policy makers the opportunity to analyse different BME sections of society. Therefore, it is impossible to analyse data by ethnicity and build up a picture of the situation of a particular BME group in a given geographical location. If data is not coded in this way it means that there can be no diagnosis of problems, no targeting for this group and no monitoring of the impact on a particular community. More detail about BME communities and data issues can be found in **Annex E**. There are some good examples of the use of analyses by ethnicity, but it is necessary to do more.

### *Birmingham City Council<sup>6</sup>*

Birmingham City Council have been ethnically monitoring their Housing and Council Tax Benefit claims. As a result of a collaborative project with Oxford University and the Joseph Rowntree Foundation, they have been able to analyse claiming patterns among different ethnic groups. This has revealed that certain groups are particularly disadvantaged. For example, they found that more than half of all Bangladeshi children in Birmingham under the age of 16 were living in poverty.

- 2.26 Gender is another significant factor in social and economic exclusion.<sup>27</sup> Many women may be excluded and isolated from society because of their role as carers that can restrict their access to services and opportunities open to the wider community. This may result in a high percentage of women living in poverty. Policies therefore have to be analysed and evaluated using statistics disaggregated by gender to understand how they may work to women's disadvantage. The Government Statistical Service (GSS) actively promotes the collection of data by Government which can be analysed by gender.<sup>28</sup>
- 2.27 Another gap is the role of attitudinal data for assessing change in deprived communities. The perceptions of what residents think of their neighbourhood, whether they want to stay or leave and why, is crucial in testing and balancing other statistical data. Generally, it can only be gathered through surveys.

## Census, surveys and the index of local deprivation

- 2.28 The Census is currently the most comprehensive source of data on social conditions that is available for analysis. The Census itself provides huge amounts of data at the local level that can be used to tackle local deprivation. It is one of the only clear links between local conditions and location at a given period in time.
- 2.29 However, the Census has a number of significant weaknesses when data on neighbourhoods is needed. It takes place once every ten years, which means that for a lot of time the information is out of date. The Census is a snapshot at a particular period of time and does not reflect changing trends in the interim period. For the purposes of assessing problems in a particular neighbourhood, developing and implementing interventions and measuring improvements, a ten-year period is far too long.

- 2.30 The primary purpose of counting everyone and the need to have very high response rates for reliability mean that Census questions have to be kept relatively simple and uncontentious. This means that they do not always cover the kind of questions that are needed to develop strategies for tackling neighbourhood deprivation. Key questions, such as those designed to gain information on income, have been at issue.
- 2.31 In non-Census years much of the information gained from the Census is supplemented through surveys commissioned by Government. These surveys include the compilation of the Electoral Register, the Family Expenditure Survey, the British Crime Survey and the Labour Force Survey (LFS). In addition, there are several administrative data sets that can be used to look at small area conditions after being anonymised (such as the Joint Unemployment and Vacancies Operating Scheme (JUVOS) claimant count data and recorded crime figures). They can be used in limited ways to gain an insight into conditions in deprived neighbourhoods. However, information on the social conditions of small areas may be of restricted use due to the limited coverage of surveys, and the small size of samples.
- 2.32 The Index of Local Deprivation (ILD) is an index of ward deprivation that uses data from administrative and other sources to give a score and ranking to wards which results in a measure of how deprived they are. It is one of a variety of indices in current use which enable deprivation to be measured in different ways, but which have been developed to meet different objectives. This subject is dealt with in greater depth in a separate working paper, *Measuring Deprivation: a review of indices in common use*, which will shortly be available on the SEU's website at <http://www.cabinet-office.gov.uk/seu/index.htm>.
- 2.33 The ILD has been steadily improved over time and it is proposed that the new Index, to be published later in 2000, will be based on 33 indicators down to ward level organised into six 'domains of deprivation'. These are: low income; employment deprivation; poor health and disability; poor education and training; poor housing; and poor geographical access to services.
- 2.34 The purpose of the ILD is to provide an overall deprivation score for each ward and on each of the six domains. This recognises that deprivation cannot be boiled down to a single indicator and that a range of measures needs to be taken into account. As well as providing a national league table of deprivation, the new index will be of value to local areas in planning their policies because they will be able to access ward-level scores on each of the domains.
- 2.35 The ILD is limited because it draws only on information that is already available at these levels and there have not been the resources to commission gap-filling. The latest review of the Index has been highly successful in uncovering new data sources at the ward level. However, it is still incomplete as it will not include domains on crime and the physical environment. This is because small area data on these issues is not currently available.
- 2.36 A database of key data over and above the ILD would have advantages in, for example, allowing change over time to be plotted. The Index cannot do this because the emphasis is on measuring relative deprivation and getting the best possible measure at any one point in time. Another possible advantage of a database is that data on individual themes is more meaningful to people than an Index score based on complicated statistical techniques.

## Data collection frameworks and conventions

- 2.37 There is already a vast quantity of data collected by a variety of agencies. However, this data is collected for specific and quite different purposes; its quality and wider usefulness are often overlooked. Specifications for data collection activities vary from agency to agency, with data often collected to different definitions and processed using a variety of conventions. The data may be fit for the purpose for which it is collected, but wider usage can be hampered by a lack of consistency and comparability between different data sets. Such information is not cost-effective, nor does it

have much public policy benefit. The GSS harmonisation programme<sup>29</sup> has shown what can be done in this area and provides a basis on which to build. In addition, the DPA requires that personal data is accurate, timely and adequate for the purpose for which it is processed.

- 2.38 A lack of clearly defined and universally adopted conventions in data collection invariably means that there is limited comparability between different data sets. It becomes practically impossible, then, to integrate different data sets to create larger databases of information that can be used by all levels of government.

## Data not a priority

- 2.39 Evidence from PAT members and what has been learnt from the LA practitioners' seminars indicates that the expertise on data collection and management that exists appears to be undervalued, and data management is viewed as an 'add on' rather than a strategic resource. Data management is not given the priority it needs, and is inadequately linked to policy- and decision-making processes.
- 2.40 The collection of data in many organisations – be they government or others – is not seen as important enough at senior levels. It is rarely given priority, non-data specialists often fail to appreciate its importance until it is too late, and frequently the data collectors are inadequately trained and not made aware of why the data is necessary and how it will be used.
- 2.41 Arguably, this is because short-term policy and administrative demands drive out the arguments for longer-term strategic investment. And decision making tends to optimise information for a particular policy or administrative unit/organisation, rather than for the country as a whole. What is needed is the will to make an investment at a strategic level for the benefit of all areas, and then ensure those with the skills to deliver good information systems have the chance to do so. These skills may lie with statisticians and information managers (guided by suitable arrangements to ensure accountability). Once the systems are in place, there is also the need to communicate the resulting information across policy groups in a way in which they can use it effectively. This also relies on developing appropriate and effective skills.

## Institutional gap

- 2.42 The common theme that emerges from this chapter is the lack of leadership on joined up data issues across government and hence the lack of overall government strategy, either at national or local level. This stems from the perceived low priority attached to information and the fact that no single institution has responsibility for it.
- 2.43 The absence of a strategic approach to data collection and management at all levels of government has resulted in no clear policy on geographic referencing, an unclear policy on charging for data and little accurate knowledge of data protection and sharing.
- 2.44 In the absence of clear leadership from government, there has been considerable duplication of effort, a waste of resources, no clear guidance for using data, lack of information on what is currently available, inadequate national standards on quality and no development of an adequate skills base to utilise and interpret the data. This in turn has led to cultural barriers being erected, such as fear of information, suspicion of its use and the hoarding of data by Government departments. In addition, what is currently collected has significant gaps or is collected too infrequently to provide a timely picture of social exclusion in deprived neighbourhoods.
- 2.45 The PAT's view is that the institutional gap needs to be addressed as a precondition of making other improvements. The PAT sets out how this might be done in **Chapter 3** and in its recommendations in **Chapter 4**.

## Chapter 3: What is the goal?

- 3.1 The work of this PAT and others (for example some LAs, NDC Pathfinders and experience from other PATs) has demonstrated the enormous use that government and communities could make of comprehensive and up-to-date information about social and economic trends in local areas. Better information would highlight problems when there was still time to nip them in the bud, would enable better diagnosis and solutions of complex joined up issues, and make it easier for local services and local people to evaluate their efforts and compare themselves with other neighbourhoods. The information needs to be very local, down to ward level (if not below), capturing the severe deprivation that is often concealed by district-wide averages.
- 3.2 This is an area where a national lead is badly needed. It cannot make sense for individual government programmes to continue to invent customised indicators for each programme, unaware that another organisation is doing something very similar somewhere else. And isolated local efforts face all the barriers listed in **Chapter 2** and illustrated in **Annex I**. The result is waste of resources and information that falls well short of what is really necessary to underpin ambitious policies on neighbourhood renewal.

### Neighbourhood Statistics

- 3.3 The PAT therefore believes there is a strong case for central government to take the lead in drawing together a range of data about neighbourhoods, that might be termed Neighbourhood Statistics.
- 3.4 The precise coverage is something on which views are invited, and more development work will be needed. But drawing on the information that has been sought by other local and central government initiatives (see **Annexes H and I**), and issues that have come up in other PATs<sup>30</sup> and the development of the National Strategy for Neighbourhood Renewal, the PAT suggests that the following nine domains and 51 sub-themes should be considered. Some may prove impractical; some will take time to become available, depending on development of the underlying data; and affordability will be a constraint (this document does not prejudge what can be afforded in the current Spending Review). Strategic priorities need to be set and consultation is necessary to help to do this.

### *Neighbourhood Statistics – domains and sub-themes*

#### **Access to services**

- Accessibility of:
  - GP/hospital/other health care
  - Legal advice
  - Leisure facilities
  - Post Offices
  - Schools
  - Shops

#### **Community well-being/social environment**

- Caring responsibilities
- Participation in community organisations
- Perceptions of neighbourhood and service provision
- Population turnover
- Voting turnout

#### **Crime**

- Fear of crime
- Numbers of crimes of different types, including domestic burglary, auto crime and violent crime
- Offender data

#### **Economic deprivation**

- Dynamic measures of low income
- Indebtedness
- Low income
- Wealth/assets

#### **Education, skills and training**

- Absenteeism
- Adult learning
- Driving licences
- Early child development
- Numbers achieving qualifications
- Numbers without qualifications
- Pre-school provision
- Progress through education
- School exclusions

- Special needs in schools
- Staying on in education
- Young people not in education, work or training

#### **Health**

- Accident and emergency statistics
- Disability
- Drug and alcohol misuse
- Healthy lifestyles
- Maternal, infant and early child health
- Mortality
- Physical and mental health
- Social services caseloads
- Teenage pregnancies

#### **Housing**

- Affordability, including house prices and rents
- Composition of dwelling stock
- Homelessness
- Houses in multiple occupation
- Overcrowding
- Stock turnover
- Unfit housing and disrepair
- Vacant properties

#### **Physical environment**

- Air quality
- Land use, including dereliction
- Traffic volume and speed

#### **Work deprivation**

- Availability of child care
- Dynamic measures of worklessness (duration, persistence and turnover)
- Employment
- Job losses/notified redundancies
- Measures of worklessness
- Workless households

## How would this data be drawn together?

3.5 **Annex D** sets out in much greater detail how easy or hard it would be to draw this data together:

- some is already available locally but simply not publicised and shared, for example, the number of vacant properties;
- some can be worked out from national-level statistics, for example, DVLA knows who has a driving licence, the Benefits Agency knows who is claiming disability benefits etc.;
- other information is available but is harder to assign geographical identifiers to, for example, crime data;
- some only comes from national surveys that need to be 'modelled down' to smaller areas such as unemployment by age or ethnicity; and
- some data is not collected routinely at all, for example, on access to services.

3.6 Further work will need to assess the costs and benefits of obtaining each measure, as well as taking into account comments received.

3.7 In terms of practicalities, for each measure that will proceed, the PAT recommends that ONS would take the lead in obtaining the information, either from an organisation that already collects it or by commissioning fresh work. This work would be carefully co-ordinated across Government departments and with local government and other public, private and voluntary sector organisations who collect relevant information so as to avoid duplication and minimise costs and burdens.

## How would the data be made available?

3.8 The PAT envisages that Neighbourhood Statistics would be updated annually and made available in two forms:

- 'off the peg information': for all categories of Neighbourhood Statistics, ONS would make figures available down to ward level free electronically; and
- 'made to measure information': a customer who wanted data on a different boundary, for example, to align with the coverage of a particular project or a neighbourhood that crosses ward boundaries, could ask ONS to do this. There could be a charge, depending on the difficulty of the request.

## What safeguards would there be for privacy?

3.9 The use of ONS as a 'trusted intermediary' working within appropriate protocols should ensure that data is aggregated and published safely, in a way that does not identify individuals or personal details and maintains confidentiality (see also paragraph 2.22).

## What would the data be used for?

- 3.10 The aim of Neighbourhood Statistics is **not** to define a set of performance measures, management targets, or other indicators of success and organisational competence in relation to social exclusion in neighbourhoods. The PAT sees that as the job of others – the National Strategy for Neighbourhood Renewal; local people; neighbourhood managers – and of initiatives such as Best Value, Public Service Agreements and Modernising Government work.
- 3.11 By contrast, the PAT has seen its work as enabling and empowering these others by ensuring the presence of a better infrastructure and the availability of better data that will allow them to focus on small areas across a wide range of issues.
- 3.12 At the same time, as **Chapter 4** sets out, the PAT recommends a range of associated and underpinning changes that will encourage people at all levels to regard data as a resource and raise the profile of data and information in providing a better foundation for action.
- 3.13 The concept and practice of neighbourhood statistics is more advanced in the USA. Some examples of how it is being used are illustrated at **Annex J**.<sup>31</sup>

# Chapter 4: Recommendations

4.1 The previous chapters have set out a compelling case for change. The PAT's vision is that:

- an authoritative set of small area data should be established which is capable of describing conditions in a neighbourhood;
- a single organisation should be put in charge of 'holding' information, ensuring it is reliable and disseminating it widely;
- barriers to accessing and using this information, for example, the cost, skills gaps, insufficient technical support and unnecessary legal constraints, should be removed; and
- clear safeguards and protocols should be in place, or developed, to ensure information is not misused.

4.2 In turning this vision into tangible recommendations, the PAT has considered what other relevant work is going on to avoid duplication and to ensure there are clear links with it, in particular with Government initiatives on information. (This is set out in **Annex D**.)

## Recommendations

### At the strategic level

#### *RECOMMENDATION 1*

**Government should attach a high and early priority to delivering a coherent cross-government information policy and strategy, with particular reference to social exclusion.** It should embed practices which regard information as a resource to be shared widely, rather than hoarded:

- This strategy should be co-ordinated by a group of Ministers from key departments (including the Cabinet Office, HMT, DETR, Department of Social Security (DSS), Department of Health (DH), Home Office (HO), Department for Education and Employment (DfEE), Department of Trade and Industry (DTI), Department for Culture, Media and Sport (DCMS), Lord Chancellor's Department (LCD)) and representation from ONS and local government.
- The group should be chaired by a Minister from the Cabinet Office, HMT or DETR. It should have a small secretariat located in an appropriate department – the Cabinet Office, HMT and DETR all being possibilities.
- The role of the group should cover: specifying this policy and strategy, with particular reference to social exclusion; specifying what information is needed by users – central and local government and their partners; directing and overseeing the development of a comprehensive geographic referencing framework for the country; responsibility for ensuring that data collection, data sharing and data use are given high priority within government; and ensuring sufficient resources are made available.

**RECOMMENDATION 2**

To ensure stability in the 'information environment', Government should ensure (unless there are good reasons to the contrary) that:

- administrative boundary changes at district level and below are minimised;
- administrative boundary changes and (where it is practical or desirable) any new data collection activities come into force on a common date annually; and
- a strategy to deliver the above two points is put in place by the relevant organisations by April 2001.

**RECOMMENDATION 3**

The Government should publish on the ONS website a map of current initiatives as a stand-alone document for reference purposes. ONS should update it as information about new initiatives becomes available.

## Establishing neighbourhood statistics

**RECOMMENDATION 4**

Preferably by September 2000 (and no later than April 2001), the Government should ensure that an initial version of Neighbourhood Statistics (a national ward-level data set covering as much of Annex D as is already available) is disseminated electronically, ideally at no cost to users. This is recognised as an interim measure to provide some information support for the launch of the National Strategy for Neighbourhood Renewal.

**RECOMMENDATION 5**

Following publication of the 2001 Census results during 2002/03, the Government should expand this to provide a consistent time series of data across as many as possible of the sub-themes listed in Chapter 3 using Census, survey and administrative data in combination and a standard geographic referencing system.

**RECOMMENDATION 6**

There should be adequate safeguards to ensure proper protection of individual-level data at all stages in the process of implementing recommendations 4 and 5 above.

**RECOMMENDATION 7**

The availability of Neighbourhood Statistics should enable better policy design and measurement of progress. However, the aim of Neighbourhood Statistics is **not** to define a set of performance measures or targets. That job should be up to others, including local communities, neighbourhood managers and local strategic partnerships as well as central government.

**At an operational level****RECOMMENDATION 8**

**A single organisation, ONS, should be the operational focus for synthesising and disseminating Neighbourhood Statistics.** It should act as a focal point for all administrative and survey data held by departments, LAs and other agencies (which will continue to 'own' their data). It must work closely with the Local Government Association (LGA) (on behalf of LAs), Government departments and other partners.

**RECOMMENDATION 9**

Working closely with the Ministerial group identified in recommendation 1, ONS should carry out the following functions, and should be given the necessary authority and resources to do so:

- establish Neighbourhood Statistics (recommendations 4 to 6);
- play a key role in (and, if necessary, lead) the development and implementation of the geographic referencing framework (**Annex G**). A separate consultation paper on the details of the framework for geographic referencing will be issued by Government in summer 2000, including the setting of any targets for data to be geographically referenced;
- seek to ensure (subject to the necessary safeguards) Neighbourhood Statistics are capable of analysis as appropriate by:
  - any geographical area;
  - ethnicity;
  - gender;
  - age; and
  - consistent time series;
- ensure that Neighbourhood Statistics are accessible to anyone who wants the data at an affordable price, or preferably free (see **Chapter 3**). It should act as a 'one stop shop' for statistical information by, among other things, making Neighbourhood Statistics available on a website;
- promote good practice in data collection, data sharing and data use. It should encourage the sharing of data within and between different layers of government, working in close co-operation with the DPR; and
- ensure that more administrative data is coded by ethnicity. This should be done in consultation with relevant groups, ensuring the questions set out in **Annex E** are addressed.

## The Census

- 4.3 The Census is currently the most complete survey of local area information, but new information is only available once every ten years. The new data sets outlined in **Annex D** will cover most but not all of the necessary information needed to address this problem. The view of PAT 18 is that a Census every ten years is inadequate for the purposes outlined in the report. However, if it was conducted more frequently, perhaps every three years, the cost might be prohibitive and the frequency could lead to more non-responses.

### *RECOMMENDATION 10*

The PAT believes that the Census should continue in its present form. **The Government should ensure more and larger surveys (at a national, regional and local level) are undertaken to deal with missing data/information.**

### *RECOMMENDATION 11*

Assuming that PAT 18's recommendations are implemented, ONS should be invited to evaluate whether there is merit in conducting a Census in 2006 and put the case to the Ministerial group (identified in recommendation 1) before decisions are made.

## Consumer tests

### *RECOMMENDATION 12*

**The Government should encourage more attitudinal surveys or research**, particularly at the local level, and develop some standard questions and methodologies on which those commissioning them can build. This could be taken forward by ONS.

## Data protection, ethical and legal issues

### *RECOMMENDATION 13*

**ONS (on behalf of the GSS) and in conjunction with the DPR, LGA (on behalf of LAs) and HO should prepare guidance on what sharing of statistical data is currently allowed and not allowed, with examples of good practice.** This should cover: sharing of identifiable data; issues related to matching records; and examples of protocols and codes of practice including ethical considerations relating to data sharing. Together these bodies should undertake a high-profile campaign to disseminate the guidance widely.

### *RECOMMENDATION 14*

**The DPR should continue efforts to disseminate a better understanding of data sharing and the law.** ONS, other Government departments and the SEU should work jointly to give consistent messages.

**RECOMMENDATION 15**

**Government departments, the LGA (on behalf of LAs) and all related agencies which are subject to legislation in respect of data collection, protection or sharing (other than DPA) should carry out an audit of their relevant powers and functions with a view to clarifying their practice by April 2001.**

## Charging for data

**RECOMMENDATION 16**

**Central government should ensure that cost is not a barrier to accessing the 'off-the-peg' set of Neighbourhood Statistics (see Chapter 3). Until such time as they are fully developed, HMT should consider by the end of 2000 whether it needs to clarify its guidance on cost-recovery to Government departments with a view to ensuring that ad hoc charging for data (listed in Annex D) is minimised.**

## Skills and technical support

**RECOMMENDATION 17**

**ONS should play a lead role in providing training and technical support in the use and interpretation of data.** The LGA, the Improvement and Development Agency for Local Government (IDeA) and other agencies should be closely involved. The proposed National Centre for Neighbourhood Renewal should also play a role in providing training and technical support for local practitioners, particularly at a neighbourhood level.

## Follow-up

**RECOMMENDATION 18**

**ONS should take the lead in following up the PAT 18 report. It should provide an annual report on progress to the Ministerial group which should be published.**

**RECOMMENDATION 19**

The remit of the PAT was to look at statistical data only. **HO should undertake further work on the sharing of data on individuals**, ensuring that privacy and confidentiality issues are not eroded and that there are clear safeguards against misuse of this data.

## Costs of implementation

**RECOMMENDATION 20**

Work should be undertaken to cost these recommendations to feed them into the current Spending Review process.

# Annex A: Remit and acknowledgements

## Remit

This report meets PAT 18's remit, set out in the SEU's September 1998 report on deprived neighbourhoods.

An action team led by the SEU will report on:

- the scope for a coherent cross-Government strategy to get more up-to-date information on deprived areas and collect more of it on a consistent basis;
- how this can be done without generating undue bureaucracy;
- evidence of good practice by individual LAs and other agencies, and how this could be spread more widely; and
- the role of Regional Development Agencies (RDAs) in aggregating area information.<sup>32</sup>

## Goal

To identify how to overcome the barriers to obtaining quality, small area information and to prepare an action plan with targets to do this.

In fulfilling this remit, this report sets out:

- what information is needed, and why it is needed;
- the problems in getting it; and
- what needs to change.

This report is being published for consultation. However, if better information is to be made available in time for the launch of the Government's National Strategy for Neighbourhood Renewal later in 2000 after the current Spending Review, some action needs to be put in hand straightaway.

## Acknowledgements

Members of the PAT were drawn from a wide range of organisations in all sectors (full list of members at **Annex B**). In addition to full meetings, it was decided to set up three sub-groups on the following topics (briefs at **Annex C**):

- geographic referencing;
- information sharing and the law; and
- what information do we need, and who has it?

The PAT is grateful to Bob Barr, John Pullinger and Mike Noble for chairing these groups so effectively. In the course of their work they were supported by Julia Bunting, Glenn Everett, John Giltrow, Nigel Godfrey, Chris Goodwin, Jil Matheson, Keith Murray, Bruce Penhale, Ludi Simpson, George Smith, Rebecca Stone and Margaret Wagget. The PAT and the SEU are also grateful to them for supporting the work of the sub-groups.

The PAT consulted as widely as time allowed and drew on a good deal of research (listed at **Annex C**). The PAT would specifically like to thank those LAs and groups who took the trouble to respond to its request for evidence and their experience of data sharing (see **Annex I**), and the LGA and ONS for conducting the survey.

The SEU is grateful to all members of the PAT, and the numerous people who were not members but whose contributions were invaluable. This report would not have been possible without their generous time and efforts.

The SEU's remit covers England only and references within the report to 'national' initiatives relate to England only. However, the Scottish Executive, Welsh Assembly and the Northern Ireland Office share the analysis underlying the report and the importance given to tackling the problem. The devolved administrations will be considering whether the action set out in the report could be applied in the light of the particular circumstances present in each country.

# Annex B: Membership of PAT 18

## Ministerial champion

The Rt Hon Hilary Armstrong, MP, Minister for Local Government and the Regions

## Members

Moira Wallace (Chair)	Social Exclusion Unit
Paul Allin	Department for Culture, Media and Sport
Julia Atkins	London Research Centre
Bob Barr	Manchester University
Richard Bartholomew	Department for Education and Employment
Tony Black	Ordnance Survey
Janet Dougharty	Department of Trade and Industry
Keith Dugmore	Demographic Decisions
Philip Edwards	Improvement and Development Agency for Local Government
Katie Fisher	Office for National Statistics
Zarina Kurtz	Public Health Consultant
Judith Littlewood	Department of the Environment, Transport and the Regions
Martin McGill	Department of Social Security
Ed Mountfield	HM Treasury
David Moxon	Home Office
Mike Noble	Oxford University
Paul Orrett	Audit Commission
Kathryn Packer	Cabinet Office
John Pullinger	Office for National Statistics
David Smith	Department of Trade and Industry
Gillian Smith	Department of the Environment, Transport and the Regions
Roger Sykes	Local Government Association
Ann Taggart	HM Treasury
Andy Taylor	Leeds City Council
Richard Willmer	Department of Health

## Secretariat

Russell Batten	Social Exclusion Unit
Gillian Dollamore	Social Exclusion Unit
Louise Dominian	Social Exclusion Unit
Ravi Gurumurthy	Social Exclusion Unit
Sasha McFarquhar	Social Exclusion Unit
Atul Patel	Social Exclusion Unit

# Annex C: Sub-group briefs and other relevant work

## 1 Geographic referencing *(Chair: Bob Barr, Manchester University)*

- How a reliable and authoritative geographic referencing system could be established, how it could be used by all data collectors, and who should be in charge of it.
- The provision of a reliable basis for mapping data at various levels (streets, enumeration districts, wards and other geographies) over time.
- How personal referencing of data should be taken forward.
- The provision of tools to 'clean up' existing data to postcode/reference it.

## 2 Information sharing and the law *(Chair: John Pullinger, ONS)*

- What evidence is there of confidentiality barriers to data sharing?
- What examples are there where data is being shared successfully, and what protocols, or other arrangements, have been developed?
- Better information sharing with and between LAs and other local agencies.
- Is a wider duty to share information for better practice and performance (something similar to Section 115 of the Crime and Disorder Act) necessary? If so, what would it involve? Who should take it forward? Does more need to be done to establish the public policy case for data sharing?
- What safeguards (trusted intermediary, protocols) would be needed? How should work be taken forward?

## 3 What information do we need, and who has it? *(Chair: Mike Noble, Oxford University)*

- To assess the scope for a cross-Government strategy to get more up-to-date information on deprived areas and collect more of it on a consistent basis.
- To enable the measurement and monitoring of the overall goal of the National Strategy for Neighbourhood Renewal. What information is necessary to provide a reliable profile of an area that can be tracked over time?
- Identifying information which can underpin planning and interventions at a local and neighbourhood level.
- How can authoritative small area population estimates be produced?

- A perceived barrier to wider information sharing is its cost, and complex government rules about charging. What policy changes are required, and who should co-ordinate and initiate them?

In addition to the work of the three sub-groups looking at specific areas of the remit, other work was also undertaken to inform the thinking of the PAT.

### Mapping other activity related to PAT 18's remit

- |   |   |
|---|---|
| <ul style="list-style-type: none"> <li>■ Work going on within Government departments;</li> <li>■ Inter-departmental work between departments/agencies;</li> </ul> | <ul style="list-style-type: none"> <li>■ Work of the Central and Local Government Information Partnership (CLIP); and</li> <li>■ Work outside government, e.g. Joseph Rowntree Foundation, other research.</li> </ul> |
|---|---|

### Visits

- |  |   |
|--|---|
| <ul style="list-style-type: none"> <li>■ Leeds City Council;</li> <li>■ Leicester City Council;</li> <li>■ London Borough of Hackney;</li> </ul> | <ul style="list-style-type: none"> <li>■ London Borough of Newham; and</li> <li>■ Manchester Regional Research Laboratory.</li> </ul> |
|--|---|

### Consultation

- |  |  |
|--|--|
| <ul style="list-style-type: none"> <li>■ LGA practitioners' seminars;</li> <li>■ Quality Assurance of Neighbourhood Statistics;</li> </ul> | <ul style="list-style-type: none"> <li>■ Matching Intelligence; and</li> <li>■ Data Analysis Section – Benefits Agency.</li> </ul> |
|--|--|

# Annex D: Neighbourhood Statistics

## Introduction

- 1 This annex lists the information that the PAT regards as necessary for describing social exclusion in a neighbourhood. The sub-group on whose work it is based recognises that some of the information will need further development over time before it can be used for neighbourhood renewal.
- 2 The list is **not** intended to be a set of performance measures, management targets, or other indicators of success and organisational competence. That is the job of others – the National Strategy for Neighbourhood Renewal; local people; neighbourhood managers; and of initiatives such as Best Value, Public Service Agreements and Modernising Government. It is intended as a comprehensive enabling and empowering tool that will allow these others to focus on social exclusion in small areas across a wide range of issues.

## The Quality Assurance Checklist – general commentary

- 3 The sub-group developed its ideas for potential sources of aggregated small area data sets – collectively called Neighbourhood Statistics – during a series of meetings in summer 1999. The aim was to cast the net as widely as possible, and to include data sets that might not exist now, but which could be developed in the future. Nine broad domains of statistics were identified:

- |  |                             |
|--|-----------------------------|
| ■ Access to Services;                      | ■ Health;                   |
| ■ Community Well-being/Social Environment; | ■ Housing;                  |
| ■ Crime;                                   | ■ Physical Environment; and |
| ■ Economic Deprivation;                    | ■ Work Deprivation.         |
| ■ Education, Skills and Training;          |                             |

Each domain has been assessed in terms of four aspects and is presented here as a checklist:

- type of information;
- why is it needed?;
- sources; and
- issues to consider.

- 4 The Checklist provided a broad base from which to identify those data sets that are the more serious contenders – these have then been subjected to a Quality Assurance assessment (see below). It has been valuable to cross-check the Checklist with other initiatives, such as the ILD and the DSS report on poverty and social exclusion,<sup>33</sup> to ensure that no-one has done what is proposed, and that other potential data sets have not been overlooked. Consideration of the Checklist revealed several general themes:
- some data sets already exist, some need to be developed;
  - some comprise a single variable. Others (such as modelling the British Crime Survey to small areas) offer the prospect of creating a broader data set, from which several variables could be extracted;
  - some can be cross-classified by additional variables such as age, sex or ethnic origin, but many currently cannot;
  - most of the data sets originate in one of three ways:
    - aggregation of individual records from national administrative files;
    - co-ordination of individual records from locally maintained files (such as council tax or police records); and
    - modelling national sample surveys with other data sets to produce ward estimates often referred to as ‘synthetic estimation’;
  - the Census – in 1991 and the forthcoming 2001 Census – remains another essential source. While it does not cover all of the domains, it does provide several vital variables, many denominators, and also the potential in the future to cross-check and calibrate April 2001 with information from more frequently updateable sources;
  - small area population denominators: population estimates for small areas are needed as denominators for calculating other measures such as rates and proportions. Production of ward-level estimates is a crucial requirement for Neighbourhood Statistics. While some agencies do produce small area population estimates, users are keen that ONS take the lead in producing these figures to ensure central co-ordination of an official data set that would be available to all and accepted as authoritative. Producing such estimates will be a substantial task, so a twin-track approach has been proposed to ensure that users have some information in the short term (see below);
  - there will be a need to plan to make the chosen data sets generally available; and
  - there will be a need to update the data sets, not least to monitor change. This is not simple. Some aspects of social exclusion might change more quickly than others, such as local rates of staying on at school in comparison with other measures of educational achievement of the local population. Some variables derived from administrative files can alter due to policy, such as JUVOS unemployment claimants, giving a false impression of change. Other neighbourhood statistics that involve modelling small area data from national surveys will be valuable for initially identifying areas, but may not be sufficiently robust to estimate change over short periods of time.

- 5 Looking at the Checklist, and the Quality Assurance results for each domain, the sub-group confirmed that in some cases (such as Economic Deprivation, Education, skills and training, Health, Housing, Physical Environment and Work Deprivation) some data sets already exist, and that others can be identified for future development. Crime data sets are not well developed for small areas at the moment, but there is considerable potential in the future. The two remaining domains, Access to Services and Community Well-being/Social Environment, have previously proved to be the most difficult to measure, and need serious effort for future development.

## Quality Assurance of the data sets

- 6 It was thought to be essential for prospective data sets identified via the Checklist to be tested against a set of standards to ensure that the Neighbourhood Statistics recommended were relevant, applicable, feasible and robust. It was recognised that it would be important to differentiate between those indicators ready to use now, and those that required development. Some domains have several prospective data sets, for others nothing exists at present nor is it planned.

## Small area population denominators

- 7 One of the most important uses for small area population data is as a denominator in the calculation of rates and proportions. It is these rates and proportions which enable us to meaningfully compare one area with another, by converting what we know about the *absolute* number or amount of a phenomenon in an area into the *relative* amount or level of that phenomenon in that area – that is, to turn ‘how many’ into ‘what proportion’.
- 8 As an example, we may know how many children aged 13–16 are excluded from school in two different areas, but it is the population denominator that enables us to calculate *what proportion* of all children aged 13–16 are excluded, and therefore compare the figures for the two areas in a meaningful way. The two areas may have the same *number* of children excluded, but the population of the second area might be twice the size of the first. In that case, simply comparing the numbers is insufficient.

## What is the current situation?

- 9 The decennial Census is the only *direct* measure of the population. In the years between Censuses, ONS produces annual mid-year population estimates at national, regional and local/health authority level, by age (five-year bands) and gender.
- 10 ONS does not at present produce population estimates for areas smaller than the local/health authority, mainly because of the lack of comprehensive and reliable migration data at that level, and the difficulties of producing estimates that are robust and reliable for such areas. However, many users have identified this as a high-priority requirement, in particular estimates at ward level.
- 11 Some other agencies do produce small area population estimates. Some private sector organisations, for example, CACI and Experian, produce population estimates for wards and postcode sectors, primarily for commercial applications, although these are constrained to ONS LA population estimates. The Joint Industry Committee on Population Standards group (JICPOPS) has also commissioned population estimates for postal sectors. In 1999 DETR commissioned Oxford University to prepare ward-level estimates for use as a denominator in the updated ILD, with the figures also constrained to the ONS LA level population estimates. In addition, many LAs estimate their own small area populations.

- 12 Despite these activities, many users are keen that ONS should take the lead in producing small area population estimates, to ensure central co-ordination of an official data set which would be available to all and accepted as authoritative.

### What more is needed?

- 13 Producing population estimates for small areas that are robust and acceptable to users is not straightforward. The methodology that ONS uses to make estimates at the LA level could not simply extend to small areas, because there is no migration data at that level.
- 14 Preparation of population estimates for small areas would be a resource-intensive task and require an extensive programme of prior research. That programme would need to review and evaluate a variety of administrative data sources that could be used to estimate migration, and determine an appropriate methodology. It would also need to consider the frequency of production, the level of disaggregation by other population characteristics such as age, gender and ethnic group, and the variety of small area geographies required. The research would also need to take close account of the variety of proposed uses to which the estimates would be put since any estimates will inevitably be subject to statistical error. This latter aspect is particularly important if the estimates are to be used for monitoring trends over time. Finally, the research programme would need to allow for testing of the results with potential users, particularly in local government, although any such consultation would also need to carefully manage user expectations about the quality and reliability of the resulting figures.

### What is the way forward?

- 15 The production of authoritative population statistics at ward level will require extensive work and the PAT proposes a twin-track approach designed to ensure that users have some information in the short term but a clear path towards improved statistics into the future:
- for the next three years (2000–02) the figures being produced for DETR by Oxford University should be maintained and published electronically; and
  - by 2003 detailed information for 2001 will be available from the Census. ONS will be using the period leading up to the Census to research methods, to produce robust estimates after 2001. The output from 2003 onwards would be a consistent series of authoritative population estimates broken down by age and gender.

## Neighbourhood Information Checklist

A. Access to Services			
<i>Type of information</i>	<i>Why is it needed?</i>	<i>Sources</i>	<i>Issues to consider</i>
<p>Accessibility of key services, including:</p> <ul style="list-style-type: none"> <li>■ GPs, hospitals, other health care facilities</li> <li>■ Legal advice</li> <li>■ Leisure facilities</li> <li>■ Post Offices</li> <li>■ Schools</li> <li>■ Shops</li> </ul>	<ul style="list-style-type: none"> <li>■ Identify areas in which access to services is poor</li> <li>■ Assess location and characteristics of people with restricted access to essential services</li> <li>■ Improve access to services for excluded groups/communities</li> </ul>	<ul style="list-style-type: none"> <li>■ Modelling from grid referenced data (e.g. distance between GP practices and patients)</li> <li>■ Local surveys</li> <li>■ National survey</li> </ul>	<ul style="list-style-type: none"> <li>■ Problem of adequately measuring access (measuring distance 'as the crow flies' does not measure actual distance travelled or take account of availability of public/private transport, personal mobility and other responsibilities)</li> <li>■ Need to relate services to the groups of people to whom they are relevant (e.g. schools to numbers of children)</li> <li>■ Dependent on local development of good Geographic Information Systems</li> <li>■ Difficult to develop standard set of questions; need to relate to particular population groups (e.g. elderly people)</li> </ul>

<b>B. Community Well-being/Social Environment</b>			
<i>Type of information</i>	<i>Why is it needed?</i>	<i>Sources</i>	<i>Issues to consider</i>
Caring responsibilities	<ul style="list-style-type: none"> <li>Assess extent to which people rely on family members who can provide support</li> </ul>	<ul style="list-style-type: none"> <li>2001 Census question on provision of unpaid personal care</li> </ul>	<ul style="list-style-type: none"> <li>Problems of interpretation</li> </ul>
Participation in community organisations	<ul style="list-style-type: none"> <li>Identify communities in which participation is low, and in which developing 'social capital' may need to be an important aspect of regeneration activity</li> </ul>	<ul style="list-style-type: none"> <li>Health Education Authority</li> <li>Participation in voluntary activity from local surveys</li> <li>Existence of school Parent Teacher Associations</li> </ul>	<ul style="list-style-type: none"> <li>At early stage of developing work on social capital</li> <li>National comparative data?</li> <li>Indicator of willingness of parents (and schools) in an area to be involved</li> </ul>
Perceptions of neighbourhood and service provision	<ul style="list-style-type: none"> <li>Assess what people living in the areas perceive problems to be</li> <li>Assess effectiveness of service provision</li> </ul>	<ul style="list-style-type: none"> <li>Local surveys</li> <li>'Best Value' satisfaction surveys</li> </ul>	<ul style="list-style-type: none"> <li>Possibly using standard questions, perhaps from English House Condition Survey</li> <li>Ensure consistency across LAs</li> </ul>
Population turnover	<ul style="list-style-type: none"> <li>Identify highly unstable communities that are likely to have a range of other problems</li> </ul>	<ul style="list-style-type: none"> <li>1991 Census migration</li> <li>Turnover on Council Tax/Electoral Register</li> </ul>	<ul style="list-style-type: none"> <li>Becomes out of date</li> <li>See <b>Box G</b>, Housing</li> </ul>
Voting turnout	<ul style="list-style-type: none"> <li>Measure of participation</li> </ul>	<ul style="list-style-type: none"> <li>Voting turnout at General Election</li> </ul>	<ul style="list-style-type: none"> <li>Modelled to ward level using previous local election results</li> <li>Problems of interpreting results</li> </ul>

<b>C. Crime</b>			
<i>Type of information</i>	<i>Why is it needed?</i>	<i>Sources</i>	<i>Issues to consider</i>
Fear of crime	<ul style="list-style-type: none"> <li>Take account of concerns of residents in different areas</li> </ul>	<ul style="list-style-type: none"> <li>Local surveys</li> <li>British Crime Survey</li> </ul>	<ul style="list-style-type: none"> <li>Mismatch between perceived and actual risk of crime</li> <li>Only provides national picture of patterns of fear of crime</li> </ul>
Numbers of crimes of different types, including: <ul style="list-style-type: none"> <li>domestic burglary</li> <li>autocrime</li> <li>violent crime</li> </ul>	<ul style="list-style-type: none"> <li>Identify types of crime which are a problem in different areas</li> <li>Identify areas with disproportionate levels of crime</li> <li>Proxy measure for local risk of burglary</li> </ul>	<ul style="list-style-type: none"> <li>Police recorded crime statistics</li> <li>British Crime Survey</li> <li>Home insurance premium weightings</li> </ul>	<ul style="list-style-type: none"> <li>Drug-related crimes should be separately identified</li> <li>Only recorded crimes</li> <li>Back-coding of offences to improve clear-up rates may bias figures</li> <li>Police boundaries often differ from others, e.g. LA wards (though in some areas recoded by LAs for Crime Audit)</li> <li>Typically record where crime takes place, not necessarily where victim or perpetrator lives</li> <li>HO making progress on collating information on selected crime across all 43 authorities below Command Unit</li> <li>Potential for use of postcoded or grid referenced data; substantial progress made in some areas linked to Crime Audits</li> <li>Relatively small sample, so not available for small areas, but sample is being substantially increased</li> <li>'Victim based' estimates are greater than recorded crime and allow investigation of issues such as repeat victimisation</li> <li>Potential for producing synthetic estimates based on Acorn type under investigation by ILD Team</li> <li>Tenuous link to risk of theft; many other factors involved</li> <li>Previous use in ILD widely criticised</li> </ul>
Offender data	<ul style="list-style-type: none"> <li>Identify areas with concentrations of offenders, e.g. to target for youth diversionary activities, support schemes</li> </ul>	<ul style="list-style-type: none"> <li>Police National Computer</li> <li>Probation Service</li> </ul>	<ul style="list-style-type: none"> <li>Major data confidentiality issue; need for data protocols</li> <li>Poor postcoding of data</li> <li>Data used in some areas in developing Crime Audits</li> </ul>

<b>D. Economic Deprivation</b>			
<i>Type of information</i>	<i>Why is it needed?</i>	<i>Sources</i>	<i>Issues to consider</i>
Dynamic measures of low income	<ul style="list-style-type: none"> <li>■ Helps identify persistent poverty in a neighbourhood</li> </ul>	<ul style="list-style-type: none"> <li>■ Possibility of using Audit Trail Analysis System (Benefits Agency) to look at persistent claiming of means-tested benefits</li> </ul>	<ul style="list-style-type: none"> <li>■ Needs further investigation</li> </ul>
Indebtedness	<ul style="list-style-type: none"> <li>■ Identify numbers with particularly severe problems relating to low income</li> </ul>	<ul style="list-style-type: none"> <li>■ County Court Judgements</li> <li>■ Credit ratings</li> <li>■ Deductions from benefits (DSS)</li> </ul>	<ul style="list-style-type: none"> <li>■ Includes many 'wealthier' people</li> <li>■ Needs further investigation</li> </ul>
Low income	<ul style="list-style-type: none"> <li>■ Key aspect of deprivation and important measure of inequality</li> <li>■ Understand local economies, processes creating poverty and which groups/communities are affected</li> <li>■ Plan/target services</li> <li>■ Evaluate impact of policy</li> </ul>	<ul style="list-style-type: none"> <li>■ DSS data on receipt of means-tested benefits (Income Support, Jobseeker's Allowance (JSA) (Income Based), Family Credit, Disability Working Allowance)</li> <li>■ LA data on Housing Benefit (HB)/Council Tax Benefit (CTB)</li> <li>■ Benefits Agency HB/CTB data. Housing Benefits Matching Service</li> <li>■ Inland Revenue and Contributions Agency data</li> <li>■ Local surveys</li> <li>■ ONS modelled income data a possible future source</li> <li>■ Low wages</li> </ul>	<ul style="list-style-type: none"> <li>■ Impact of future benefit changes, e.g. due to introduction of Working Families' Tax Credit.</li> <li>■ Consistency of HB/CTB information</li> <li>■ Gap in information about people on low incomes not receiving means-tested benefits</li> <li>■ People with earnings below the National Insurance (NI) threshold</li> <li>■ Standardisation of questions/definitions</li> <li>■ Data at household or individual level or both</li> <li>■ Regional variations in low income</li> <li>■ Important gap in local information</li> </ul>
Wealth/assets	<ul style="list-style-type: none"> <li>■ Better measurement of the resources available to individuals/households than simply using income</li> <li>■ Increasing importance of access to telecommunications (relates to PAT 15)<sup>34</sup></li> </ul>	<ul style="list-style-type: none"> <li>■ Survey data on possession of consumer durables (e.g. phone, video, computer, washing machine)</li> <li>■ Commercial mortgage and savings databases</li> </ul>	<ul style="list-style-type: none"> <li>■ Reflects aspects of the time dimension of low income</li> <li>■ Access to commercial data and quality/completeness for this purpose</li> </ul>

<b>E. Education, Skills and Training</b>			
<i>Type of information</i>	<i>Why is it needed?</i>	<i>Sources</i>	<i>Issues to consider</i>
Absenteeism	<ul style="list-style-type: none"> <li>Identify areas in which proportions of school pupils need special support</li> </ul>	<ul style="list-style-type: none"> <li>DfEE data on authorised and unauthorised absences</li> </ul>	<ul style="list-style-type: none"> <li>Unauthorised or all absences from school</li> <li>Problem in collating and comparability between areas</li> </ul>
Adult learning	<ul style="list-style-type: none"> <li>Identify levels of participation in adult learning and education</li> </ul>	<ul style="list-style-type: none"> <li>Measures of participation in adult learning, e.g. National Adult Learning Survey, LFS</li> <li>Information from colleges on progression into continuing education</li> </ul>	<ul style="list-style-type: none"> <li>Availability of data for small areas and sampling errors</li> <li>Problem of collating from colleges</li> </ul>
Driving licences	<ul style="list-style-type: none"> <li>Important independent predictor of people's chances of getting work</li> </ul>	<ul style="list-style-type: none"> <li>Postcoded data from Driving and Vehicle Licensing Agency</li> </ul>	<ul style="list-style-type: none"> <li>Potential bias because of critical importance of learning to drive in rural areas</li> </ul>
Early child development	<ul style="list-style-type: none"> <li>Monitor child development from an early age to facilitate early intervention</li> </ul>	<ul style="list-style-type: none"> <li>Health visitor assessments of children at 18 months and three years</li> <li>Benchmarking of pupils starting school</li> </ul>	<ul style="list-style-type: none"> <li>Not clear whether the information is retained centrally within NHS Trusts and whether it is in an accessible form</li> <li>Potential for access through Primary Care Groups</li> <li>Possible link to Sure Start and development of Early Excellence Centres</li> </ul>
Numbers achieving qualifications	<ul style="list-style-type: none"> <li>Assess effectiveness of educational system in equipping individuals with skills and qualifications</li> <li>Measure change to stock of qualifications</li> </ul>	<ul style="list-style-type: none"> <li>Key Stages 1–4</li> <li>A levels</li> <li>GNVQs</li> <li>Basic skills measures – literacy and numeracy training data</li> </ul>	<ul style="list-style-type: none"> <li>Need postcodes of individuals rather than schools</li> <li>GIS procedure for modelling Key Stage 2 school-level data to wards for ILD</li> <li>Secondary school larger catchment areas make GIS modelling too problematic</li> </ul>
Numbers without qualifications	<ul style="list-style-type: none"> <li>Assess extent to which individuals lack marketable skills</li> <li>Assess extent to which local economies have shortages of skilled people</li> </ul>	<ul style="list-style-type: none"> <li>LFS</li> <li>Basic Skills Agency surveys</li> </ul>	<ul style="list-style-type: none"> <li>Availability of data for small areas and sampling errors</li> <li>Possibility of modelling down to smaller areas (synthetic estimates)</li> </ul>

<b>E. Education, Skills and Training (continued)</b>			
<i>Type of information</i>	<i>Why is it needed?</i>	<i>Sources</i>	<i>Issues to consider</i>
Pre-school provision	<ul style="list-style-type: none"> <li>■ Access to quality pre-school provision</li> <li>■ Monitor provision of and expenditure on children's play</li> </ul>	<ul style="list-style-type: none"> <li>■ Availability of nursery places, e.g. from child care audits</li> <li>■ National survey</li> <li>■ Local audits and surveys</li> </ul>	<ul style="list-style-type: none"> <li>■ Issue of affordability as well as numbers of places in determining access</li> </ul>
Progress through education	<ul style="list-style-type: none"> <li>■ Assess progress of pupils over time, e.g. in different areas</li> <li>■ Measure 'value added' by schools</li> </ul>	<ul style="list-style-type: none"> <li>■ Individual pupil record system (currently under development)</li> </ul>	<ul style="list-style-type: none"> <li>■ Needs to be postcoded</li> <li>■ Needs unique pupil record number to enable longitudinal follow-up of individuals</li> <li>■ Problem with Local Management of Schools; data held at school level can be difficult to collate for LEAs or larger areas</li> </ul>
School exclusions	<ul style="list-style-type: none"> <li>■ Identify areas in which large proportions of school pupils need additional support</li> </ul>	<ul style="list-style-type: none"> <li>■ DfEE data on school exclusions</li> </ul>	<ul style="list-style-type: none"> <li>■ Need information on shorter-term as well as longer-term exclusions</li> <li>■ Policy driven by schools (though still has important implications for pupils and neighbourhoods)</li> <li>■ Link to other SEU work</li> <li>■ Small numbers</li> </ul>
Special needs in schools	<ul style="list-style-type: none"> <li>■ Identify areas in which large proportions of school pupils need additional support</li> </ul>	<ul style="list-style-type: none"> <li>■ Statementing and Special Educational Needs</li> <li>■ School assessments of needs for language support for ethnic minority pupils</li> </ul>	<ul style="list-style-type: none"> <li>■ Problems of comparability; statementing in particular can be resource driven</li> <li>■ Could use reason for identifying children as having special needs, e.g. emotional and behavioural difficulties, though problems of measurement</li> </ul>

<b>E. Education, Skills and Training (continued)</b>			
<i>Type of information</i>	<i>Why is it needed?</i>	<i>Sources</i>	<i>Issues to consider</i>
'Staying on' in education	<ul style="list-style-type: none"> <li>■ Differentials in proportions of young people staying in education at different stages</li> <li>■ Widening access to further education/ higher education</li> </ul>	<ul style="list-style-type: none"> <li>■ Child Benefit (CB) data</li> <li>■ UCAS University admissions</li> <li>■ Financial assessment of parents of students</li> <li>■ Follow-up of school leavers by Careers Services</li> </ul>	<ul style="list-style-type: none"> <li>■ Numbers of 16–17 year olds getting CB relative to number of 15 year olds getting CB would generate up-to-date 'staying on' rates</li> <li>■ Postcoded data; can use to produce e.g. success rates of university admissions by ward</li> <li>■ Estimate proportion of students from low income households</li> <li>■ Different for mature students</li> <li>■ Variability in success of follow-up</li> <li>■ Can get ethnic differences</li> </ul>
Young people not in education, work or training	<ul style="list-style-type: none"> <li>■ Important group, potentially at greatest risk of exclusion, about whom information is sparse</li> </ul>	<ul style="list-style-type: none"> <li>■ Nationally obtained as residual after counting other groups</li> <li>■ Locally most potential from Careers Service follow-up</li> </ul>	

F. Health			
<i>Type of information</i>	<i>Why is it needed?</i>	<i>Sources</i>	<i>Issues to consider</i>
Accident and Emergency statistics	<ul style="list-style-type: none"> <li>Identify particular problems for local action</li> </ul>	<ul style="list-style-type: none"> <li>NHS Trust Accident and Emergency statistics</li> <li>Police information on road traffic accidents</li> <li>Fire Brigade incidence data</li> </ul>	<ul style="list-style-type: none"> <li>Need postcode of patient and where accident occurred</li> <li>Major challenge to collate</li> <li>Could focus on groups such as under-fives</li> <li>Completeness of grid referencing of locations</li> <li>Completeness of grid referencing of locations</li> </ul>
Disability	<ul style="list-style-type: none"> <li>Measure the prevalence of disability and where disabled live in order to, e.g., improve access to services</li> </ul>	<ul style="list-style-type: none"> <li>Attendance Allowance/Disability Living Allowance from DSS</li> <li>Disability registration</li> </ul>	<ul style="list-style-type: none"> <li>Could combine with information on means-tested benefits to focus on disabled people with low incomes</li> <li>Postcoded data can be used to assess service access</li> <li>Highly incomplete</li> </ul>
Drug and alcohol misuse	<ul style="list-style-type: none"> <li>Assess need for local support services and preventive strategies</li> </ul>	<ul style="list-style-type: none"> <li>Communities that Care project School Based Surveys</li> <li>Use of drug and alcohol support services</li> </ul>	<ul style="list-style-type: none"> <li>Provides standardised local questionnaire</li> <li>Methodology being replicated elsewhere</li> <li>Use tends to depend on accessibility of provision rather than local need – comparability of data therefore problematic</li> </ul>
Healthy lifestyles	<ul style="list-style-type: none"> <li>Identify areas where potential for improving health through behavioural change (though cannot address in isolation from wider economic and social conditions)</li> </ul>	<ul style="list-style-type: none"> <li>National Diet and Nutrition Surveys</li> <li>General Household Survey information on smoking and drinking, and physical activity</li> </ul>	<ul style="list-style-type: none"> <li>Baselines against which to compare local surveys etc.</li> <li>National surveys can provide model methodologies and harmonised questions</li> <li>Need to model to local areas</li> </ul>

F. Health (continued)			
Type of information	Why is it needed?	Sources	Issues to consider
Maternal, infant and early child health	<ul style="list-style-type: none"> <li>Identify areas in which maternal and infant health is poor</li> <li>Identify areas in which children’s development is delayed or impaired</li> </ul>	<ul style="list-style-type: none"> <li>Antenatal and postnatal checks</li> <li>Health visitor assessments</li> </ul>	<ul style="list-style-type: none"> <li>Child development record retained by parents because of splitting of care between professionals</li> <li>Maternal record retained by midwife when child is three months old – are records retained centrally?</li> <li>Partial records may be held in several different places (hospital, GP, health visitor etc.)</li> <li>Not clear whether information is retained centrally within NHS Trusts and whether it is in an accessible form</li> <li>Potential for access through Primary Care Groups</li> </ul>
Mortality	<ul style="list-style-type: none"> <li>Identify areas with high mortality</li> </ul>	<ul style="list-style-type: none"> <li>ONS death statistics and population estimates (Standardised Mortality Ratio, Comparative Mortality Ratio)</li> </ul>	<ul style="list-style-type: none"> <li>Standard errors large for small areas</li> <li>Only available around Census years when sufficiently refined small area denominators available</li> </ul>
Physical and mental health	<ul style="list-style-type: none"> <li>Need to obtain improved health measures for small areas to help identify and tackle health inequalities</li> </ul>	<ul style="list-style-type: none"> <li>DSS benefits – Attendance Allowance, Disability Living Allowance, Incapacity Benefit, Severe Disablement Allowance</li> <li>Census rates of age-standardised limiting long-term illness</li> <li>Age-standardised rates of cancer incidence</li> <li>National survey data (General Household Survey, Health Survey for England and Scotland, Infant Feeding Survey, Dental Health Survey, Psychiatric Morbidity Survey)</li> <li>Dental Estimates Board (pay NHS dentists)</li> <li>Births of low birth weight</li> </ul>	<ul style="list-style-type: none"> <li>Census measure increasingly out of date</li> <li>Large standard errors for small areas</li> <li>Would need to be modelled down to smaller areas</li> <li>Number of dentists for which this is relevant</li> <li>Consider ethnic differentials</li> <li>Large standard errors for small areas</li> </ul>

F. Health (continued)			
<i>Type of information</i>	<i>Why is it needed?</i>	<i>Sources</i>	<i>Issues to consider</i>
Physical and mental health (continued)	<ul style="list-style-type: none"> <li>Assess prevalence of mental health problems in different areas and support services required</li> </ul>	<ul style="list-style-type: none"> <li>General Practice Research Database</li> <li>Collection of Health Data from General Practice</li> <li>Data collected by Primary Care Groups (PCGs)</li> <li>Communicable disease statistics</li> <li>Heart disease</li> <li>Health Survey for England (uses GHQ12 scores)</li> <li>Hospital admissions</li> <li>GP records</li> <li>Suicides</li> </ul>	<ul style="list-style-type: none"> <li>Provides information on asthma, rheumatism etc.</li> <li>No current plans to expand nationally</li> <li>A pilot project</li> <li>Ideally would provide a way of collating information from GP systems</li> <li>Issue of access – GP-based systems depend on contact with patients</li> <li>Need to ascertain what data is available</li> <li>Limited number of diseases and coverage</li> <li>Potential to postcode</li> <li>Measures included in White Paper</li> <li>Need to model down to smaller areas</li> <li>Difficult to relate back to area of residence</li> <li>Only includes those with most serious problems</li> <li>Difficulties of collating and interpreting</li> <li>Small numbers for local</li> </ul>
Social services caseloads	<ul style="list-style-type: none"> <li>Identify need for different types of care and support in different areas</li> </ul>	<ul style="list-style-type: none"> <li>Records of children looked after</li> <li>Social services client information (e.g. residential care, social worker, day care, foster care, home helps)</li> </ul>	<ul style="list-style-type: none"> <li>Retained by LAs; not all computerised</li> <li>Measures provision rather than need</li> <li>Work of Health &amp; Social Care Information Working Group</li> </ul>
Teenage pregnancies	<ul style="list-style-type: none"> <li>Identify areas in which to focus health education</li> </ul>	<ul style="list-style-type: none"> <li>ONS</li> </ul>	<ul style="list-style-type: none"> <li>Very small numbers at local level</li> </ul>

<b>G. Housing</b>			
<i>Type of information</i>	<i>Why is it needed?</i>	<i>Sources</i>	<i>Issues to consider</i>
Affordability, including house prices and rents	<ul style="list-style-type: none"> <li>■ Assess extent to which local people can afford housing which meets their needs</li>   <li>■ House prices form part of information needed in assessing affordability of housing</li> <li>■ Change in prices can help to identify areas becoming unpopular</li>   <li>■ Rent levels form part of the information needed in assessing affordability of housing</li> </ul>	<ul style="list-style-type: none"> <li>■ Combination of data on incomes, house prices/rents, demographic and stock composition data (see below)</li> <li>■ Shortfalls on rent paid through Housing Benefit</li>   <li>■ Land Registry</li>   <li>■ Sasine data in Scotland makes data on individual house prices readily available</li>   <li>■ Survey of Mortgage Lenders</li>   <li>■ National Land Information Survey<sup>36</sup> (Bristol area)</li>   <li>■ Rent Officer Service</li> </ul>	<ul style="list-style-type: none"> <li>■ Complex issue to analyse</li>   <li>■ Issue in London; study by London Housing Unit<sup>35</sup></li> <li>■ Further information needed about other areas</li> <li>■ Only provides price and crude property data</li> <li>■ Only available in aggregated form (though internal discussion on changing this)</li>   <li>■ Only available for Scotland</li>   <li>■ Property numbers become small below regional level</li>   <li>■ Pilot project providing Internet access to property data, targeted at solicitors, with aim of reducing turnaround time on local searches<sup>37</sup></li> <li>■ Delays in implementation resulting from rules restricting access, data charges etc.</li> <li>■ Further information needed</li> <li>■ Problem in interpreting rent data</li> <li>■ London Research Centre has compiled rents for all postcode sectors in London</li> <li>■ DETR charges for large sets of Rent Officer data</li> </ul>

G. Housing (continued)			
<i>Type of information</i>	<i>Why is it needed?</i>	<i>Sources</i>	<i>Issues to consider</i>
Composition of dwelling stock	<ul style="list-style-type: none"> <li>■ Identify mismatches between households' needs and available provision</li> </ul>	<ul style="list-style-type: none"> <li>■ Valuation Office</li> <li>■ Commercial sources based on compilation of building surveyors' reports, insurance applications (e.g. RESIDATA); provides, e.g. predominant tenure and property type for postcodes</li> </ul>	<ul style="list-style-type: none"> <li>■ Currently difficult to obtain on large scale. Ongoing transfer from clerical to computerised system (RODS) may make more accessible. Need to clarify what property details are being included</li> <li>■ Available at postcode level; data imputed where not available</li> <li>■ Cost of purchase</li> </ul>
Homelessness	<ul style="list-style-type: none"> <li>■ Measure shortfall in social housing provision</li> <li>■ Identify type of housing needed in different areas</li> <li>■ Identify extent of street homelessness</li> <li>■ Understanding causes of homelessness to promote preventative policies</li> <li>■ Assess need for support services</li> </ul>	<ul style="list-style-type: none"> <li>■ Government returns (e.g. Quarterly P1E and annual HIP 01 returns)</li> <li>■ Housing Benefit data (sometimes has a homeless flag, e.g. for people in bed and breakfast accommodation)</li> <li>■ Surveys, e.g. research into which wards in London homeless people come from<sup>38</sup></li> </ul>	<ul style="list-style-type: none"> <li>■ Incomplete – based on acceptances rather than applications for housing, which are themselves not a complete measure of all those in need</li> <li>■ Priority need excludes many people, e.g. most adults without children, many of whom are young people</li> <li>■ Problems of comparability between areas due to differing interpretation of legislation, often linked to supply of social housing</li> <li>■ Problem of locating to small areas (where people lived before, where they are housed temporarily)</li> <li>■ Not available on all systems</li> </ul>

<b>G. Housing (continued)</b>			
<i>Type of information</i>	<i>Why is it needed?</i>	<i>Sources</i>	<i>Issues to consider</i>
Houses in multiple occupation	<ul style="list-style-type: none"> <li>■ Monitoring conditions in private sector</li> </ul>	<ul style="list-style-type: none"> <li>■ Inspections by environmental health officers</li> </ul>	<ul style="list-style-type: none"> <li>■ Positive as well as negative aspects – may provide rented housing which meets the needs of certain groups</li> </ul>
Overcrowding	<ul style="list-style-type: none"> <li>■ Reduce number of households living in unsuitable accommodation</li> <li>■ Assess need for more large family housing</li> </ul>	<ul style="list-style-type: none"> <li>■ Census</li> <li>■ National surveys (e.g. Survey of English Housing<sup>39</sup>)</li> <li>■ Local stock condition/housing need surveys</li> <li>■ Linkage of Housing Benefit data to social housing stock data</li> <li>■ Modelling (by estimating expected number of people based on property composition and relating to number of people in area)</li> </ul>	<ul style="list-style-type: none"> <li>■ Becomes out of date</li> <li>■ Persons per room not an ideal measure</li> <li>■ Not possible to apply to local areas</li> <li>■ Not available for all areas</li> <li>■ Not for very small areas, e.g. within districts</li> <li>■ Only possible for those on benefit and in social rented housing for which property data is available (e.g. on number of bedrooms)</li> <li>■ Overall figure only. Problematic if area had both under- and over-occupancy</li> </ul>
Stock turnover	<ul style="list-style-type: none"> <li>■ Identify unpopular areas possibly entering spiral of decline</li> <li>■ Identify areas with lack of demand for housing</li> </ul>	<ul style="list-style-type: none"> <li>■ LA/Registered Social Landlord (RSL)</li> <li>■ Change of name on Council Tax</li> <li>■ Change of name on Electoral Register</li> <li>■ Utilities (e.g. mail redirection, utility bills)</li> <li>■ LA/RSL common registers</li> </ul>	<ul style="list-style-type: none"> <li>■ Does not work for properties where landlord pays bill but tenants move in and out</li> <li>■ Some LAs do not have Council Tax records in useable form</li> <li>■ Completeness of Register in some areas</li> <li>■ Utilities often approach councils because Council Tax records are more complete</li> <li>■ Mail redirection may involve selective population</li> <li>■ Identify areas in which people do not want to be housed</li> <li>■ Subject to double counting and 'dead wood'</li> </ul>

G. Housing (continued)			
<i>Type of information</i>	<i>Why is it needed?</i>	<i>Sources</i>	<i>Issues to consider</i>
Unfit housing and disrepair	<ul style="list-style-type: none"> <li>■ Assess need for repair/improvement work in the housing stock</li> <li>■ Identify number, characteristics and location of housing living in housing which is in poor condition or otherwise unsuited to their needs to inform remedial action</li> </ul>	<ul style="list-style-type: none"> <li>■ English House Condition Survey<sup>40</sup></li> <li>■ Local house condition surveys</li> <li>■ Modelling down (e.g. in ILD using English House Condition Survey and RESIDATA)</li> </ul>	<ul style="list-style-type: none"> <li>■ Only every five years; not available below regional level</li> <li>■ Not all areas include private sector stock</li> <li>■ Sometimes linked to development of property databases; should be promoted as good practice</li> <li>■ Methodology varies, need for more detailed guidance</li> <li>■ Often not available for small areas within districts</li> <li>■ Need to focus on core issues, e.g. damp and structural instability rather than 'technical' unfitness</li> <li>■ Methodology and information about local properties need to be developed</li> <li>■ Problematic for assessing local change over time</li> </ul>
Vacant properties	<ul style="list-style-type: none"> <li>■ Identify areas where stock is underutilised</li> <li>■ Identify properties which can potentially be brought back into use</li> <li>■ Neighbourhood abandonment</li> </ul>	<ul style="list-style-type: none"> <li>■ LA/RSL stock turnover</li> <li>■ Council Tax systems</li> </ul>	<ul style="list-style-type: none"> <li>■ How long must a property be empty before it is considered hard-to-let</li> <li>■ Identify length of time properties remain empty</li> <li>■ Effect of rules defining what is an empty property and changes to these</li> <li>■ Available in some areas but not on consistent national basis</li> </ul>

<b>H. Physical Environment</b>			
<i>Type of information</i>	<i>Why is it needed?</i>	<i>Sources</i>	<i>Issues to consider</i>
Air quality	<ul style="list-style-type: none"> <li>Identify areas with poor air quality</li> </ul>	<ul style="list-style-type: none"> <li>DETR Air Quality monitoring system (mapped to one km grid squares)</li> <li>Cars over ten years old</li> </ul>	<ul style="list-style-type: none"> <li>Based on limited data collection points; may not be robust for small areas</li> <li>Poor proxy measure for air quality since only one source of air pollution and not only driven in area where registered</li> </ul>
Land use, including dereliction	<ul style="list-style-type: none"> <li>Identify extent to which areas are blighted by derelict land</li> <li>Identify areas with development potential</li> <li>Assess availability of land for recreational use</li> </ul>	<ul style="list-style-type: none"> <li>1993 Derelict Land Survey<sup>41</sup></li> <li>DETR Land Use Survey (information on, e.g. brownfield sites, public open space, play space)</li> <li>IDeA National Land Gazetteer project (based on planning data and land use zoning for Unitary Development Plans)</li> </ul>	<ul style="list-style-type: none"> <li>Now out of date</li> <li>Problem of availability for small areas</li> <li>Not yet available; needs to be evaluated</li> <li>More information needed</li> </ul>
Traffic volume and speed	<ul style="list-style-type: none"> <li>Assess need to improve safety for pedestrians</li> <li>Identify areas where air pollution likely to be a problem</li> </ul>	<ul style="list-style-type: none"> <li>Local surveys</li> </ul>	<ul style="list-style-type: none"> <li>Not widely available on any systematic basis</li> </ul>

I. Work Deprivation			
<i>Type of information</i>	<i>Why is it needed?</i>	<i>Sources</i>	<i>Issues to consider</i>
Availability of child care	<ul style="list-style-type: none"> <li>Assess extent to which lack of suitable child care is a barrier to employment</li> </ul>	<ul style="list-style-type: none"> <li>Local child care audits</li> </ul>	<ul style="list-style-type: none"> <li>Comparability between districts</li> <li>Differences between small areas</li> <li>Potential for developing best practice in audits</li> <li>Postcoding of providers of child care and children (e.g. in low income households) to facilitate spatial analysis</li> </ul>
Dynamic measures of worklessness (duration, persistence and turnover)	<ul style="list-style-type: none"> <li>Assess the extent to which people are excluded from work in the long term or the same people are repeatedly unemployed</li> </ul>	<ul style="list-style-type: none"> <li>National JUVOS cohort</li> <li>Potentially DSS benefits data</li> <li>Jobcentre information</li> </ul>	<ul style="list-style-type: none"> <li>Currently one per cent; could in theory be 100 per cent</li> <li>Would need scans more frequently than annually</li> <li>Jobcentre jobs tend to be at an entry level which have higher turnover than all jobs</li> </ul>
Employment	<ul style="list-style-type: none"> <li>Proportion of people in work as indicator of conditions in local economy</li> </ul>	<ul style="list-style-type: none"> <li>LFS</li> <li>Annual Employment Survey</li> <li>Inland Revenue</li> <li>Contributions Agency</li> </ul>	<ul style="list-style-type: none"> <li>Availability of data for small areas and sampling errors</li> <li>Possibility of modelling to wards</li> <li>Employer based; only for larger areas</li> <li>A new Inland Revenue database could incorporate information about jobs and earnings</li> <li>Excludes those below the lower earnings limit</li> </ul>
Job losses	<ul style="list-style-type: none"> <li>Identify and respond to crises or patterns of job loss in local economies</li> </ul>	<ul style="list-style-type: none"> <li>Notified redundancies</li> <li>Employer surveys</li> </ul>	<ul style="list-style-type: none"> <li>Incomplete; only applies where large numbers of jobs lost</li> <li>Changes in legislation for what should be notified, particularly in respect of requirement to notify</li> <li>Could model down, though might be problematic</li> </ul>

<b>I. Work Deprivation (continued)</b>			
<i>Type of information</i>	<i>Why is it needed?</i>	<i>Sources</i>	<i>Issues to consider</i>
<p>Measures of worklessness, including:</p> <ul style="list-style-type: none"> <li>■ Registered unemployed</li> <li>■ Inability to work due to sickness/disability</li> <li>■ Numbers in New Deal Gateway or other Government training schemes</li> <li>■ Other non-participants</li> </ul>	<ul style="list-style-type: none"> <li>■ Measure extent to which people are excluded from work for various reasons</li> <li>■ Identify numbers recorded as unemployed</li> <li>■ Identify numbers excluded from labour force due to sickness or disability</li> <li>■ Identify number seeking work who are in training schemes</li> <li>■ Identify other people not participating in the labour force (such as women looking after children etc.)</li> </ul>	<ul style="list-style-type: none"> <li>■ Numbers receiving JSA (Contribution or Income Based) or NI credits from ONS</li> <li>■ Incapacity Benefit and Severe Disablement Allowance from DSS</li> <li>■ Employment Service New Deal databases</li> <li>■ Employment Service database of TEC-administered training schemes</li> <li>■ LFS for larger areas</li> </ul>	<ul style="list-style-type: none"> <li>■ Obtaining a comprehensive count whilst avoiding double counting</li> <li>■ Denominators for small areas</li> <li>■ Excludes those not registered as unemployed</li> <li>■ Conversion to International Labour Organisation unemployment rates</li> <li>■ Impact of changing benefit rules in future</li> <li>■ Which training schemes should not be counted</li> <li>■ Not available for smaller geographic areas except from the Census</li> <li>■ Barriers to work (beyond childcare – for which see below) need to be identified for this group</li> </ul>
<p>Workless households</p>	<ul style="list-style-type: none"> <li>■ Measure number of households/people in households with no wage earner, as distinct from individuals without work</li> </ul>	<ul style="list-style-type: none"> <li>■ DSS benefits data by linking information on members of benefit units receiving different benefits</li> </ul>	<ul style="list-style-type: none"> <li>■ In principle lots of potential but may be practical difficulties</li> </ul>

# Annex E: Data on black and minority ethnic communities

## Why is better information on ethnicity needed?

- 1 Experience indicates that some of the groups in society, who are the most vulnerable to becoming victims of social exclusion, are forgotten because simply not enough is known about their particular circumstances.
- 2 For example, much information that is currently collected is not coded by ethnicity, denying policy makers the opportunity to analyse different black and minority ethnic (BME) sections of society. Therefore, it is impossible to analyse data by ethnicity and build up a picture of the situation of a certain BME group in a given geographical location. If data is not coded by ethnicity it means that there can be no diagnosis of problems, no targeting for this group and no monitoring of the impact on a particular community. There are some good examples of the use of analyses by ethnicity, such as the recent study carried out by the Joseph Rowntree Foundation.<sup>42</sup> But it is necessary to do more: not only because this is a rare example, but because people from these communities are disproportionately represented in deprived neighbourhoods.<sup>43</sup>

## What information is currently available on ethnicity?

- 3 There are two main data sources for representative national (Great Britain) and sub-national statistics: the 1991 Census, and the LFS:
  - the **1991 Census** was the first ever Census to include a question on BME groups, and because the Census aims for 100 per cent enumeration of the population, it has proved an invaluable source of data on ethnicity for small areas; and
  - the **LFS** is a sample survey of persons resident in private households in the UK, and has been conducted annually since 1979 (and quarterly since Spring 1992). The LFS is conducted as part of a European-wide programme to measure employment and unemployment, and from the start the LFS has asked a question on BME group, so that an annual series of estimates for the different BME populations starting from 1979 could be obtained.<sup>44</sup>
- 4 A number of other sources of statistical information exist on BME populations, but the Census and LFS carry the particular advantages, respectively, of extra geographical detail and of consistency over time.

## The ethnic group questions

- 5 Both in the 1991 Census and in the LFS, the BME group question invited respondents to give their ethnic group. In particular, the ethnic group that is recorded is essentially one of self-classification, rather than being ascribed to the respondent by anyone else. That said, both in the Census and in the LFS, a list of alternative named BME groups was provided from which the respondent may choose. (This list is the result of considerable background research work in which alternative descriptions of different BME groups were piloted to see which ones were acceptable to the public and which descriptions they identified with.)

6 Since 1991, the BME classification used in the 1991 Census has become the standard:

- |                     |               |
|---------------------|---------------|
| ■ White             | ■ Pakistani   |
| ■ Black – Caribbean | ■ Bangladeshi |
| ■ Black – African   | ■ Chinese     |
| ■ Black – Other     | ■ Other       |
| ■ Indian            |               |

7 In the 1991 Census, respondents who ticked either ‘Black – Other’ or ‘Other’ were asked to write in further details of their BME group, which, depending upon what they supplied, was either classified back to one of the main BME groups or else assigned to one of two new groups: ‘Other groups – Asian’, or ‘Other groups – Other (non-Asian)’.

8 In the LFS, respondents to the interviewer’s list of alternative groups (by responding either ‘Black – Other’ or ‘Other’) are asked to give more details; depending on their reply, their answer is either classified back to one of the main BME groups or else assigned to one of several new groups:

- |                             |                             |
|-----------------------------|-----------------------------|
| ■ Black – Other (non-mixed) | ■ Other – Other (non-mixed) |
| ■ Black – Mixed             | ■ Other – Mixed             |
| ■ Other – Asian (non-mixed) |                             |

### Usefulness of 1991 Census data

9 Where statistics on the BME populations are required for small areas, the 1991 Census is invaluable. However, it does have a number of drawbacks:

- because of confidentiality considerations (i.e. not letting any individual, or small group of individuals be identified) there is a limit to the detail which can be published;
- even though the size and characteristics of BME populations as a whole do not change very much from year to year, 1991 data is now out of date;
- although nationally the 1991 Census successfully captured information on all but about two per cent of the population, in certain areas, most notably inner cities and urban areas, and for certain BME groups, it has been estimated that a larger percentage were missed. The ‘differential undercount’ between BME groups was allowed for using correction factors derived from two sources: the *Census Validation Survey: coverage report*<sup>45</sup> which estimated the characteristics of those who were missed by the Census; and from comparisons of Census results with those from other data sources. (Lack of sufficiently comprehensive data by BME group meant that other factors, such as country of birth and sex ratios, had to be used.) The resulting correction factors ensure consistency with most other sources and represent the best available estimation means in the absence of the ‘true’ figures.

## Usefulness of LFS data

- 10 LFS estimates provide up-to-date figures of the BME population for Great Britain as a whole, for individual countries of England, Wales and Scotland, for the Government Office regions of England, for former metropolitan counties and for London.
- 11 However, because the LFS is a sample survey, the estimates are subject to sampling variability, and for some BME groups in some areas the estimates are not sufficiently reliable unless several years' data is combined. As there is a widespread demand for up-to-date estimates of a variety of variables at local level (including those of BME populations for areas smaller than the English regions), a proposal to increase the sample size of the LFS is currently being considered.
- 12 To meet the increased need for more detailed geographic information from the LFS, certain variables – including BME group – have already been made available down to LA district level. However, the BME variable at this level is only a two-fold classification: White/Ethnic minority.
- 13 If additional information besides the total size of BME populations is required, LFS data for a number of quarters has to be combined. For example, if a detailed age profile is needed for each of the different BME populations for Great Britain as a whole, then about 14 successive quarters of LFS data have to be aggregated (equivalent to about three and a half years' data combined).

## Other variables in combination with ethnic group in statistical tables

- 14 A large number of tables have been published for Great Britain as a whole showing BME group in combination with a number of demographic and socio-economic variables. These tables have appeared in various articles and in two Census volumes.<sup>46</sup> A number of key tables involving BME group and other variables are available for LAs – counties and county districts – which may be found in the 1991 Census set of *County Reports*.<sup>47</sup> Small area statistics, for areas down to wards and enumeration districts, are available for BME group by:

- |                         |                      |
|-------------------------|----------------------|
| ■ Age and gender        | ■ Country of birth   |
| ■ Economic activity     | ■ Social class       |
| ■ Household composition | ■ Qualified manpower |
| ■ Housing               |                      |

## Other useful material

- 15 A number of articles and books have been published on the subject of ethnicity. A particularly accessible volume, *Social Focus on Ethnic Minorities*,<sup>48</sup> gives a good introduction to the kinds of statistical information available on ethnicity. In addition, there are occasional articles in the ONS quarterly journal *Population Trends*<sup>49</sup> which give updated estimates of BME populations.
- 16 *Labour Market Trends*, another ONS journal, also publishes occasional articles on ethnicity,<sup>50</sup> though essentially from the viewpoint of BME populations in the labour force – and their participation and characteristics.

- 17 A set of four volumes entitled *Ethnicity in the 1991 Census*<sup>51</sup> has also been published by ONS. These volumes have been written by academic experts in particular fields of ethnicity and explore the details revealed by the 1991 Census results.
- 18 The Policy Studies Institute survey *Ethnic Minorities in Britain*<sup>52</sup> is a valuable, comprehensive survey carried out periodically. It covers a wide range of demographic and health issues, at a few specific points in times, and provides additional detail and insight.
- 19 A more recent report by the Joseph Rowntree Foundation<sup>53</sup> clearly illustrates the benefits of having good data by ethnicity. This special study focused on one particular LA, Birmingham, and used Housing and Council Tax Benefit data to see how poverty and ethnicity interact. Birmingham City Council's decision to ethnically code the claims made for these benefits has resulted in an unparalleled source of detailed and comprehensive information on low income for the city.
- 20 Such information is needed for other data also. However, it is not routinely available across the country; and the PAT believes Birmingham's initiative is not as widespread as it should be.

## What more needs to be done?

- 21 The planned ethnic group question for the next Census takes into account research findings from the 1991 Census and aims to make improvements based on this evidence, while at the same time preserving as much compatibility and continuity as possible with corresponding results from the 1991 Census. Plans for the LFS have been mentioned above. While these two sources are being improved in terms of better and more reliable output data on ethnicity, they suffer from the same general problems identified elsewhere in this report.
- 22 Another consideration, which is often overlooked, is the potential for (statistical) bias to be introduced when combining data for BME groups from two separate sources. In many fields of study (for example, health), proportions or rates by BME group are required. This frequently involves using data from two different sources – one for the numerator and one for the denominator. Besides the obvious necessity of having the same questions and categories in each source, it is also essential to adopt the same coding and processing routines, otherwise biases will be introduced. The results would then be misleading, if not completely incorrect.
- 23 Given that the Census is such an important data source, from which other data sources on ethnicity take their cue, it is important that the latter consider these issues in their design from the very outset. There have been many examples where two data sources have been found to be incompatible for calculating rates and proportions, and this restricts the usefulness of the results.
- 24 There are a number of issues about better information in relation to ethnicity which emerged from a series of seminars the SEU held in 1999 to discuss the 18 PATs and race issues, around which a wider debate is needed. The PAT welcomes views on these and other issues about how to achieve greater BME referencing of data during the consultation phase of this report:
  - BME monitoring needs to be more comprehensive than it is at present. Including a question on ethnicity in the 1991 Census has gone some way towards this. However, information is needed more frequently than once every ten years. The Joseph Rowntree Foundation study<sup>54</sup> is a clear example of the benefits. In principle, should all data be ethnically coded?;

- what are the priorities for getting more BME data? Are more frequent, and targeted, surveys needed? Or should there be occasional large surveys, specifically addressed to BME populations, on a wide variety of subjects, not just for the purpose of ethnic monitoring? In a representative survey of the entire population, relatively few respondents will belong to the BME population, so a targeted survey would yield more reliable estimates for the same sample size;
- the Commission for Racial Equality and Census BME categories are fairly broad. Do more detailed categories need to be developed for work at a small area level? More detail at a small area level could mean larger confidentiality issues;
- for much of the administrative data that is collected, providing BME origin is a voluntary act. More categories over a larger set of data risk uneven response rates, which could mean that the information generated is incomplete and/or unreliable. How should these risks be balanced?; and
- if more information becomes available by ethnicity, there are clear advantages for BME communities and others. By the same token, there is an increased risk of its misuse. How should this be prevented?

## Conclusion

- 25 The PAT's view is that significant progress is needed to get more frequent and comprehensive data by ethnicity across a range of data, and the Government should take steps to do so, setting targets if necessary. Further consultation is needed, focused on the above questions, to find the best way forward.

# Annex F: What is currently happening to deal with the problems outlined by PAT 18?

- 1 This annex records the PAT's considerations of other relevant work going on elsewhere. The results indicate that:
  - some work is directly relevant to the PAT's work, and has been taken into account in framing the recommendations in this report;
  - some is moving in the same direction as that which PAT 18 is suggesting, but has not quite got the same objective;
  - some is of interest, but does not reduce the thrust of what this report is saying;
  - some is not directly relevant, but could be further aided by the PAT's proposals;
  - none of these other initiatives, by themselves, addresses the problem analysis outlined in **Chapter 2**, though in some cases they may address bits of it; and
  - the initiatives which involve the development of performance indicators or other performance measures do not overlap or conflict with PAT 18's recommendations. In some cases they may merely use the same data sets or sources.

## The use of small area data in the Government's area-based initiatives

- 2 **Annex H** presents a summary of the output of a mapping project carried out by the PAT that sought to establish, for the first time, the extent and purposes for which small area data/indicators of social exclusion and levels of deprivation were being utilised across government. It comprises information on all government initiatives which were found to be making use of small area socio-economic data/indicators in the construction and implementation of their programmes. Twenty-two initiatives are covered. Some useful lessons are highlighted. This work will be published separately at a later date (see **Recommendation 3**).

## Measuring deprivation: a review of indices in common use

- 3 There are a variety of deprivation indices currently in existence, which were developed to meet different objectives. Despite these conceptual differences, there has been much discussion on their relative merits. The general concept of deprivation indices is covered in a separate working paper, *Measuring Deprivation: a review of indices in common use*, will shortly be available on the SEU's website (at <http://www.cabinet-office.gov.uk/seu/index.htm>). This paper presents brief summaries of the common measures and highlights some of the discussion that has surrounded their use. Detailed descriptions of each index are given in the paper. Fifteen indices or area classifications are covered.

## Local Authority good practice

- 4 The Information Sharing and the Law sub-group of PAT 18 surveyed a sample of LAs in June 1999 to ask for evidence and experience of:
  - confidentiality barriers to data sharing;
  - successful data sharing (including how protocols or other arrangements to enable this to take place have been developed);
  - views on how to develop better information on social exclusion, e.g. how to improve information sharing between central and local government, and between LAs and other agencies; and
  - views on whether more work needs to be carried out to establish the public policy case for data sharing and any safeguards which may be needed.
- 5 Thirty-three LAs responded to this request for information and **Annex I** contains a summary of the main issues raised. The full report of the responses, *Local Authority Case Studies*, will shortly be available on the SEU's website at <http://www.cabinet-office.gov.uk/seu/index.htm>

## Regional Development Agencies and information

- 6 As part of its work, PAT 18 looked at the role of RDAs in aggregating local information.
- 7 RDAs came into existence in April 1999. Their first and most important task was to develop a regional strategy that would provide a framework for economic decision taking, ensuring greater co-ordination of activity in the region by the Agency and other regional, sub-regional and local organisations – including LAs. RDAs developed their strategies through dialogue with regional interests.
- 8 The strategies were published and submitted to the Government on 26 October 1999. The Government responded to the strategies on 13 January 2000.<sup>55</sup> The RDAs are now developing more detailed action plans that set out how the strategies will be implemented. The Government will continue to work closely with the RDAs, particularly on data issues. One aspect of this will be to consider how Neighbourhood Statistics can assist RDAs in their work.
- 9 The Government identified a core set of regional indicators, which were used by the RDAs in developing their regional strategies. In addition, RDAs identified their own regional performance indicators which are particularly relevant to the region. The key difference between the indicators being used by the RDAs and the small area data sets being proposed in **Annex D** is that they focus on the region, rather than a much smaller area, as a basic unit of geography. However, the RDAs would welcome robust small area data sets that can be aggregated to regional level, as this provides the opportunity to 'drill down' to smaller areas of various sizes.

## Sustainable Development Indicators

- 10 In May 1999, DETR published *A better quality of life – a strategy for sustainable development in the UK*.<sup>56</sup> The report focuses on building a better quality of life for everyone, both now and for future generations. The strategy includes a list of some 150 indicators, some of which are associated with targets, to assess what is happening and to monitor progress. Fifteen of the indicators are designated as high level ‘headline’ indicators, intended to give a broad overview of the key issues, and to raise public awareness of what sustainable development means. One of these covers dimensions of poverty (for example, includes elderly households experiencing fuel poverty, working age households where no-one works, working age people with no qualifications, children in households with persistently low incomes). Employment, education standards and housing quality are also headline indicators. The stated aim is for all the headline indicators to move in the right direction over time, or, where a satisfactory level has been reached, to prevent a reversal. Where a trend is unacceptable, the Government will adjust policies accordingly, and look to others to join it in taking action.
- 11 A further report, *Quality of life counts*,<sup>57</sup> was published in December 1999. This includes the data and charts illustrating trends for all of the indicators. They are largely national-level indicators. Some are disaggregated by gender; there are one or two regional breakdowns and one or two reflecting specific population groups like ethnic minorities and the disabled.
- 12 Those Sustainable Development Indicators (SDIs) that relate to social exclusion, and the data sets proposed by the PAT in **Annex D**, are broadly consistent. The main explanation of any difference lies in the fact that better data is available at the national level to produce indicators, compared with those available at a small area level.
- 13 There is some overlap between SDIs and the work being undertaken by PAT 18 in that some common sources of data are used. However, the main difference lies in the fact that SDIs are not available at a small area level.
- 14 The Central and Local Government Information Partnership (CLIP) taskforce on sustainable development has also been piloting indicators with DETR, IDeA and the LGA. A handbook will be produced in Spring 2000, setting out a menu of indicators which LAs may choose to use in reporting on sustainable development and Local Agenda 21.<sup>58</sup>

## Best Value performance indicators

- 15 Best Value is a key element of the Government’s programme to modernise local government.<sup>59</sup> The Local Government Act, 1999 sets out the legal framework. As from 1 April 2000, the new duty of Best Value will require LAs and other Best Value authorities to seek continuous improvement in the way in which they exercise their functions, having regard to a combination of economy, efficiency and effectiveness.
- 16 DETR and the Audit Commission published on 23 December 1999<sup>60</sup> a set of performance indicators for 2000–01 for LAs, police and fire authorities. The indicators to be used under Best Value are of four types: Best Value performance indicators (BVPIs); Audit Commission performance indicators (ACPIs); local performance indicators; and other indicators set by Government departments. Indicators will be published annually at the local level in authorities’ Best Value performance plans. Authorities will be obliged to publish the BVPIs in the plans and are encouraged to include ACPIs and other government and local indicators, as they see fit.

- 17 Unitary authorities and London boroughs will be subject to a total of 179 BVPIs and ACPIs, with other categories of authority being subject to fewer. These cover corporate health (overall capacity and performance of the authority) and six service areas: education; social services; housing and Housing/Council Tax Benefits; environmental services, including waste, transport and planning; cultural and recreational services; and emergency services – police and fire. The indicators are also designed to cover five ‘dimensions’ of service: strategic objectives; fair access; service delivery outcomes; quality; and cost/efficiency.
- 18 The primary aim has been to develop a set of performance indicators that provides for a rounded view of performance, reflecting what service users actually experience. The set of indicators is designed to focus attention on users’ experience of service delivery (outputs and outcomes), rather than just the resources devoted to them (inputs). The indicators will be updated annually in the light of experience and developing knowledge. These indicators were considered during the development of the work in **Annex D**.

## DSS – indicators of poverty/social exclusion

- 19 The DSS report *Opportunity for all – tackling poverty and social exclusion*<sup>61</sup> highlighted the need for everyone to have the opportunity to achieve their potential, but that too often people were denied that opportunity because of social exclusion. The main priorities of the report were to set targets to ensure that:
- children obtain a high level of education, particularly in the early years;
  - poverty and social exclusion are combated through better policies to tackle worklessness;
  - there is better financial support for families;
  - the environment for families is improved; and
  - vulnerable young people receive better support.
- 20 To achieve these aims, the report highlighted a range of performance indicators to monitor progress. These performance indicators fall into the broad categories of: children and young people; people of working age; and older people. The indicators to be used are wide-ranging national indicators that aim to improve the national situation rather than target specific deprived communities or small areas.

## The Central and Local Government Information Partnership (CLIP)

- 21 CLIP oversees the exchange of non-financial information and statistics between central and local government and comprises civil servants from a variety of Government departments, representatives from the LGA, and representatives from LAs from all types of authority and parts of the country.
- 22 CLIP aims to cover the identification, development and co-ordination, and exchange of statistics between central and local government, and the development and application of standards and new technology. Recent work has covered themes such as common standards, spatial referencing, international statistics, and central/local consultation on the GSS. These themes correlate with the ONS’s wider agenda of improving information about statistics, enhancing access to them, increasing their coherence, dealing with gaps and getting more information from statistics. The LGA is one of the members of the CLIP Steering Group, and believes that there is a need for more equal partnership between central and local government in the field of statistics.

- 23 CLIP operates through a number of sub-groups which look at data and statistics of relevance to service areas, and each of these will make a contribution to social exclusion:

- |                            |                                       |
|----------------------------|---------------------------------------|
| ■ Census                   | ■ Personal social services statistics |
| ■ Deprivation statistics   | ■ Planning statistics                 |
| ■ Education statistics     | ■ Population statistics               |
| ■ Housing statistics       | ■ Transport statistics                |
| ■ Labour market statistics |                                       |

### Towards a Concordat

- 24 Over the past year, CLIP has established an Information Policy Task Force to look to improve partnership work between central and local government. The Task Force has representatives from a range of central government departments, as well as LAs. The aim of the Task Force was to consider how effective partnership between central and local government in information and statistics can be delivered. A number of areas are being looked at which may be included in a Concordat, including:

- |                     |                      |
|---------------------|----------------------|
| ■ Access to data    | ■ Data quality       |
| ■ Charging for data | ■ Data partnerships  |
| ■ Confidentiality   | ■ Data transfer      |
| ■ Consultation      | ■ Geography          |
| ■ Data collection   | ■ Openness and trust |

### Statistics Liaison Officers

- 25 In 1999, the LGA took over the management of a database of Statistics Liaison Officers from IDeA. The aim of this network is to establish a named contact in every LA in England and Wales who can be consulted on data and statistical matters. Ninety per cent of authorities have a named contact, of whom many are contactable electronically.

### Cabinet Office initiatives

- 26 There are a number of Cabinet Office initiatives that have a bearing on PAT 18's work:
- the White Paper *Modernising Government*<sup>62</sup> highlighted the need for common data standards, and indicated the Government's desire to achieve more data sharing within adequate safeguards. It also underpinned the Central IT Unit's work on a corporate IT strategy for Government. The White Paper made clear that Government will need to use new technology

to meet the needs of citizens and business, and not trail behind technological developments. It specifically recommended the development of an IT strategy for Government which will establish cross-government co-ordination machinery and frameworks on such issues as use of digital signatures and smart cards, websites and call centres. PAT 18's proposals will be assisted by this work, and will be in tune with the drive for Information-Age Government;

- the Measurement and Performance Project, also announced in *Modernising Government*, addresses the question of whether current performance management frameworks hinder partnership working at local level. It aims to outline lessons for Government on improving the joined-up nature of performance measures and provide practical guidance for local level partnerships on using performance measures;
- a Performance and Innovation Unit (PIU) study<sup>63</sup> on accountability and incentives has suggested the establishment of a more systematic process for collecting and considering proposals for cross-cutting work, and for deciding which type of central intervention (if any) is appropriate. This could be led by a group of senior officials in central government. An early task for such a group should be to establish the machinery to develop a government performance information strategy, and bring together all existing and future work on the design, usability and accessibility of performance measures and targets;
- a second PIU study<sup>64</sup> reviewed Government departments' capabilities for quantitative analysis and modelling in key policy areas. It highlighted the many examples of good analytical work currently being carried out across Government. However, it also demonstrated the scope for improvement in embedding the demand for, and supply of, high-quality analysis more firmly at the heart of policy making. The report explored a number of issues relating to data collection, access and use; and
- 'Consumer Focus' is a joint Cabinet Office/HMT initiative that was announced on 9 February 2000. The aim of this initiative is to encourage services to be more responsive to their users, with a focus on how consumers' views are built into an organisation's planning process and how the quality of service delivery is improved as a result. The consumer focus is not about carrying out a single test of user satisfaction, but about achieving cultural change and gathering information where it will have the greatest benefit to the effective delivery of public services.

## The Census and small area output data

- 27 The results of the 2001 Census will be made available for small areas of around 100–125 households. These areas can be used as building blocks for larger ones.
- 28 ONS is undertaking further developments to deliver Census results in an unrestricted and more user-friendly way throughout the public sector through its Census Access project – subject to funding being made available through the Invest to Save Budget. It would supply whatever a user needs from a single data set of statistics, geography and supporting information, with a choice of means of delivery, and facilities to suit all levels of expertise.

## The White Paper *Building Trust in Statistics*

- 29 The Government's White Paper *Building Trust in Statistics*<sup>65</sup> sets out proposals for establishing a basis for improving the quality of, and public confidence in, national statistics.

# Annex G: A geographic referencing framework for monitoring local social conditions

## The need for a geographic referencing framework

- 1 Successful policies to tackle social exclusion at the neighbourhood level need to be supported by comprehensive local area information. This requirement is described in **Chapter 1** of this report. **Annex D** sets out in more detail the information that would be necessary for describing social exclusion at the neighbourhood level, to be provided by a set of Neighbourhood Statistics.
- 2 This information needs to be available to any required small area level, including both existing geographic units such as wards, as well as newly defined units such as neighbourhoods. However, much of the data which will be incorporated into Neighbourhood Statistics is currently collected for different purposes, and produced for a variety of different geographic areas. This makes it difficult to combine these data sets effectively to describe a given area. In addition, the boundaries that define geographic units can change significantly over time as a result of legislative requirements or statutory reviews (such as the reviews of electoral arrangements required by the Local Government Act, 1992). This makes it difficult to monitor changes in one area over time.
- 3 In order to produce the information required for the Neighbourhood Statistics, data collection and processing must be underpinned by a system which is capable of overcoming these problems and which can deliver accurate, consistent and robust information at a small area level over time. This can be achieved by using a single comprehensive and universally adopted geographic referencing framework.
- 4 In reaching this conclusion, PAT 18 has reviewed a wide range of information relating to geographic referencing. Details can be found in a separate working paper, *A Geographic Referencing Framework for monitoring local social conditions*, that will shortly be available on the SEU's website <http://www.cabinet-office.gov.uk/seu/index.htm>. In this annex we have attempted to summarise the overall requirements from a geographic referencing framework and identify the key players who might be involved in developing and co-ordinating a future strategy.

## Requirements for geographic referencing

- 5 The key requirements of a geographic referencing framework are that it must:
  - support and encourage data suppliers to provide their data at the most detailed geographic level possible – ideally at the address or building level;
  - enable that data to be compiled to any desired geographic unit with a defined boundary; and
  - be flexible enough to cope with boundary changes.
- 6 The overall concept of geographic referencing is therefore straightforward.

- 7 To provide the level of accuracy and flexibility required, it is likely that the geographic referencing framework would comprise:
- a system of co-ordinate references (from Ordnance Survey's National Grid) which would be applied to individual records in each data set;
  - a system for aggregating those records to higher geographic units using the co-ordinate reference and relevant 'look-up' tables; and
  - a set of digitised boundaries which define the higher geographic units required.
- 8 A geographic referencing framework for social exclusion must have a number of key features. It must have national coverage (in this case England) and have a consistent means of identifying the relevant geographic entities contained within it, from the individual coordinate reference, through the address, to the higher geographic area. It must be quality assured to the relevant British Standards, part of which is ensuring that all the components of the framework should relate to the same period of time and are time/date stamped for future use. The framework must be maintained and developed over time, at the level required for, and appropriate to, its use. It must also be 'future-proofed', as far as possible, to accommodate future technical and other changes.

## Key players in delivering a geographic referencing framework

- 9 The work required to establish and deliver a geographic referencing framework will be considerable. Much of the technology exists to allow implementation; the major difficulty is that there is currently no single standard UK-wide geographic referencing system, nor is there any one organisation responsible for ensuring it is developed and used correctly. Moreover, there are no incentives or requirements for data collectors to geographically reference what they collect using a standard system.
- 10 However, there are a number of significant developments currently under way which will greatly help the move to a new framework. These initiatives involve a wide range of Government departments, agencies and local government bodies which have a major role in producing and updating geographic referencing products and services. They include ONS, DETR, Ordnance Survey, Royal Mail, IDeA and LAs.
- 11 The number and diversity of key players, and the range of related initiatives that they are currently involved in, demonstrate that the absence of good information for small areas has largely been a result of a lack of joined-up working as much as underlying technical issues. None of the initiatives currently in progress, nor any one organisation, is sufficient for delivering the information requirements for neighbourhood renewal purposes. At the very least, therefore, key organisations need to work together to produce a suitable geographic referencing framework, and to support its use throughout local and central government.
- 12 To achieve what is necessary for delivering Neighbourhood Statistics, the Government will need to ensure that the necessary geographic referencing framework is put in place quickly. This will mean more than just co-ordinating present initiatives.

## What needs to happen

- 13 The steps the PAT believes necessary to take forward the development of a geographic referencing framework are:
  - Ministerial and HMT approval for necessary funding to make geographic referencing data sets, and suitable tools, available for the purpose of handling social data. It is important that departments or agencies currently relying on the resale of such data for their funding are adequately compensated and that provision is made for maintaining the data sets;
  - determining how the work to develop a geographic referencing framework should be programme-managed and subsequently supported, identifying the key organisations that need to be involved, and assigning roles and responsibilities;
  - resolving a number of strategic issues relating to data ownership, confidentiality, pricing, funding, resources and timetable to develop the geographic framework;
  - developing the framework in two phases:
    - *short term* (before April 2001), the tools necessary to produce the initial ward-level data set, based on corrected versions of existing data sets and appropriate software; and
    - *medium to long term* (2002–03), a full, flexible, building/address-level framework which will compile data to any geographic area; and
  - implementing a minimal and co-ordinated annual cycle of boundary changes, where this is operationally feasible (see **Chapter 4 – Recommendation 2**).
- 14 The Government will publish a separate consultation paper on this subject by summer 2000. It will be made available on the SEU's website.

# Annex H: Government initiatives which use small area information

## Introduction

- 1 The following table is from a mapping project commissioned by the PAT that examined, for the first time, a number of Government initiatives for which small area indicators were used. The research showed that the following 22 national initiatives were using small area information to construct and implement their programmes. The full results are to be published separately (see **Chapter 4**).

<i>Initiative</i>	<i>Lead department/organisation</i>
Community Legal Service Partnerships	LCD
Crime Reduction Programme	HO
Education Action Zones	DfEE
Employment Zones	DfEE
Health Action Zones	DH
New Commitment to Regeneration Pathfinders	LGA
New Deal for Communities	DETR
New Start	DfEE
Single Regeneration Budget	DETR
Sure Start	DfEE/Sure Start Unit
Better Government for Older People	Cabinet Office
Drug Action Teams	Cabinet Office/UK Anti Drugs Co-ordination Unit
Early Excellence Centres	DfEE
Early Years Development and Childcare Partnerships	DfEE
Excellence in Cities	DfEE
Healthy Schools Initiative	DH
Lifelong Learning Partnerships	DfEE
Local Transport Plans	DETR
ONE	DfEE/DSS
190,000 Extra Free Early Education Places	DfEE
Assisted Areas Map	DTI
Structural Funds – Objective 2	DTI

## What is the information used for?

2 There are two ways in which indicators have been used in the implementation of these programmes:

National level:

- to choose where to target initiatives. For instance, DETR's ILD is frequently used to select which areas are to be targeted through area-based initiatives; and
- to evaluate initiatives. Many initiatives will be evaluated nationally as well as locally. However, in most cases, the framework for the national evaluation is not yet finalised. It is likely that these evaluation programmes will generate further pressures on partnerships and government to collect and collate small area socio-economic data.

Local level:

- to assess the nature and scale of the local area;
- to target resources effectively, and provide a baseline against which progress can be monitored. These baselines have involved both existing secondary data and new surveys commissioned especially for the initiative; and
- to set outcome targets. In some cases, partnerships can set their own targets and tailor their baseline surveys to them. More usually, however, there is a degree of centralised prescription about target setting.

## What lessons can be learned?

3 A number of general observations can be made from this exercise:

- there is no uniformity of approach to the use of small area indicators. Partnerships collect different types of information from a variety of sources;
- a huge amount of information is being collected and processed by a vast number of initiatives. Many of these initiatives operate in broadly the same geographical area, but because the actual boundaries are different, they have to commission separate baseline studies and surveys; and
- although a large amount of information is collected, there is no organisation responsible for storing and sharing information generated by cross-Government initiatives.

## Conclusions

4 PAT 18 recommends that:

- this mapping exercise is updated regularly as new initiatives are devised;
- there should be one organisation within Government which is responsible for holding this information and keeping it up to date. This organisation should assist Government departments, outside organisations and partnerships, both national and local, in the design of measurement techniques, data collection and analysis; and
- thought be given at the outset to the data availability side of programme design. Wherever possible, Government departments should use this list and what is being developed as part of Neighbourhood Statistics, rather than invent new indicators, or new data collection regulations.

# Annex I: Local authority case studies

## Introduction and background

- 1 The PAT 18 Sub-Group on Information Sharing and the Law wrote to a sample of LAs in June 1999 to ask for:
  - evidence and their experience of confidentiality barriers to data sharing;
  - evidence and their experience of successful data sharing (including how protocols or other arrangements to enable this to take place have been developed);
  - views on how to develop better information on social exclusion, for example, how to improve information sharing between central and local government, and between LAs and other agencies; and
  - views on what additional work needs to be carried out to establish the public policy case for data sharing and any safeguards which may be needed.
- 2 A large number of LAs responded to this request for information (see list below). The full results from the survey will shortly be available in a separate working paper, *Local Authority Case Studies*, on the SEU's website at <http://www.cabinet-office.gov.uk/seu/index.htm>

## Summary of responses

- 3 The survey demonstrated the widespread good practice that is currently being developed and the formal and informal protocols that have been established at the local level to enable information sharing. However, it also highlighted some important concerns about data protection and a need for greater clarity about data confidentiality issues. Bedfordshire County Council noted: "It is not always clear whether confidentiality is used as an excuse [in obtaining data]: national guidelines would be useful".
- 4 Salford City Council argued that data protection actually hindered the council in its role and that: "The legislation does not fit comfortably with policy objectives of crime and disorder audits and ways to tackle social exclusion".
- 5 There was also clear recognition of the need for a standardised geographic referencing system that would allow data relating to social exclusion to be mapped at a small area level, irrespective of administrative boundaries. Boundary changes were seen as a difficulty which impeded effective analysis, and statutory and administrative boundaries often did not match the areas of most interest for social exclusion. Norwich City Council, among others, recognised this and noted that: "Wards do not necessarily reflect actual communities". Consistent use of low-level geographic coding would also facilitate data matching, enabling better use of existing data sets.

- 6 A number of other key concerns reflected in the survey included the poor co-terminosity of different boundaries, the inability to undertake comparative work because of the lack of standardised data definitions, some gaps in the available data, and the lack of data currently available at, or below, ward level. Other authorities reported data costs as a barrier to use, and, in some cases, noted a lack of knowledge about what information was available.
- 7 The survey showed that some authorities were making headway with some or many of these issues. However, it was at considerable effort. This should not have to be the case. While these examples will be valuable to others in government, it is clear that the problems they have had to surmount need strategic and practical solutions.
- 8 In general, the responses provided valuable evidence of the difficulties encountered by a key group of data users in trying to get 'better information'. It also yielded helpful insights into how these difficulties are being tackled at the local level; and has contributed to the PAT's thinking on recommendations for future action.

## Responding authorities

Bedfordshire County Council	Luton Borough Council
Bradford Metropolitan District Council	Milton Keynes Economic Partnership
Bristol City Council	Norwich City Council
Cheshire County Council	Portsmouth City Council
Derby City Council	Salford City Council
Derbyshire County Council	Shropshire County Council
Dorset Community Action	Solihull Metropolitan Borough Council
Essex County Council	Somerset Health and Social Needs Analysis Group
Falkirk Council	Special Interest Grouping of Metropolitan Authorities (SIGOMA)
Halton Borough Council	Staffordshire County Council
Hastings Borough Council	Stockport Metropolitan Borough Council
Humberside TEC	Sussex Economic Information and Research Group
Lancashire County Council	Tees Valley Joint Strategy Group
Leeds City Council	Tyne & Wear Research and Information
Leicester City Council	Warwickshire County Council
London Borough of Hackney	West Sussex County Planning Department
London Borough of Redbridge	Wycombe District Council
London Borough of Wandsworth	

# Annex J: Neighbourhood Statistics: Examples from the United States

The following examples are drawn from *Stories: using information in community building and local policy*, published by The Urban Institute, July 1999. For further information, please see the Urban Institute's website: [www.urban.org/nnip/](http://www.urban.org/nnip/)

## *Better targeting of resources: an example from Cleveland's planning for welfare-to-work*

National Neighbourhood Indicators Partnership's (NNIP's) member in Cleveland began by working with automated data on welfare cases, examining the characteristics of different cohorts of county recipients of Aid to Families with Dependent Children (AFDC) and sorting out those who would be imminently vulnerable to losing benefits under welfare-reform time limits. The analysts estimated and mapped the numbers of AFDC recipients by 'census tract' and then used geographic data on employment to analyse and map spatial patterns of recent entry-level job openings in the area.

Analyses indicated that the residential locations of vulnerable AFDC recipients were tightly concentrated, mostly in a few inner-Cleveland neighbourhoods. In contrast, the entry-level employment opportunities likely to be relevant for these prospective job-seekers were largely in metropolitan fringe areas. The analysts then estimated tract [area]-level income losses likely to occur under welfare reform and calculated commute times that would be required for AFDC recipients to access various shares of new entry-level jobs. The contrasts were striking and the fact that the analysts had been able to quantify and map this 'spatial mismatch' made a critical difference.

The maps, with associated hard numbers by neighbourhood, cast powerfully memorable images. They captured the attention of the local media and, then, of policy makers. In response, the state has since allocated substantial funding for transportation assistance in Cleveland's welfare-to-work efforts, and local transportation planners have worked with the analysis team to test alternative strategies for getting vulnerable recipients to jobs more rapidly.

The team has since begun assembling related neighbourhood data; for example, on the locations and capacities of day-care centres and job-linkage services, and the pattern of rental housing affordability. Again, preliminary indications are that the production of solid data that can serve as a basis for sensible response strategies may well prove to be a critical step in motivating local actors to actually develop such strategies.

### *Fighting stigmatisation and working with the media: the Another Generation/Neighbourhood Facts initiative in Denver*

One of the most difficult issues low-income neighbourhoods face is getting others outside their community to look at both their assets and their problems realistically. Not only is there not a place to share the stories of your neighbourhood's successes and struggles, but people outside assume 'facts' about low-income neighbourhoods regardless of their truth or context. The only news about Denver neighbourhoods that routinely made it into the newspapers was once a year when the police department released their neighbourhood crime rates showing, of course, disproportionately high rates in low-income neighbourhoods. Everyone outside those neighbourhoods thought the story said it all. What else was there to say? The residents in those neighbourhoods knew there was a great deal more to say but had no place in which they could speak.

In late 1991, The Piton Foundation (a community data organisation) entered into a partnership with the *Rocky Mountain News*, the largest newspaper serving Colorado. Together, staff of the newspaper and the data initiative meet and decide on issues that portray the realities of Denver neighbourhoods. The data initiative then develops a data profile for Denver neighbourhoods, the *Rocky Mountain News* usually provides headline and detailed coverage of the data in the newspaper, and the data initiative follows with a newsletter (called *Another Generation*) sent to key local and state leaders. In addition, the data initiative issues well-timed press releases on neighbourhood issues as data become available and follows up with a fact sheet entitled *Neighbourhood Facts* to the same mailing list.

Both major Colorado newspapers, the *Rocky Mountain News* and the *Denver Post*, are now accustomed to reporting on neighbourhood issues. While they still routinely report the latest crime rates, they also now know enough to contact local residents for their views. But more importantly, neighbourhood news gets headlines and the newspapers cry for more.

### *Better implementation of government programmes: implementing the Family Preservation and Support Act in Denver*

This 1993 federal legislation requires that states engage in a community assessment and planning process to determine community characteristics that influence risks of child maltreatment. The Colorado Department of Human Services requested the Piton Foundation data initiative to provide information to help assess community need as a basis for programme planning and resource targeting.

The initiative identified 16 indicators of economic, family, stress and violence risks as well as ten indicators of children- and family-service capacity; and provided risk profiles using these indicators for all Colorado counties and neighbourhoods in Denver. These profiles formed the basis for decisions to target federal resources to ten Colorado communities, three of them in Denver inner-city neighbourhoods. The decision to pass funds through to inner-city neighbourhood organisations represented a major departure from previous state practice, which had relied solely on county government for implementation.

The profiles are now being used within the targeted communities to help inform organisations, prepare plans and benchmark improvements they intend to demonstrate as a result of their efforts. Staff of the Piton data initiative continue to provide guidance and data updates, working directly with community organisations. Copies of updated community profiles are sent to legislators, county commissioners, mayors, chiefs of police and interested citizens.

### *Empowering ethnic communities: Denver's Neighbourhood Leadership Program*

The Westside Neighbourhood Leadership Program is a grassroots leadership effort housed in five of Denver's poorest, largely Latino, neighbourhoods. With a long history of activism and a strong sense of community, its founders believed that among their residents were latent leaders: the next generation of activists who had the motivation but lacked some of the skills to assert their place in local leadership. They developed a curriculum, negotiated approvals, and obtained the funding they needed to move ahead. The Program has more than 100 graduates, most of whom have assumed key leadership roles within the community. Seventeen graduates serve as parent representatives on their local school's collaborative decision-making teams. Many serve as board members for various non-profit organisations.

Initially, the Piton data initiative assisted the Program only by providing data to help its staff prepare grant applications. However, struck with the frustration residents felt when they found their neighbourhood again and again the topic of disparaging news reports and the difficulty they faced when attempting to gain access to complete information, the Program board asked the initiative to develop a component of the leadership curriculum to teach people how to obtain and use neighbourhood data effectively.

The Piton initiative now trains each new class on what data is available about their neighbourhood, how to obtain and interpret this data, how to develop their own data, and how to use this data in specific policy initiatives. In addition, all participants are provided with individual consultations in which they select the issue or issues to which they plan to devote their energies once they graduate, and the initiative helps them explore both the information available relevant to the topic and possible links between information and action.

This Program has yielded many concrete results. One parent used school-specific special education data provided by Piton to argue successfully for more effective screening for behavioural and emotional disabilities to avoid the disproportionate tracking of children of colour into special education programmes. Another parent, concerned about extremely high mobility rates among children in her local school, used Piton data to create special programmes to identify children at risk of high mobility, work with the parents to stabilise them, and work with the children to ensure continuity of education when they did have to change schools. Another graduate used data to expand recreational and sporting activities in evening hours at the local recreation centre. Yet another founded a youth arts recognition programme and used the data to encourage local businesses to support their efforts by making donations and opening up business facilities to display artwork. Still others used the data to encourage neighbourhood residents to vote and to explain some of the key issues facing the community.

On the basis of the success of this initiative, Piton has established a similar programme in Denver's Northside, serving largely African-American neighbourhoods.

# Notes

- 1 SEU *Bringing Britain together: a national strategy for neighbourhood renewal* (CM 4045), TSO, 1998.
- 2 To obtain further advice/information on the 1991 Census please write to Census Marketing Department, Office for National Statistics, Room 4300S, Segensworth Road, Titchfield, Hampshire PO15 5RR.
- 3 SEU op. cit., 1998.
- 4 SEU op. cit., 1998.
- 5 *Children in mind: Child and adolescent mental health services*, Audit Commission, 1999.
- 6 *Report of Policy Action Team 7, Unpopular Housing*, DETR, 1999.
- 7 *Beating Crime*, HMIC, 1998.
- 8 Norwich – New Deal for Communities: North Earlham, Larkham and Marlpit, Norwich County Council, Phase 1 bid 1999; Tower Hamlets New Deal for Communities in Tower Hamlets *Turning the Tide in and around the Ocean Estate*, Stepney, 1999.
- 9 Examples have been provided to the PAT by the Metropolitan Police, the London Borough of Hackney, Leeds City Council and Castle Vale HAT.
- 10 *Safety in numbers: promoting community safety*, Audit Commission, 1999.
- 11 Ibid.
- 12 D. Forrester, M. Chatterton and K. Pease *The Kirkhold Burglary Prevention Project, Rochdale*, Crime Prevention Unit paper 13, HO, 1988.
- 13 D. Anderson, S. Chenery and K. Pease *Biting Back: Tackling repeat burglary and car crime*, Police Research Group, HO, 1994.
- 14 *Atlas of Social and Economic Conditions in Leicester*, Leicester City Council, 1998.
- 15 Example supplied by Andy Taylor, Director of Community Planning and Regeneration, Leeds City Council.
- 16 The PAT would like to thank Spencer Chainey from the Estate Management and Development Team of the London Borough of Hackney for giving permission to reproduce the map here.
- 17 New Deal for Communities delivery plans for Phase 1 Pathfinders, 1998.
- 18 *New Deal for Communities – Delivery Plan*, Beswick & Openshaw, 1998.
- 19 DETR op. cit., 1999.
- 20 Ibid.
- 21 The DPR's response to the White Paper *Modernising Government* highlighted that "data protection is an objective of information age government, not an obstacle to it".
- 22 As part of the work of PAT 18, an unpublished survey was carried out by the SEU in October 1999 to ascertain the scale of charging of data across Government.
- 23 *Commission of the European Communities – EUROSTAT Boundaries Project Final Report*, 1994.
- 24 Cabinet Office, White Paper *Modernising Government*, TSO, 1999.
- 25 Information and map supplied by Spencer Chainey, Estate Management and Development, London Borough of Hackney.
- 26 L. Platt and M. Noble *Race, Place and Poverty: Ethnic groups and low income distributions*, JRF, 1999.
- 27 See for example: *Access to Financial Services*, Report of Policy Action Team 14, HM Treasury, 1999; *Closing the Digital Divide: Information and Communication Technologies in Deprived Areas*, a report by Policy Action Team 15, DTI, 2000; and *Cabinet Office, Delivering for women: progress so far*, 1999.
- 28 *Hansard*, 15 July 1998, Col. 201, "The Government Statistical Service aims always to collect and make available statistics disaggregated by gender, except where considerations of practicality or cost outweigh the identified need".
- 29 Further information is available on the following website: [www.statistics.gov.uk/harmony/harmonfp.asp](http://www.statistics.gov.uk/harmony/harmonfp.asp)
- 30 See, for example, PAT 4 (SEU, *Neighbourhood Management*, TSO, 2000), PAT 7 (DETR *Unpopular Housing*, 1999) and PAT 8 (SEU, *Anti-social behaviour*, TSO, 2000).
- 31 G. Thomas Kingsley *Neighborhood Indicators: taking advantage of the new potential*, The Urban Institute National Neighbourhood Indicators Partnership, 1998.
- 32 See paragraphs 6–9 at **Annex F**.
- 33 *DSS Opportunity for All: tackling poverty and social exclusion*, (Cm 4445) TSO, 1999.
- 34 Report of Policy Action Team 15, DTI, *Closing the digital divide: information and communication technologies in deprived areas*, 2000.

- 35 K. Elsmore *Minding the gap: Shortfalls between private rents and Housing Benefit in one London Borough*, London Housing Unit, 1998.
- 36 DETR Press Notice 1179, 7 December 1999, announced the launch of a six-month pilot project in Bristol to simplify and streamline the home buying and selling process. This followed from DETR's consultation paper, *The Key to Easier Home Buying and Selling* published on 7 December 1998.
- 37 Ibid.
- 38 I. Bruegel and J. Smith *Who is at risk of becoming homeless? An analysis of the risks for young Londoners in summer 1998*. Report to the Safe in the City Partnership by the Local Economy Policy Unit, South Bank University and the Housing and Community Research Unit, Staffordshire University, 1998.
- 39 This is a continuous DETR survey which collects a wide range of information on households, their housing and their attitudes to housing and related issues. The most recent survey is for 1997–98 and results can be found in DETR's *Housing in England 1997/98*, TSO, 1999.
- 40 DETR *English House Condition Survey, 1996*, TSO, 1997.
- 41 DoE *Survey of Derelict Land in England, 1993*, HMSO, 1995.
- 42 L. Platt and M. Noble *Race, Place and Poverty*, Joseph Rowntree Foundation, 1999.
- 43 SEU op. cit., 1998.
- 44 The question on ethnic group in the LFS is asked of respondents in England, Wales and Scotland, but not respondents in Northern Ireland. Population estimates of BME groups are therefore available for Great Britain only, and not the whole of the UK.
- 45 OPCS *1991 Census Validation Survey: coverage report*, HMSO, 1994.
- 46 OPCS and OROS *1991 Census Ethnic Group and Country of Birth, Volume 1*, HMSO, 1993; and OPCS and OROS *1991 Census Ethnic Group and Country of Birth, Volume 2*, HMSO, 1994.
- 47 OPCS *1991 Census County Reports*, HMSO, 1993.
- 48 ONS *Social Focus on Ethnic Minorities*, HMSO, 1996.
- 49 See, for example, J. Schuman, 'The Ethnic Minority Populations of Great Britain: latest estimates', *Population Trends*, 96, 1999.
- 50 See, for example, F. Sly, T. Thair and A. Risdon, 'Labour Market Participation of Ethnic Groups', *Labour Market Trends*, December 1998.
- 51 D. Coleman and J. Salt (eds) *Ethnicity in the 1991 Census: Volume 1, Demographic Characteristics of the Ethnic Minority Populations*, OPCS, HMSO, 1996; C. Peach (ed) *Ethnicity in the 1991 Census: Volume 2, The Ethnic Minority Populations of Great Britain*, HMSO, 1996; P. Ratcliffe (ed) *Ethnicity in the 1991 Census: Volume 3, Social Geography and Ethnicity in Britain – Geographical Spread, Spatial Concentration and Internal Migration*, ONS, TSO, 1997; and V. Karn (ed) *Ethnicity in the 1991 Census: Volume 4, Employment, Education and Housing among the Ethnic Minority Populations of Britain*, ONS, TSO, 1997.
- 52 T. Modood, R. Berthould, J. Lakey, J. Nazroo, P. Smith, S. Virdee and S. Beishon *Ethnic Minorities in Britain: Diversity and Disadvantage*, Policy Studies Institute, 1997.
- 53 L. Platt et al, op. cit., 1999.
- 54 L. Platt et al, op. cit., 1999.
- 55 DETR Press Notice 0017, 13 January 2000, *Regional Development Agencies' Strategies – all systems go*. This notice is available on DETR's website ([www.press.detr.gov.uk](http://www.press.detr.gov.uk)).
- 56 *A better quality of life: a strategy for sustainable development in the UK* (Cm 4345), DETR, 1999.
- 57 *Quality of life counts: indicators for a strategy for sustainable development for the United Kingdom: a baseline assessment*, DETR, 1999.
- 58 The 1992 Earth Summit in Rio drew up a framework for future action on sustainable development across the globe (Agenda 21). Sustainable development aims to protect and enhance the environment to ensure better quality of life for everyone now and for generations to come. Since Rio, LAs have led the way internationally in implementing local sustainable development action plans in partnership with local communities. The Government is committed to all LAs in the UK adopting Local Agenda 21 strategies by the year 2000.
- 59 Best Value was introduced by the Local Government Act, 1999 to replace compulsory competitive tendering. Best Value deals with how councils should overhaul their services and set new and challenging targets to improve service delivery. Best Value came into force in England on 1 April 2000 but 37 pilot projects were announced on 15 September 1999.
- 60 *Best Value and Audit Commission Performance Indicators for 2000/2001*, DETR, 1999.
- 61 DSS op. cit., 1999.
- 62 Cabinet Office, op. cit., 1999.
- 63 PIU *Wiring it up: Whitehall's management of cross-cutting policies and services*, 2000.
- 64 PIU *Adding it up: improving analysis and modelling in central government*, TSO, 2000.
- 65 ONS *Building trust in statistics* (Cm 4412), TSO, 1999.

