



# English Indices of Deprivation **Consultation**



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Communities and Local Government  
Eland House  
Bressenden Place  
London  
SW1E 5DU  
Telephone: 020 7944 4400  
Website: [www.communities.gov.uk](http://www.communities.gov.uk)

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## Scope of the consultation

<b>Topic of this consultation:</b>	Updating the English Indices of Deprivation.
<b>Scope of this consultation:</b>	Responses to this consultation will inform whether the next update of the Indices is based on the indicators and methodology used for the 2007 update or if a more detailed review is required, and to seek users' views on the structure of the next update to the Indices.
<b>Geographical scope:</b>	England.
<b>Impact Assessment:</b>	An impact assessment is not required as this is a technical consultation relating to statistical outputs.

## Basic Information

<b>To:</b>	Any organisation or individual that uses the CLG English Indices of Deprivation. For example, central and local government, planning bodies, academics and private organisations.
<b>Body/bodies responsible for the consultation:</b>	Head of Profession for Statistics, Communities and Local Government.
<b>Duration:</b>	Six weeks from Tuesday 30th March 2010 to 5pm on Monday 10th May 2010.
<b>Enquiries:</b>	Mukund Lad Regeneration and Economic Development Analysis (REDA) division Communities and Local Government 3/K10, Eland House Bressenden Place London SW1E 5DU 0303 444 3360 mukund.lad@communities.gsi.gov.uk

<b>How to respond:</b>	Please send responses, preferably via email, to Ian Rose Regeneration and Economic Development Analysis (REDA) division Communities and Local Government 3/K10, Eland House Bressenden Place London SW1E 5DU 0303 444 1748 ian.rose@communities.gsi.gov.uk
<b>Additional ways to become involved:</b>	As this is a largely technical issue with specialist interests this will mainly be a written exercise. Additionally, key user groups will be engaged directly, for example through the Central and Local Information Partnership (CLiP), RSS Demographic Users Group, RSS Social Statistics Group and by direct email contact to invite them to participate.
<b>After the consultation:</b>	The responses will be used to inform what method is adopted for the next update of the Indices of Deprivation. A timetable for publication will be agreed after the consultation responses are analysed.  A summary of the consultation responses will be published on the CLG website.
<b>Compliance with the Code of Practice on Consultation:</b>	As this is a technical consultation on statistical outputs it is not a formal 12-week public consultation.

# Introduction

Communities and Local Government last published the English Indices of Deprivation in 2007<sup>1</sup> (ID2007). This consultation is asking for views on future updates to the set of indices produced and what form they should take.

CLG has a duty for its statistical outputs to comply with the Statistics and Registration Act 2007. As part of this Act, producers of statistics must comply with a code of practice<sup>2</sup>. Two of the main principles are:

- Ensuring the statistics meet user needs
- Engaging users on changes to statistics.

This consultation is engaging the users and is trying to ensure that any future outputs continue to meet users' needs.

## Background to the Indices of Deprivation

The Indices of Deprivation 2007 (ID2007) consists of the Index of Multiple Deprivation (IMD) plus a range of associated indicators and measures. The IMD is constructed by combining seven domains, each of which relates to a major social or economic deprivation. The IMD and the seven domain measures are all presented at Lower layer Super Output Area (LSOA) level, of which there are 32,482 in England. Two supplemental income deprivation indices are also presented at LSOA level: the Income Deprivation Affecting Children Index (IDACI) and the Income Deprivation Affecting Older People Index (IDAOPI). The overall IMD is summarised in six different ways at both local authority district level and county and higher tier level. Together, the LSOA and higher level summary measures constitute the ID2007.

The ID2004 and ID2007 were created to provide the best possible measure of multiple deprivation at a single point in time. The methodology underpinning the ID2007, and the previous version in 2004, are largely the same though there were small changes to some of the underlying indicators. These small changes mean that the ID2007 is not completely comparable with the ID2004. However, the high degree of similarity between the two Indices means that changes observed over time in the pattern of deprivation are unlikely to be due to methodological change.

<sup>1</sup> <http://www.communities.gov.uk/communities/neighbourhoodrenewal/deprivation/deprivation07/>

<sup>2</sup> <http://www.statisticsauthority.gov.uk/assessment/code-of-practice/code-of-practice-for-official-statistics.pdf>

Backwards comparability is not possible between the ID2000 and the ID2004 due to major changes in the composition of the component domains and geographical units at which the results were presented. In order to address and in part overcome the issues of backwards comparability, an Economic Deprivation Index (EDI) has been constructed in a consistent manner at LSOA level for each year between 1999 and 2005 and has been published as a separate research output<sup>3</sup>. The EDI is not the subject of this consultation.

The outcome of this consultation will inform the structure and timing of the next update to the Indices and also provide views on the need for potential harmonisation of specific domains across the UK in the future.

## Users of the Indices of Deprivation

The Indices are used widely to analyse patterns of deprivation, identify areas that would benefit from special initiatives or programmes and as a tool to determine eligibility for specific funding streams. They are used by policymakers in Communities and Local Government, other government departments, regional bodies, local authorities and academics. Other users will include anyone with an interest in deprived areas in England and how they have changed over time. The Indices are used to help target policies and funding by a number of Central and Local Government organisations.

<sup>3</sup> <http://www.communities.gov.uk/publications/communities/trackingneighbourhoods2008>

# Structure of the consultation

This consultation on the Indices of Deprivation will seek users' views in three areas:

- Part 1 will seek views on the need for an updated set of Indices and the form they should take and will also ask for comments on a longer term aim of whether specific indicators or domains should be comparable across the UK
- Part 2 will seek comments on the methodology used for the ID2007
- Part 3 will cover the current availability of data sources if the ID2007 methodology is retained for an immediate update.

# Section 1

## Future of the Indices and UK-wide Comparability

### 1 A.

There are two options on which users' views are sought, producing an updated set of the Indices in 2010 using methodology and indicators broadly consistent with the ID2007 or postponing the publication of an update pending a fuller review of the Indices.

The final report for the ID2007<sup>4</sup> described in detail the indicators and the methodology used to combine them. Results from the ID2007 were broadly comparable with the ID2004. Any future update to the Indices using the same methodology would also be broadly comparable. The previous 'Blueprint' consultation<sup>5</sup> on the Indices in 2007 elicited over 100 responses from a variety of users. The consultation summary of responses<sup>6</sup> concluded:

*'When thinking about future versions of the Index, there were a number of respondents who suggested that the fundamental review of the domains, methodology and weightings should wait until after the next Census, meaning that the next IMD would be produced in the same way as IMD 2007.'*

The other option would be postponing the update of the Indices pending a full review. A detailed review would require a longer period of consultation to gather opinion from as wide an audience as possible, followed by a period of development to decide the structure of the Indices. This would cover individual reviews of the domains, number of the indicators, availability of relevant data, data sharing agreements with suppliers, gaining access to the sources, methods for combining the indicators, weighting of the domains and geographical scale of outputs. The consequence of this would be to delay production of an updated set of Indices beyond 2010, resulting in a longer than three year interval between updates. A significant change in methodology and indicators would mean that domains would not be broadly comparable to the last update in 2007.

<sup>4</sup> <http://www.communities.gov.uk/publications/communities/indicesdeprivation07>

<sup>5</sup> <http://www.communities.gov.uk/publications/communities/updatingenglish>

<sup>6</sup> <http://www.communities.gov.uk/documents/communities/pdf/583410.pdf>

A full review after the 2011 Census would allow new Census data to be used as well as taking account of any boundary changes to LSOAs. Although the Indices do not use much Census data, the 2001 Census data are becoming increasingly less relevant and the data are very important for certain domains, for example adult qualification levels in the Education, Skills and Training domain. The ONS work on geographic boundary changes will have been completed for the 2011 Census outputs. While only limited changes are expected to the statistical geographies (with approximately 5 per cent of areas changing), it will be important that major changes to the Indices use the geographies that will be set for the next decade. Having the next major update, following a full review, after the 2011 Census will also allow more time for work on developing data sources.

**Should an updated set of Indices be produced in 2010 using existing indicators where available and methodology broadly consistent with the ID2007?**

**If not, what evidence is there to support the need for a fundamental and immediate review of the English Indices of Deprivation?**

**Any general comments.**

## 1 B.

Separate Indices have been constructed for England, Northern Ireland, Scotland and Wales. The method for each country's Indices is based on that developed by the Social Disadvantage Research Centre at the University of Oxford<sup>7</sup>. Though not directly comparable, each set of Indices is based on the concept that distinct dimensions of deprivation can be identified and measured separately. These dimensions are then aggregated to provide an overall measure of multiple deprivation and each individual area is allocated a deprivation score and rank.

Though based on a common method, there are differences between the Indices of the four UK nations in the detail of some of the domains<sup>8</sup>, the geographical units at which the Indices are presented and the time points chosen for publication to better suit national requirements. Therefore the separate Indices may not be used together to create a single UK-wide index.

<sup>7</sup> Noble, M., Smith, G.A.N., Penhale, B., Wright, G., Dibben, C., Owen, T. and Lloyd, M. (2000a) Measuring Multiple Deprivation at the Small Area Level: The Indices of Deprivation 2000, London: Department of the Environment, Transport and the Regions.

<sup>8</sup> For a summary of the similarities and differences between the Indices of Deprivation across the UK see <http://www.neighbourhood.statistics.gov.uk/dissemination/Info.do?page=aboutneighbourhood/indicesofdeprivation/indices-of-deprivation.htm>

Users previously commented that it would be helpful to identify which indicators or components might be suitable for cross-country comparisons. In response, we have identified that the Income and Employment Deprivation Domains of the English, Welsh and Scottish Indices have the potential to be harmonised because they are based on comparable data sources from HMRC and DWP. The Northern Ireland Indices use a different data source.

Implementing the harmonisation of the separate UK Indices is not within the scope of this consultation. However, views are welcome on the need for a comparable set of Indices across the devolved administrations.

**Is there a need post-2010 for a comparable set of indices of deprivation across England, Wales, Scotland and Northern Ireland?**

**If yes, what evidence is there to support the need and which domains would form the 'core' of comparable Indices?**

**General comments**

# Section 2

## General Methodology

The current Indices of Deprivation use a methodology developed by the Social Disadvantage Research Centre at the University of Oxford. Users are asked to comment on a number of aspects of the method.

### 2 A. Data time point

In order to maintain consistency across domains, the Indices use data from two years prior to the year of publication for as many indicators as possible (i.e. an update published in 2010 would be based on a data time point of 2008). This is because data for the current or previous years are not always available. Moreover, LSOA denominators, used to calculate the rate for some indicators (see below), are only available for the time period two years prior to publication year.

**Is the mid-2008 data time point suitable to use in the next update to the Indices?**

**If not, what evidence is there to support this and what other suitable time point is available?**

**General comments.**

### 2 B. Denominators and defining 'at-risk' population

The vast majority of indicators in the ID2007 are expressed as rates or proportions. Essentially, each such indicator measures the probability of an individual experiencing a particular form of deprivation and thus requires a numerator (e.g. the number of deprived people in an area) and a suitable denominator (e.g. the total number of 'at risk' people in the same area) with which to create a rate.

A denominator should represent the population 'at-risk' of experiencing a given type of deprivation and therefore it is important to choose a denominator that relates to the numerator with which it will be combined. Certain indicators use numerators and denominators derived from the same data source, while other indicators require their

numerators and denominators to be constructed from different sources. Whichever is required, it is important to try to ensure that each denominator includes only those individuals (or households, properties etc) that are 'at-risk' of experiencing the particular form of deprivation being measured by that indicator.

So, for example, in the Education, Training and Skills Domain, the 'Average points score of children at Key Stage 2' indicator is constructed by deriving the numerator from linked administrative datasets (the Pupil Level Annual School Census and the National Pupil Database – PLASC and NPD), and deriving the denominator from the PLASC dataset. Deriving both numerator and denominator using a single data source rules out any systematic error that arises from different datasets of different coverage or representativeness.

A number of indicators need estimates of 'at-risk' population to be constructed using external data sources. The population estimates employed as denominators in these indicators in ID2007 included resident population and communal establishment population, but excluded prison population. The prison population was not included as they are not directly exposed to many forms of area-level deprivation captured in the ID2007. Other types of communal establishment population (e.g. students; persons in care establishments; children in local authority homes) are at risk of experiencing these forms of deprivation (age/sex restrictions allowing) and so were included in the denominator.

The population estimates can thus be summarised as follows:

$$a_{ij} = r_{ij} + c_{ij} - p_{ij}$$

where:  $a$  represents the 'at-risk' population in area  $i$  at time  $j$   
 $r$  represents the resident population in area  $i$  at time  $j$   
 $c$  represents the communal establishment population in area  $i$  at time  $j$   
 $p$  represents the prison population in area  $i$  at time  $j$

Some indicators will require estimates of total population for the denominator while others will require estimates of population of specific age and sex. The population estimates for ID2007 were created by quinary age band and sex and by non-standard age/sex groupings as required by particular indicators. For example, the employment domain requires a denominator of males aged 18-64 and females aged 18-59 while the standardised health indicators require a denominator disaggregated by quinary age and sex.

For the ID2007, data on total population per single year of age and sex were obtained for each area from the Office for National Statistics. Data were also obtained on the number of prisoners per single year of age and sex for each area containing a prison from the Home Office. The research team subtracted the prisoner counts from the counts of total population to create the 'at-risk' denominators.

**Are denominators derived from the same source as the numerator suitable to use in the next update to the Indices?**

**If not, what evidence is there to support this and what other suitable sources are available?**

**Are population denominators produced by the Office for National Statistics suitable to use in the next update to the Indices?**

**If not, what evidence is there to support this and what other suitable sources are available?**

**General comments.**

## 2 C. Geography and spatial scale of the output

The previous two updates to the Indices (ID2004 and ID2007) used Lower layer Super Output Areas (LSOAs) as the geographical unit of analysis. These are homogenous small areas of relatively even size (around 1,500 people) and are an improvement on the previous broader ward-based geography used in the ID2000. LSOAs are also the lowest level of geography for which numerator and denominator data for the majority of indicators was available.

A number of respondents to previous consultations requested that summaries be produced for wards. These have not been provided in the past due to wards being subjected to frequent boundary changes whereas LSOA boundaries have been constant since their formation. Wards are typically much larger in size and population than LSOAs, which diffuses the effect of indicators over a larger area and also does not allow small pockets of deprivation to be effectively identified.

Previous updates to the Indices were produced at LSOA level and summarised at district and county level. The summary measures at district level focus on different aspects of multiple deprivation in the area. No single summary measure is favoured over another, as there is no single best way of describing or comparing districts. Districts are complex to describe as a whole or to compare for several reasons. First, districts can vary enormously in population size. Further, some districts may have a more 'mixed' population, containing more variation in deprivation and in some places deprivation may be concentrated in severe pockets rather than being more evenly spread. This makes an 'overall picture' more difficult to establish. A number of measures have been devised which take account of these issues and which describe the district in different ways:

- Local concentration – measures the severity of deprivation and thus identifies 'hot spots' of deprivation

- Extent – measures the proportion of a district’s population living in the most deprived LSOAs in England
- Average scores and average ranks – measure the average level of deprivation; and
- Income scale and employment scale – measure the number of people experiencing income and employment deprivation respectively.

**Are LSOAs the appropriate geographic scale for the next update to the Indices?**

**If not, what evidence is there to support this, at what level of geography should outputs be produced and what other suitable sources are available?**

**Are the district and county summaries appropriate for the next update to the Indices?**

**If not, what evidence is there to support this and at what level of geography should summaries be produced?**

**General comments.**

## 2 D. Methodology – combining indicators using factor analysis

In three domains – Education, Skills and Training Deprivation (Children/Young People Sub-Domain), Health Deprivation and Disability and Crime – factor analysis has been used to combine indicators. It was used to find appropriate weights for combining indicators into a single score per domain, or sub-domain, based on the inter-correlations between all the indicators.

The combination process comprised of all variables being converted to the standard normal distribution based on their ranks then the new scores were factor analysed (using the maximum likelihood method) and a set of weights were derived. The variables were then combined using these weights.

**Is factor analysis a suitable method to use for combining certain indicators in the next update to the Indices?**

**If not, what evidence is there to support this and what other suitable methods are available?**

**General comments.**

## 2 E.

Methodology – ‘shrinkage’ estimation<sup>9</sup> to improve reliability of indicators based on small numbers

The ‘shrinkage’ estimation methodology was used, where necessary, to improve the reliability of an indicator which is based on small numbers. The effect of shrinkage is to move such a score towards the district average (or other larger area unit) for that indicator. The extent of movement depends on both the reliability of the indicator and the heterogeneity of the district. If scores are not unreliable, the movement is negligible as the amount of shrinkage is related to the standard error. A further advantage of the shrinkage technique is that movement will also be less in heterogeneous districts. The shrinkage technique does not mean that the score necessarily gets smaller, i.e. less deprived. Where LSOAs do move this may be in the direction of more deprivation if the ‘unreliable’ score shows less deprivation than the district mean.

The ‘shrunk’ estimate is the weighted average of the original LSOA level estimate and an appropriate larger spatial unit. The weight is based on the standard error of the original LSOA estimate and the amount of variation within the larger spatial unit.

**Is shrinkage estimation a suitable method for improving reliability of indicators based on small numbers in the next update to the Indices?**

**If not, what evidence is there to support this and what other suitable methods are available?**

**General comments.**

## 2 F.

## Methodology – domain combination and weighting

Domains are conceived as independent dimensions of multiple deprivation, each with their own additive impact on multiple deprivation. The strength of this impact, though, should vary between domains depending on their relative importance. In order to allow for this type of combination, the domain scores are ranked and then transformed to an exponential distribution. These new scores are then combined according to the weight assigned to each domain.

In the ID2004 and ID2007 the overall IMD was constructed by combining the individual domain indices using explicit weights, driven by theoretical considerations and responses to the consultation processes. Research into the issue of weighting was carried out by

<sup>9</sup> See Annex E of ID2004 <http://www.communities.gov.uk/documents/communities/pdf/131209.pdf> and Annex D of ID2007 <http://www.communities.gov.uk/documents/communities/pdf/733520.pdf> for a full account of the shrinkage method

the University of St Andrews (Dibben et al., 2007)<sup>10</sup>. Sensitivity testing on three different approaches to weighting showed that although a small adjustment could be made to the weights (i.e. swapping the weights for the Employment and Health Domains) it did not have a large impact. Consequently the weights used for the ID2004 were retained for the ID2007.

The weightings are as follows:

	Domain weight
Income Deprivation	22.5 %
Employment Deprivation	22.5%
Health Deprivation and Disability	13.5%
Education, Skills and Training Deprivation	13.5%
Barriers to Housing and Services	9.3%
Crime	9.3%
Living Environment Deprivation	9.3%

**Are the current method and weights associated with combining the domains appropriate for constructing the overall IMD in the next update to the Indices?**

**If not, what evidence is there to support this and what other suitable methods are available?**

**General comments.**

## 2 G. Dissemination and outputs

The ID2007 were published as a set of written reports and data downloads for the IMD and individual domains on the CLG and Neighbourhood Statistics<sup>11</sup> websites. These were followed by publication of the underlying indicators for each domain.

**Are the formats and method of dissemination for outputs suitable for the next update to the Indices?**

**If not, what evidence is there to support the need for outputs in a different format and what format should they take?**

**General comments.**

<sup>10</sup> Dibben, C., Atherton, I., Cox, M., Watson, V., Ryan, M. and Sutton, M. (2007) Investigating the Impact of Changing the Weights that Underpin the Index of Multiple Deprivation 2004, London: Communities and Local Government.

<sup>11</sup> [www.neighbourhood.statistics.gov.uk](http://www.neighbourhood.statistics.gov.uk)

## Section 3

# Current availability of data sources used in the ID2007

This part seeks users' views on the data sources of the indicators in each domain of the ID2007 and provides an opportunity to comment on their appropriateness for measuring deprivation. If users express the opinion to produce an updated set of Indices in 2010 using the indicators and methodology from the ID2007, the following section outlines the current availability of data sources for each indicator.

Each domain in the ID2007 contained a number of indicators. The criteria for inclusion of these indicators were that they should be:

- 'domain specific' and appropriate for the purpose (as direct as possible measures of that form of deprivation)
- measuring major features of that deprivation (not conditions just experienced by a very small number of people or areas)
- up-to-date
- capable of being updated on a regular basis
- statistically robust; and
- available for the whole of England at a small area level in a consistent form.

Where possible the indicators selected for any potential update based on existing methodology should be the same as those used in the ID2007, but as up-to-date as possible. The proposed data time point is mid 2008. For most indicators, data is still currently available and updateable. There are, however, issues in two main areas (see relevant domain section for more detail):

### 1. Indicators derived from the 2001 Census:

Three indicators in the ID2007 – adult skill levels in the Education, Skills and Training Deprivation Domain, overcrowded households in the Barriers to Housing and Services Domain and households without central heating in the Living Environment Domain – were derived from the 2001 Census. No suitable replacements for these indicators have become available therefore any updated Indices will retain the Census 2001 data.

## 2. Mood and anxiety disorders indicator in the Health Deprivation and Disability Domain:

It may not be possible to obtain data on deaths due to suicide and prescribing. If this is the case, it is proposed that the data used for the ID2007, relating to 2005, is retained.

### Summary of potential changes to indicators

Domain	
<b>Income</b>	No changes.
<b>Employment</b>	Inclusion of newly introduced Employment and Support Allowance which replaces Incapacity Benefit, Severe Disablement Allowance and Income Support due to illness or disability.
<b>Health &amp; Disability</b>	Risk that data on deaths due to suicides and prescribing data will not be available, in which case the recommendation is that existing data from the ID2007 would be used again for these indicators.
<b>Education, Skills &amp; Training</b>	Continue to use Census 2001 data on adult skills.
<b>Barriers to Housing &amp; Services</b>	Continue to use Census 2001 data on household overcrowding and a small methodological change for producing access to owner occupation indicator.
<b>Crime</b>	Home Office changes to counting rules and changes to the wording of racially-aggravated offences.
<b>Living Environment</b>	Continue to use Census 2001 data on houses without central heating.

# Domains

## 3 A. Income Deprivation Domain

The Income Deprivation Domain of the ID2007 consisted of six indicators capturing the proportion of people reliant on means tested benefits (both in-work and out-of-work). All the indicators would be retained, and directly updated, in updated Indices based on existing methodology. The indicators are:

- Adults and children in Income Support families (Source: DWP, 2008)
- Adults and children in income-based Jobseeker's Allowance families (Source: DWP, 2008)
- Adults and children in Pension Credit (guarantee) families (Source: DWP, 2008)
- Adults and children in those Working Tax Credit families where there are children in receipt of Child Tax Credit whose equivalised income (excluding housing benefits) is below 60 per cent of the median before housing costs (Source: HMRC, 2008)
- Adults and children in Child Tax Credit families (who are not eligible for Income Support, income-based Jobseeker's Allowance, Pension Credit or Working Tax Credit) whose equivalised income (excluding housing benefits) is below 60 per cent of the median before housing costs (Source: HMRC, 2008)
- Home Office (HO) supported asylum seekers in England in receipt of subsistence support, accommodation support, or both (Source: HO, 2008).

**Are these indicators suitable to be used in the next update to the income deprivation domain of the Indices?**

**If not, what evidence is there to support this and what other suitable sources are available?**

**General comments.**

## 3 B. Employment Deprivation Domain

The Employment Deprivation Domain of the ID2007 consisted of six indicators related to the experience of involuntary exclusion from the world of work amongst the working age population. All the indicators would be retained, directly updated, and an additional indicator added to take into account the introduction of Employment Support Allowance (see below), in updated Indices based on existing methodology. The indicators are:

- Recipients of Jobseeker's Allowance (both contribution-based and income-based) – men aged 18-64 and women aged 18-59 (Source: DWP, 2008)
- Participants in the New Deal for the 18-24s who are not in receipt of Jobseeker's Allowance (Source: DWP, 2008)
- Participants in the New Deal for 25+ who are not in receipt of Jobseeker's Allowance (Source: DWP, 2008)
- Participants in the New Deal for Lone Parents (after initial interview) (Source: DWP, 2008)
- Recipients of Incapacity Benefit – men aged 18-64 and women aged 18-59 (Source: DWP, 2008)
- Recipients of Severe Disablement Allowance – men aged 18-64 and women aged 18-59 (Source: DWP, 2008)
- Recipients of Employment Support Allowance (see specification below) – men aged 18-64 and women aged 18-59 (Source: DWP, 2008).

All indicators would be averaged across four quarter time points around the index data point, to account for seasonal variations.

Employment and Support Allowance (ESA) replaced the following benefits for all new claimants from 27 October 2008:

- Incapacity Benefit
- Severe Disablement Allowance
- Income Support paid due to inability to work owing to illness or disability.

In the ID2007 the four quarterly cuts of data included in the Employment Deprivation Domain related to the months of February, April, August and November 2005. If the same four months are used for this update, the time points will be February, April, August and November 2008. As the November 2008 cut is after the introduction of ESA, it would be necessary to include ESA as one of the benefits within the domain in order to retain consistency with the definition adopted for the ID2007.

Claimants of ESA are assessed on whether they are eligible for income-based ESA or contribution-based ESA. Most claimants are eligible for either income-based ESA or contribution-based ESA. A small number of claimants are eligible for a combination of the two and a small number are eligible for credits only (i.e. no actual payment). In order to minimise any inconsistency with the ID2007, it is proposed that any updated based on existing methodology excludes income-based only ESA claimants but includes all other ESA claimants (i.e. all those with a contribution-based element and those receiving credits only).

An alternative approach would be to shift the quarterly time cuts to relate to the following points: November 2007, February 2008, April 2008 and August 2008. This would avoid introducing any inconsistencies with regard to ESA but would result in a change to the scheduling of the cuts compared to the ID2007.

**Are these indicators suitable to be used in the next update to the employment deprivation domain of the Indices?**

**If not, what evidence is there to support this and what other suitable sources are available?**

**Should specified components of the new ESA benefit be included, as a replacement for other discontinued benefits, in the next update to the employment deprivation domain of the Indices?**

**If not, what evidence is there to support this and what other suitable sources are available?**

**General comments.**

### 3 C. Health Deprivation and Disability Domain

The Health Deprivation and Disability Domain of the ID2007 consisted of four indicators related to health outcomes. All the indicators would be retained, and directly updated, in updated Indices based on existing methodology. The indicators are:

- Years of Potential Life Lost (Source: ONS, 2004-2008)
- Comparative Illness and Disability Ratio (Source: DWP, 2008)
- Measures of acute morbidity (Source: DoH Hospital Episode Statistics, 2006/07 and 2007/08)
- Proportion of adults under 60 suffering from mood or anxiety disorders based on prescribing data (Source: NHS Prescription Services, 2008), hospital episodes data (Source: DoH Hospital Episode Statistics, 2006/07 and 2007/08), suicide mortality data (Source: ONS, 2004-2008) and health benefits data (Source: DWP, 2008).

Preliminary discussions with data providers have highlighted potential difficulties in obtaining two of the four datasets required for the mood and anxiety disorders indicator: data on deaths due to suicide and prescribing data. Every effort will be made to obtain these datasets. Should it prove impossible to do so, it is proposed that the data from the ID2007, relating to 2005, is retained for these components of the indicator and updated data used for the other two components (hospital episodes and health benefits). This could potentially introduce a small amount of bias, but not sufficient to warrant exclusion of the indicator entirely.

**Are these indicators suitable to be used in the next update to the health deprivation and disability domain of the Indices?**

**If not, what evidence is there to support this and what other suitable sources are available?**

**If data on deaths due to suicide and prescribing data are unobtainable, should previous data be used in the next update to the health deprivation and disability domain of the Indices?**

**If not, what evidence is there to support this and what other suitable sources are available?**

**General comments.**

### 3 D. Education, Skills and Training Deprivation Domain

The indicators fall into two sub-domains concerning children and young people and adult skills.

#### **SUB-DOMAIN: CHILDREN/YOUNG PEOPLE**

The Children/Young People Sub-Domain of the ID2007 consisted of six indicators related to educational attainment, skills and training for children and young people. All the indicators would be retained, and directly updated, in updated Indices based on existing methodology. The indicators are:

- Average test score of pupils at Key Stage 2 (Source: Pupil Level Annual School Census (PLASC) and National Pupil Database (NPD), 2 year weighted average 2006/07 and 2007/08)
- Average test score of pupils at Key Stage 3 (Source: PLASC and NPD, 2 year weighted average 2006/07 and 2007/08)
- Best of 8 average capped points score at Key Stage 4<sup>12</sup> (Source: PLASC and NPD, 2 year weighted average 2006/07 and 2007/08)

<sup>12</sup> This includes results of GCSEs, GNVQs and other vocational equivalents.

- Proportion of young people not staying on in school or non-advanced education above the age of 16 (Source: HMRC Child Benefit data, 2008)
- Secondary school absence rate (Source: DCSF absence data and PLASC, 2 year average 2007/08 and 2008/09)
- Proportion of those aged under 21 not entering higher education (Source: HESA, 4 year average 2005/06-2008/09).

### **SUB-DOMAIN: SKILLS**

The Skills Sub-Domain of the ID2007 contained a single indicator which measures the proportion of working age adults with no or low qualifications. A direct update is not available for this indicator and so as in the ID2004 and ID2007, it is proposed that this indicator is based on data from the 2001 Census.

- Proportion of working age adults with no or low qualifications (Source: Census, 2001).

**Are these indicators suitable to be used in the next update to the education, skills and training deprivation domain of the Indices?**

**If not, what evidence is there to support this and what other suitable sources are available?**

**General comments.**

## 3 E.

### Barriers to Housing and Services Domain

The indicators fall into two sub-domains: 'geographical barriers', which concerns the physical accessibility of services, and 'wider barriers', which includes issues relating to access to housing such as affordability.

#### **SUB-DOMAIN: WIDER BARRIERS**

The Wider Barriers Sub-Domain in the ID2007 consisted of three indicators related to access to housing. All the indicators would be retained and, in the case of the homelessness and access to owner occupation indicators, directly updated, in updated Indices based on existing methodology. A direct update is not, however, available for the overcrowding indicator and so as in the ID2004 and ID2007, it is proposed that this indicator is based on data from the 2001 Census. The indicators are:

- Household overcrowding (Source: Census, 2001)
- District level rate of acceptances under the homelessness provisions of the 1996 Housing Act, assigned to the constituent LSOAs (Source: CLG, 2008/09)

- Difficulty of access to owner-occupation (Source: modelled Family Resources Survey and Regulated Mortgage Survey estimates produced by Heriot-Watt University, 2008).

A small change to the methodology for producing the difficulty of access to owner occupation indicator is proposed. This is essentially a more effective way of modelling down the Family Resources Survey to distribute household incomes to local authority level, one of a number of steps to produce the indicator. The new methodology has been used in a recent study for the National Housing and Planning Advice Unit (NHPAU) which was carried out by researchers at the Centre for Housing Policy at the University of York and the School of the Built Environment at Heriot-Watt University (Wilcox and Bramley, 2010)<sup>13</sup>. In addition to improving the methodology used in the ID2007, the use of the new methodology in the updated Indices will mean there is greater consistency with other available estimates of housing affordability, such as those produced for the NHPAU.

### **SUB-DOMAIN: GEOGRAPHICAL BARRIERS**

The four indicators included in the Geographical Barriers Sub-Domain of the ID2007 represented distance to access points for four key services. All the indicators would be retained, and directly updated, in updated Indices based on existing methodology. The indicators are:

- Road distance to a GP surgery (Source: NHS Connecting for Health, 2008)
- Road distance to a convenience store or supermarket (Source: MapInfo Ltd, 2008)
- Road distance to a primary school (Source: DCSF Edubase, 2008<sup>14</sup>)
- Road distance to a Post Office or sub Post Office (Source: Post Office Ltd, 2008).

<sup>13</sup> Wilcox, S. and Bramley, G. (2010) *Evaluating Requirements for Market and Affordable Housing*, Fareham: National Housing and Planning Advice Unit.

<sup>14</sup> The data is supplied from a live database. However, it is possible to produce a list of schools that were open in January 2008 using the open date and closed date variables in the database and information from PLASC.

**Are these indicators suitable to be used in the next update to the barriers to housing and services domain of the Indices?**

**If not, what evidence is there to support this and what other suitable sources are available?**

**Should the methodology for producing the access to owner occupation indicator be changed to reflect current best practice and improve consistency with other available estimates of housing affordability?**

**If not, what evidence is there to support this?**

**General comments.**

### 3 F. Crime Domain

The Crime Domain of the ID2007 consisted of four broad composite indicators representing the risk of victimisation of four key volume crime types that have major effects on individuals and communities. All the indicators would be retained, and directly updated, in updated Indices based on existing methodology. The indicators are:

- Burglary (4 recorded crime offence types) (Source: Police Force data, April 2008-March 2009, constrained to Crime and Disorder Reduction Partnership (CDRP) level)
- Theft (5 recorded crime offence types) (Source: Police Force data, April 2008-March 2009, constrained to CDRP level)
- Criminal damage (11 recorded crime offence types) (Source: Police Force data, April 2008-March 2009, constrained to CDRP level)
- Violence (19 recorded crime offence types) (Source: Police Force data, April 2008-March 2009, constrained to CDRP level).

The number of crime types in the violence and criminal damage indicators has increased following amendments to the Home Office counting rules that came into effect on 1 April 2008. The criminal damage indicator now consists of 11 recorded crime types and the violence indicator now comprises 19 offence types. These changes amount to a differentiation of crimes within a category and therefore do not imply any change to the overall classification or counting of offences. The wording of racially-aggravated offences within the criminal damage indicator has also been expanded to incorporate both racially and religiously aggravated cases of criminal damage.

The denominator for the burglary indicator is total dwellings from the 2001 Census plus total businesses from Ordinance Survey's Address Point. For the violence, theft and criminal damage indicators the denominator is the total resident population (including communal establishment population, but excluding prison population) for mid 2008 plus total non-resident workplace population from the 2001 Census.

**Are these indicators suitable to be used in the next update to the crime domain of the Indices?**

**If not, what evidence is there to support this and what other suitable sources are available?**

**General comments**

### 3 G. Living Environment Domain

The domain consists of two sub-domains which focus, respectively, on deprivations in the 'indoors' and the 'outdoors' living environment.

#### **SUB-DOMAIN: INDOORS LIVING ENVIRONMENT**

The Indoors Living Environment Sub-Domain of the ID2007 consisted of two indicators related to the condition of homes. The indicator of housing in poor condition would be retained, and directly updated, in updated Indices based on existing methodology. A direct update is not, however, available for the houses without central heating indicator and so, as in the ID2004 and ID2007, it is proposed that this indicator is based on data from the 2001 Census. The indicators are:

- Social and private housing in poor condition (Source: modelled English House Condition Survey estimates produced by BRE, 2006-2008 average)
- Houses without central heating (Source: Census, 2001).

#### **SUB-DOMAIN: OUTDOORS LIVING ENVIRONMENT**

The Outdoors Living Environment Sub-Domain in the ID2007 consisted of two indicators related to air quality and road traffic accidents. Both of these indicators would be retained, and directly updated, in updated Indices based on existing methodology. The indicators are:

- Air quality (Source: modelled National Atmospheric Emissions Inventory estimates produced by Staffordshire University, 2008)
- Road traffic accidents involving injury to pedestrians and cyclists (Source: DfT STATS19, smoothed to LSOA level, 2007-2009 average).

**Are these indicators suitable to be used in the next update to the living environment domain of the Indices?**

**If not, what evidence is there to support this and what other suitable sources are available?**

**General comments.**

## Consultation criteria

This consultation document and consultation process have been planned to adhere to the Code of Practice on Consultation issued by the Department for Business Enterprise and Regulatory Reform and is in line with the seven consultation criteria, which are:

1. Formal consultation should take place at a stage when there is scope to influence the policy outcome;
2. Consultations should normally last for at least 12 weeks with consideration given to longer timescales where feasible and sensible;
3. Consultation documents should be clear about the consultation process, what is being proposed, the scope to influence and the expected costs and benefits of the proposals;
4. Consultation exercises should be designed to be accessible to, and clearly targeted at, those people the exercise is intended to reach;
5. Keeping the burden of consultation to a minimum is essential if consultations are to be effective and if consultees' buy-in to the process is to be obtained;
6. Consultation responses should be analysed carefully and clear feedback should be provided to participants following the consultation;
7. Officials running consultations should seek guidance in how to run an effective consultation exercise and share what they have learned from the experience.

Representative groups are asked to give a summary of the people and organisations they represent, and where relevant who else they have consulted in reaching their conclusions when they respond.

Information provided in response to this consultation, including personal information, may be published or disclosed in accordance with the access to information regimes (these are primarily the Freedom of Information Act 2000 (FOIA), the Data Protection Act 1998 (DPA) and the Environmental Information Regulations 2004).

If you want the information that you provide to be treated as confidential, please be aware that, under the FOIA, there is a statutory Code of Practice with which public authorities must comply and which deals, amongst other things, with obligations of confidence. In view of this it would be helpful if you could explain to us why you regard the information you have provided as confidential. If we receive a request for disclosure of the information we will take full account of your explanation, but we cannot give an assurance that confidentiality can be maintained in all circumstances. An automatic confidentiality disclaimer generated by your IT system will not, of itself, be regarded as binding on the department.

The Department for Communities and Local Government will process your personal data in accordance with DPA and in the majority of circumstances this will mean that your personal data will not be disclosed to third parties.

Individual responses will not be acknowledged unless specifically requested.

Your opinions are valuable to us. Thank you for taking the time to read this document and respond.

Are you satisfied that this consultation has followed these criteria? If not or you have any other observations about how we can improve the process please contact CLG Consultation Co-ordinator:

Zone 6/H10

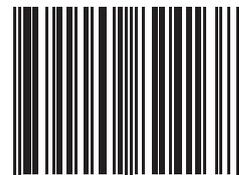
Eland House

London SW1E 5 DU

or by e-mail to: [consultationcoordinator@communities.gsi.gov.uk](mailto:consultationcoordinator@communities.gsi.gov.uk)

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