Local Government Association Submission to the Leeds City Council Scrutiny Board Examination of the Impact of Population Growth on Children's Services

1.   This submission offers a Local Government Association analysis that draws on work by our internal research team and by the National Foundation for Educational Research which provides specialist research services to the Local Government Association.

2.   We look at issues raised by national and official statistics and provide some comparative experience on how recent population change has been experienced by other councils, including in terms of implications for children's services. The submission provides links to further research and evidence which may help the examination.

Summary

Section 1: records some relevant recent national policy developments about the accuracy of local population estimates: there are some welcome developments but no early prospect of a step change in improving these statistics.

Section 2: examines available national data that is capable of disaggregation to local level, and offers commentary on how far this might be of help to members and officers in Leeds City Council: current disaggregated national data and estimates are helpful but need local 'sense checking'.

Section 3: identifies some local authority experience in grappling with inadequate local population data.

Section 4: looks at some experience in planning children's services at a time of significant population change.

Overall:

- High quality, accurate population statistics are a fundamental pre-requisite for the planning and allocation of funds for public services. However, estimating local population change has become more difficult with increasing rates of international and internal migration and this has highlighted shortcomings in the current system of national and official statistics.

- Although time consuming and with some frustrations, there are potential sources of diagnostic data that can enrich understanding of the size, dynamics and characteristics of local population change. However, the results cannot feed into government financial allocations to councils. In the absence of up to date and accurate definitive population statistics, administrative data can aid effective targeting of services although this means bringing together what are often large amounts of data from diverse sources, most of them with limitations.

- Fertility rates have been progressively rising for some years and are currently at rising at the fastest rate since the late 1960's / early 1970's.

Official statistics need local validation, but show that:

➢ Until 2008 at least, the population of Leeds was growing relatively more rapidly than some comparator cities with a modest increase due to internal migrants from other parts of the UK and a significant component of growth due to international migration; however.

➢ That Leeds has experienced relatively low fertility rates.

Section 1: Population Data - Policy Context

3.   The most authoritative UK population estimates are derived from the 10 yearly Census of Population, the most recent in April 2001. Population estimates from the Census are updated by the Office for National Statistics to produce mid-year estimates during intervening years.

4.   Census data is analysed for a number of area types, including local government and small neighbourhood areas. The postcode unit is the smallest area for which results are available, but the range of data at this level is limited. In the 2001 Census, sets of adjacent postcodes were combined to form Output Areas, and a wider range of statistics produced using this basis. Output Areas are generally smaller than, and nest within electoral wards and provided a basic building block for 2001 Census statistics and current Neighbourhood Statistics data. More recently, Office for National Statistics grouped Output Areas into larger Super Output Areas.

5.   National and local mid-year estimates are updated by 'ageing' the population by one year, allowing for natural change due to births and deaths and adding in an estimate of net migration, i.e. people moving between areas within the country, or internationally where they stay for 12 months or more.

6.   For further information about the census and data available see**:**

http://www.ons.gov.uk/census/get-data/guide-data/index.html

7.   In recent years there has been heightened concern about the accuracy of national and local official population statistics and estimates, mainly due to difficulties in measuring increasingly rapid movements in the population, and in particular, given acknowledged weaknesses in capturing in and out flows of international migration and the subsequent movement of these migrants once in the country. This has resulted in well documented challenges for councils in anticipating and planning for services. The Local Government Association and many local authorities (for example Westminster, Slough and Manchester) have actively campaigned for improvements to the statistical system, not least because inaccurate statistical data impact on the distribution of financial resources.

8.   These weaknesses have also created a focus on alternative sources of data that might help inform how local populations are changing. Local authorities have access to other national sources of data in a local context, and to locally produced information such as health, housing and education. Taken together and supplementing Office for National Statistics data, they have potential to enrich the picture of the size and characteristics of local populations. However, ownership of the data is spread among different agencies giving rise to problems of legality in accessing and sharing, particularly at individual child level. Moreover, most have limitations in terms of accuracy and timeliness and there are the characteristic difficulties associated with matching data from different datasets. Thus these sources (that include school registers, GP registers, National Insurance Registrations, HESA data on students) can offer diagnostic help, but are not a substitute for effective overall population data.

9.   **The LGA published 'A resource guide to local migration statistics'** to help those using these diagnostics which is available at:

   http://www.lga.gov.uk/lga/publications/publication-display.do?id=1308025

10.   A recent period of heightened international migration into the UK (from 2004) prompted a number of Select Committee inquiries which have touched on weaknesses in population statistics. However, the Treasury Sub-Committee conducted a specific inquiry into these statistics which reported in 2008.

11.   **For further information see:**

- *Counting the Population.* Treasury Select Committee Inquiry, May 2008

http://www.publications.parliament.uk/pa/cm200708/cmselect/cmtreasy/183/18302.htm

- LGA response to *Counting the Population*, November 2007

http://www.lga.gov.uk/lga/aio/1268070

- *Estimating the scale and impacts of migration at the local level*, LGA research report, November 2007

http://www.lga.gov.uk/lga/publications/publication-display.do?id=22422

12.   Government has taken a number of initiatives to improve population statistics (and particularly the impact of international migration), including a Ministerial Board to oversee cross government action on migration statistics. The Local Government Association is involved and has welcomed these initiatives in principle. We are working with government to ensure the best possible outcome for local authorities. However:

- A long term decision has yet to be made about whether the system that currently relies on a 10 yearly Census can be adjusted or changed to a system that more rapidly and therefore more accurately monitors population change: any such change will be post the next, 2011, Census;

- Measures to more accurately assess population flows into and out of the country (E borders) will not help local authorities understand how people move once in the UK, although they will give a better picture of the national picture; and

- Government work to improve the availability of diagnostic administrative data is welcome, but Office for National Statistics has to work hard to drive improvements across government departments, despite ministerial support.

13.   **For further details see:**

Office for National Statistics website:

http://www.statistics.gov.uk/about/data/methodology/specific/population/future/imps/default.asp

Migration statistics, the way ahead. Report by the UK Statistics Authority, July 2009:
http://www.statisticsauthority.gov.uk/reports---correspondence/reports/index.html

Section 2: Availability, Timeliness and Accuracy of Local Population Change Data

14.	This section identifies questions arising from our examination of relevant official statistics that can be disaggregated to local level, whilst recognising that council members and officers will have the local knowledge and expertise needed to understand the implications and likely accuracy.

15.	On several of the key official indicators of population change, the values reported for Leeds are close to the extremes of national distributions. Generally, such extreme values need to be treated with care, and validation sought from other sources to test and identify the reasons for such values.

16.	The latest official population change data for Leeds (the 2008 Mid Year Estimates) are provisional. Revised statistics will be published in spring 2010 to incorporate improvements to methodology, particularly concerning migration statistics. Indicative impacts of these improvements will be published late in 2009, and will be subject to consultation. **The Council might therefore:**

- **Review the implications of the current 2008 figures for Leeds, and possibly consult to help in validating the statistics. The LGA would very much appreciate submissions being copied to the LGA to help shape the national response; and**

- **If possible, forward planning decisions might be better conducted using more recent, revised figures rather than the 2008 Mid Year Estimates.**

17.	In the following commentary we review statistics on births and on migration, the two main components that will determine the size of the child population.

2.1: Statistics on Births

18.	Tables 1 – 3 (pages 8 – 10) show the latest available birth and fertility rates and estimates, and provide comparisons for Leeds with those for England, the Yorkshire and Humber region and Bradford. On the basis of the statistics, all three suggest that the rate for Leeds is lower than for the three comparators with the gap greatest in comparison with Bradford and least in comparison with the overall Yorkshire and Humber region.

19.	Table 1 (see page 8) shows the number of births in 2007 (the latest year for which fertility rates are available at Local Authority level).

20.	Table 2 (see page 9) shows the 30 authorities in England and Wales with the lowest Total Fertility Rate (TFR). This tool is widely used by demographers to estimate the average number of births that each woman would have if she recorded the same age-specific birth rates as recorded in the reference year – i.e. 2007 – throughout her life.

21.	The gaps on this measure are particularly marked. The rate shown for Bradford is almost half as much again as that for Leeds. Leeds has the 23rd lowest rate in the country. This is lower than for any other metropolitan district (though the rate for Newcastle is almost as low). The authorities with even lower rates include six inner London boroughs and a number of towns and cities with significant student populations (the London boroughs also have significant student numbers).

22.   One possible explanation of Leeds' low TFR is therefore that it has a significant student population. On the other hand, other cities with significant numbers of students (Liverpool, Birmingham, Manchester and, closer at hand, Bradford for example) have higher fertility rates. The findings from Tables 1 and 2 prompt the following questions:

- **Is the fertility rate for Leeds considered accurate?**

- **If it is, is there scope for it to increase?**

- **To help the answer above, does Leeds' student population account for the difference between its TFR and that of other metropolitan districts?**

- **To answer this, what is the fertility rate of the student and non-student populations in Leeds?**

23.   Table 3 (see page 10) analyses births according to the country of birth of mothers. By 2008 23% of births in Leeds were to mothers born outside the UK. This was lower than the proportion in Bradford (34%) and slightly lower than the proportion for England (25%), but higher than the figure for the Yorkshire region (18%).

24.   However, the **increase since 2001** in the proportion of mothers born outside the UK was greater for Leeds than for any of the comparators – up nearly 12 percentage points compared with eight for England, six for Yorkshire and five for Bradford. The biggest increase in Leeds is shown to be births to mothers born in Africa, with births to European and Asian mothers increasing by a slightly smaller amount.

25.   Country of birth is not the same thing as ethnicity, and neither is it, for example, a direct indicator of language proficiency. But these figures indicate that the composition of births within Leeds is changing in ways that might require service responses. The figures in Table 3 prompt a number of questions:

- **What are the possible future trends in births to mothers born within or outside the UK?**

- **How are births distributed amongst ethnic groups, and how might they be distributed in future?**

- **How susceptible are future trends to changes in migration patterns?**

26.   Table 1 shows the proportion of births outside marriage and – more usefully for service planning – the proportion of these registered by both parents living at the same address, thus providing an approximate estimate of numbers of births to lone parents. Multiplying the two figures together, the estimate of births to lone parents is slightly higher for Leeds (17%) than for the comparators (Bradford is lowest at 14%). Two general questions are prompted by the foregoing analysis:

- **What is the spatial variation in fertility across Leeds?**

- **What is the situation currently in neighbouring authorities, and how is it likely to change?**

27.   An answer to the first question will obviously inform service planning. The second has implications for education and might also indicate likely future volumes of relatively short distance migration in and out of the authority, and hence demand for other services for children. Recent work in London that modelled school roll projections for neighbouring authorities might also be usefully reviewed.

Table 1: Fertility Rates – Leeds and Comparators					% Born Outside Marriage	
2007	A. Total Live Births	B. Crude Birth Rate (Child births per year)	C. General Fertility Rate (No of Births per 1000)	D. Total Fertility Rate (Estimated no. of births across child bearing years)	Total % of column A born outside marriage	% of total born outside marriage with parents jointly registered at same address
England	655,357	12.8	62.1	1.92	43.8%	65.0%
Yorkshire and Humber	64,191	12.4	60.3	1.89	48.2%	66.3%
Bradford	8,288	16.7	78.8	2.34	39.5%	61.1%
Leeds	9,273	12.2	51.8	1.59	46.7%	62.7%

Table 2: Total fertility rate 2007: Lowest Local Authority Areas			
Guildford	1.66	*Southampton UA*	1.54
Ceredigion	1.66	*Portsmouth UA*	1.52
Newcastle upon Tyne	1.64	*Durham*	1.50
Nottingham UA	1.63	*Runnymede*	1.50
Warwick	1.62	*Lancaster*	1.49
Bath & NE Somerset	1.61	Broxtowe	1.48
Charnwood	1.60	*York UA*	1.46
Leeds	**1.59**	*Oxford*	1.46
Newcastle-under-Lyme	1.58	Islington	1.44
Carrick	1.58	*Cambridge*	1.43
Colchester	1.57	*Canterbury*	1.40
Hammersmith and Fulham	1.56	*Exeter*	1.35
Norwich	1.54	Kensington and Chelsea	1.33
Wandsworth	1.54	Camden	1.29
Brighton and Hove UA	1.54	Westminster	1.23
Areas with significant student population in italics			

Table 3: Country of Birth of Mothers - Leeds and Comparators, 2001-8

	Live Births (All Mothers)	Live Births (Mothers Born in the UK)	Live Births (Mothers Born Outside the UK)	% births mothers born outside UK	EU	New EU	Rest of Europe	Asia	Africa	Rest of World
2001										
England	563,744	467,536	96,208	17.1%	17,632	3,244	5,228	39,147	20,558	13,643
Yorkshire and the Humber	55,625	49,071	6,554	11.8%	860	127	173	4,611	484	426
Bradford	7,205	5,096	2,109	29.3%	70	13	13	1,950	50	26
Leeds	**7,831**	**6,859**	**972**	**12.4%**	**126**	**20**	**24**	**618**	**124**	**80**
2005										
England	613,028	481,453	131,575	21.5%	24,286	7,868	6,343	49,935	34,260	16,751
Yorkshire and the Humber	60,665	51,798	8,867	14.6%	1,245	412	253	5,462	1,403	504
Bradford	8,014	5,495	2,519	31.4%	210	123	21	2,094	157	37
Leeds	**8,709**	**7,132**	**1,577**	**18.1%**	**201**	**60**	**34**	**799**	**451**	**92**
2008										
England	672,809	505,573	167,236	24.9%	42,265	24,984	7,675	59,763	39,186	18,347
Yorkshire and the Humber	66,353	54,474	11,879	17.9%	2,786	1,857	316	6,356	1,858	563
Bradford	8,580	5,662	2,918	34.0%	377	300	29	2,254	217	41
Leeds	**9,844**	**7,582**	**2,262**	**23.0%**	**455**	**299**	**62**	**964**	**667**	**114**

Source: ONS country of birth tables 3a, 3e and 3h. *Note*: EU for each year is as constituted in 2008. 'New EU' figures are included in EU total

2.2: Statistics on Migration

28.   Migration data affect estimates of child population in three ways:

- The obvious: some migrants (in and out of an area) are likely to be children;

- Some migrants (again, in and out) will bear children in future; and

- Migrant estimates influence population denominators for estimating fertility rates and therefore impact on some of the questions posed in the previous section.

29.   Demographers generally agree that births and deaths are counted to a high degree of accuracy in the UK, but are less convinced of the accuracy of estimates of migration, both within Britain and to and from Britain, so the following should be seen in this light.

30.   Table 4 (page 13) suggests that significant net migration has accounted for recent population growth in Leeds. Overall, in England, there are signs of a possible shift with natural change accounting for slightly more population growth in 2007/8 than international migration for the first time since the late 1990s.

31.   In Manchester, Bradford, Birmingham and Liverpool natural change accounted for more growth than net migration (internal or international). Only in Leeds and Sheffield did net migration account for more growth than natural change, and the contribution of net migration appears considerably higher in Leeds than Sheffield. Of the six cities only Manchester recorded higher population growth than Leeds.

32.   Table 5 (page 14) breaks down the migration flows into their internal and international components, and into inflows and outflows. Leeds is the only one of the six cities to record a **net** internal migration inflow and, proportionally, Leeds showed the third highest **net** international migration, behind Manchester and (just) Sheffield.

33.   One way of checking the plausibility of international migration estimates is to compare inflows by overseas nationals with National Insurance registration numbers. This doesn't measure the same group of people, but the correspondence is usually reasonably close.

34.   Nationally (in England), in 2007/08, there were 653,000 such registrations whereas the Office for National Statistics estimate of international in-migration over the same period was 508,000. However:

- For Leeds, the number of registrations (8860) was lower than the Office for National Statistics estimate of international migration (10400);

- The ratio of National Insurance Number registrations to Office for National Statistics figures was higher than in Leeds in about 300 out of 375 authorities in England and Wales; and

- The gross fall in registrations for 2008/9 over 2007/8 was greater in Leeds than any other authority.

35.   Taken together, there is a possibility that the latest international in-migration figures for Leeds are higher than current reality. The evidence presented suggests that the following questions need to be asked:

- **Is the indication of (modest) positive internal net migration to Leeds plausible (given that it contrasts with estimates of internal net emigration for other large cities)?**

- **If so, is the balance consistent across different age groups?**

- **Is the indication of significant international net in-migration to Leeds in official estimates robust?**

- **What is the age profile of international migrants? Do we understand their reasons for coming: particularly are they work / study / family formation oriented?**

- **What do recent trends in international migration to and from Leeds suggest for the future?**

Table 4: Components of Population Change, Major Cities 2007-8

	Mid Estimate 2007	2007-8 change			Mid Estimate 2008	Percentage Change on 2007 Population		
	Total Population	Natural	Net Migration	Total Change	Total Population	Natural %	Net Migration %	Total % Change
England	**51,092,000**	**201,900**	**152,300**	**354,200**	**51,446,200**	**0.40%**	**0.30%**	**0.69%**
Manchester	458,100	3,800	2,300	6,100	464,200	0.83%	0.50%	1.33%
Liverpool	435,500	800	-1,400	-600	434,900	0.18%	-0.34%	-0.14%
Sheffield	530,300	1,600	2,600	4,100	534,500	0.30%	0.49%	0.79%
Bradford	497,400	3,900	400	4,300	501,700	0.78%	0.08%	0.86%
Leeds	**761,100**	**2,900**	**6,800**	**9,700**	**770,800**	**0.38%**	**0.89%**	**1.27%**
Birmingham	1,010,200	8,500	-1,900	6,600	1,016,800	0.84%	-0.19%	0.65%

Table 5: Migration estimates for major cities 2007-8

| | Population | Internal Migration (i.e. from within UK) | | International Migration (i.e. from outside the UK) | | Percentage of 2006/7 population | | | | | |
| | | | | | | Internal migration (i.e. from within UK) | | | International migration (i.e. from outside the UK) | | |
	2006/7	In	Out	In	Out	In	Out	Net	International Migration	Out	Net
Birmingham	1,010,200	33,300	41,500	10,900	4400	3.30%	4.11%	-0.81%	1.08%	0.44%	0.64%
Manchester	458,100	29,300	31,700	10,600	5900	6.40%	6.92%	-0.52%	2.31%	1.29%	1.03%
Liverpool	435,500	15,300	17,900	4,300	3100	3.51%	4.11%	-0.60%	0.99%	0.71%	0.28%
Sheffield	530,300	17,900	20,000	6,900	2300	3.38%	3.77%	-0.40%	1.30%	0.43%	0.87%
Bradford	497,400	13,400	16,100	5,000	2000	2.69%	3.24%	-0.54%	1.01%	0.40%	0.60%
Leeds	**761,100**	**31,100**	**30,600**	**10,400**	**3900**	**4.09%**	**4.02%**	**0.07%**	**1.37%**	**0.51%**	**0.85%**

Section 3: Some Examples of other Local Authority Experiences in Assessing Local Population Change

36.   **London authorities have access to information produced by the GLA Data Management and Analysis Group** which manages and analyses various types of socio-economic and demographic data, including monitoring change in London's population (particularly migration), and incorporating the results in projections at a range of geographical levels; also producing a range of London analysis based on the annual schools census and the National Pupil Dataset.

For further information see:

http://www.london.gov.uk/gla/dmag/index.jsp

37.   **Brent:** multiple sources of data were used in an independent study commissioned by the London borough of Brent in 2007 to look at population growth. The ONS 2006 mid-year estimates had placed Brent's population at 271,400, a 3,400 increase from 2004. The GLA 2006 estimate placed the population even higher at 278,500. The independent study indicated a true population in excess of GLA estimates at 289,100. This study was based on a methodology confirming the identify of a person through multiple datasets (GP register, Birth and deaths, Electoral Roll, Council tax liable persons, Council Tax benefit recipients, School pupil register, Housing waiting list) and matching them to the property gazetteer at a specific point in time.

For further details see:

Estimating changes in the population of Brent. Mayhew Harper, November 2008

http://nkm.org.uk/flyers/brentpopulationchange.pdf

38.   **Bristol:** In 2008, Bristol local authority attempted to build a picture of the population of the local authority by bringing together a number of national and local data sources. As well as population estimates and projections from ONS, the study presented alternative sources of population data which highlight the more recent changes in the population including: National Insurance number registrations, Migrant Worker Registration Scheme, work permit, GP registrations, schools and students. The advantages and disadvantages of each source are described. The study also suggested potential sources of data for future analysis including, particularly in connection with migration: asylum seeker/refugee statistics, PLASC data on 'first language other than English', local authority housing tenant data and PCT data on 'Flag 4' registrations. The potential value of local intelligence was also flagged; for example, information picked up by front line staff can possibly provide valuable information about the profiles of new migrants, such as where they may work or live.

39.   **Others**: Workshops held by National Foundation for Educational Research (through their EMIE service) for pupil place planning practitioners in 2006 identified a number of local sources being used to project pupil numbers and the problems associated with these. For example: birth data, GP registrations, child benefit data, PLASC, new housing developments, local knowledge from schools, pre-school settings, neighbouring authorities admissions teams and other colleagues.

For further details see:

- *Estimating changes in the population of Brent.* Mayhew Harper, November 2008

http://nkm.org.uk/flyers/brentpopulationchange.pdf

- *The Population of Bristol*, January 2009

http://www.bristol.gov.uk/ccm/content/Council-Democracy/Statistics-Census-Information/the-population-of-bristol.en;jsessionid=A661361EA5559A581E51158DFF4032A8.tcwwwaplaws1

- *Pupil forecasting one year on*: report of two EMIE/NFER practitioner workshops. Unpublished report, Spring 2007

Section 4: Planning Services

4.1: Planning for School Places

40.   Population estimates for planning school places pose particular challenges because of the need to forecast over a long period and because the demand for school places is not determined solely by the resident population. There may be both losses and gains from other authorities. A particular issue is the difficulty of predicting the effect on the demand for school places of changes in the housing stock. A report to the DCSF on data management for schools commissioning considers some of the issues and suggests alternative data sources.

Data management report (Schools commissioning – data management project). Steria, DCSF, 2008.

http://childrenscommissioning.com/resource_bank/essential_reading_list/schools.aspx

41.   Good practice, including case studies of Sheffield Kent, Brent and Kingston upon Thames, are suggested in the Data management report mentioned above. Further guidance is given in the pupil projection guide on the Teachernet website and the National Foundation for Educational Research EMIE publication on pupil forecasting.

Pupil projection guide. DFES, 2006

http://www.teachernet.gov.uk/management/schoolfunding/Resources/pupilprojectionguide/

42.   The National Foundation for Educational Research EMIE service recently undertook a brief survey on behalf of the LGA to determine the current pattern of shortage of primary school places in English local authorities. In answer to the question, *have you made exceptional provision for school places this September*, 13 out of 40 who responded said yes (32% of authorities). 5 of those who said no (18%) said that they had experienced an extra demand for places but were able to address the accommodation issues using existing or spare capacity. Those that said yes were also across regions and authority types. A number confirmed that they anticipate similar issues in following years.

43.   All those who said yes highlighted that the issue was confined to limited areas, even in the larger authorities. The reasons given were a combination of circumstances specific to local situations: issues mentioned were mainly about birth rates and percentage of take-up, and population movement. In response, most refer to the need to provide extra reception places. Some are able to use existing capacity, 8 mentioned the use of temporary classrooms.

4.2: Using Population Data to Plan Services

44.   Assessing the likely impact of population growth for children's services clearly depends on local circumstances, to what extent the increase is planned for, the nature and characteristics of the population change. .

45.   For example, a rapid recent increase in international migration in Bristol has resulted in much greater diversity and a growth in the Eastern European and Somali populations in particular. This has presented new challenges, particularly for schools, many of which had little previous experience of dealing with this diversity and very few with pupils of Somali origin. There are potentially significant implications in integrating new arrivals, avoiding an acceleration of parents opting to remove their children from the Bristol school system that already has performance that is towards the lower end of national performance tables, as well as for achieving skills outcomes and community cohesion more generally.

Pupil population change and community cohesion: impact and policy implications for the education service in Bristol. Institute of Community Cohesion, February 2009.

http://www.bristol-cyps.org.uk/policies/pdf/icoco-report.pdf

46.   High quality data about the size and characteristics of local population variation is needed to provide a framework for identifying needs and agreeing local priorities to inform commissioning strategies. More specifically, the data can build a detailed profile of children and young people across the authority to inform the area's Joint Strategic Needs Assessment, and needs analysis for the CYPP, childcare sufficiency assessment and 16-19 commissioning.

47.   **Ethnicity:** Population estimates by ethnic group are published by Office for National Statistics. These are usually broken down into around 16 different categories with broad groupings including 'White', 'Mixed', 'Asian or Asian British', 'Black or Black British' and 'Chinese or other Asian'. More specific information can be collected in other ways, for example ethnic background data is collected as part of the School Census for all pupils who are aged five or over. Local authorities are able to choose from a number of different ethnic codes which can be mapped to the Office for National Statistics categories.

Data collection – ethnicity. Standards site

http://www.standards.dfes.gov.uk/ethnicminorities/collecting/763919/

48.   **Vulnerable groups**: As part of the Narrowing the Gap development and research programme, the National Foundation for Education Research has been involved in a comprehensive data mapping and analysis study which tried to scope, map and assess national and other large datasets relating to the outcomes for vulnerable groups across the five Every Child Matters areas. High quality data (broken down by sub group) is vital for understanding changes in the gap in outcomes for different groups, for example, for Black African Caribbean children and white working-class boys. The study aimed to

identify what useful and comparable data was and was not readily available and to provide information on the nature, size and extent of any gaps.

49.   There are many sources of data from national and large-scale datasets in relation to vulnerable groups for most of the Every Child Matters outcome areas, as well as data from more varied national, regional and local sources. Where data was collected at individual child level, it was possible to identify significant gaps in a number of Every Child Matters outcomes for children and young people from lower socio-economic groups, looked after children, children with special educational needs, children with poor attendance, those who had been excluded from school and children and young people from some minority ethnic groups. More generally, even the best datasets were not comprehensive, with a lack of consistency in defining or identifying vulnerable groups between datasets and data that was insufficiently detailed and robust.

50.   The National Foundation for Educational Research is currently involved in work for C4EO looking at the national, regional and local data available in the Centre's priority areas and making this available through a number of interactive mapping and data tools on the Centre's website.

Further details:

NFER website: http://www.nfer.ac.uk/research/projects/narrowing-the-gap/

C4EO website: http://www.c4eo.org.uk/themes/general/resources.aspx

4.3: Examples of good practice

51.   **Greenwich**: In 2008 Greenwich undertook an exercise to bring together data about the lives of children and young people in the borough. The resulting profile is structured around the five key outcomes of Every Child Matters and underpins service improvement planning, in particular, the authority's CYPP. The profile includes some ward level analyses, although most are presented at borough level. Information was supplied by staff throughout Children's Services, other council departments and the PCT with support from an external consultant in collating the profile. This includes a long list of data sources.

52.   **East Sussex**: A children's services data compendium offers statistical information on a wide range of indicators across the five ECM outcomes. The data has been sourced from across the Children's Trust and is presented at national, county, district and LPC level where possible. Trend data is included to facilitate monitoring performance and setting targets and there are summaries of the main surveys undertaken by the authority. The compendium is updated twice a year (in June and December). The authority's APA rated as a strength the comprehensive and accurate data shaping planning, regularly reviewed and updated.

53.   **Nottingham:** Similarly commended in the APA for its good analysis of a wide range of data (resulting in some significant improvement in the achievement and well-being of most groups of young people). A summary of evidence for the CYPP includes sources of data and shows examples of where understanding the data at locality level aids targeting of services. For example, the youth population is unevenly spread across wards in the city. This means that some wards with high rates of conceptions

have smaller actual numbers of conceptions compared to those with lower rates. A few wards account for nearly 50% of the city's teenage conceptions - these 'hotspot wards are the focus for action under the Floor Target Action Plan.

54.   **Swindon**: Again, the authority's APA described effective use of data to inform priorities, planning and performance monitoring. The needs assessment of children and young people across the four geographical areas of Swindon underpins the CYPP, the Local Area Agreement and the choice of local outcomes and targets and aims to provide accurate and concise and information focusing on prevention and early intervention. Some of the challenges in collecting the data are described, including the use of population estimates from various sources such as social care national and comparator data with statistical neighbours, PCT child health and children's services education management systems, and school census returns.

55.   **Sheffield**: A children's profile website is designed to inform and support the planning and delivery of local services at a range of levels, and to help identify areas that should be given priority. It contains data held within the Children and Young People's Directorate that is either generated internally or provided by partner agencies. The authority is actively engaging with colleagues in Health, Police and Youth Offending Team, Sheffield Futures, the Learning and Skills Council and the voluntary and community sectors to add to the current basket of information that is available. They aim to make the data available to the widest possible audience within the constraints of data agreements with partner agencies.

56.   The Children's Profile website provides a city overview, institution profiles – largely a schools area with more detailed comparative and individual school profiles that can support self evaluation and review; and area profiles with demographic and socio-economic information, as well as outcomes connected to the 5 outcomes for Every Child Matters. Drill down is possible through Service District and neighbourhood levels.

57.   **Camden**: The children and young people's plan profile aims to identify the main features of the Camden context that have to be taken into account in commissioning or providing services to meet the needs of children and young people and their families, and to analyse the pattern of outcomes across each of the Every Child Matters outcome. The analysis looks at trends and comparative national and local data where these exist, and looks at outcomes for particular groups. It also draws on the views of children and young people, and their parents. The profile and CYPP will inform, and be informed by, a range of other strategic analyses and priorities drawn from them, including the Joint Strategic Needs Assessment. Provides detailed data and lists the surveys and consultations used to inform the profile including the authority's own children and young people's survey (as part of the annual residents' survey).

Further details:

- **Greenwich**: *Profile of children and young people in Greenwich*, November 2008

http://www.greenwich.gov.uk/Greenwich/YourCouncil/TheBorough/GreenwichProfile/ProfileChildrenAndYoungPeople.htm

- **East Sussex**: *Children's services data compendium*, June 2009

https://czone.eastsussex.gov.uk/partnershipsinitiatives/cypp/pages/main.aspx

- **Nottingham**: *What we know – the evidence base for the children and young people's plan*, November 2008

http://www.nottinghamcity.gov.uk/ics/index.aspx?articleid=2511

- **Swindon**: *An assessment of the needs of children and young people living in Swindon*, May 2009

http://www.swindon.gov.uk/csna_intr_may09.pdf

- **Sheffield:** Children's profile website

http://www.sheffield.gov.uk/education/plans-partnership-consultation/performance

- **Camden**: *Children and young people's plan profile*, February 2009

http://www.camden.gov.uk/ccm/cms-service/stream/asset/?asset_id=1685101

4.4: Use of Geodemographic Segmentation Tools

58.   Geodemographics involves combining demographic and geographic information to provide a picture of who lives where and what they are like. Already in widespread commercial use, it is increasingly used by councils for 'customer insight' purposes; the approach has potentially wider application. For example, populations can be classified by where they live, providing a means of identifying vulnerable neighbourhoods.

59.   A useful summary is given in:

Geodemographic segmentation. APHO Technical Briefing 5, April 2009.

http://www.apho.org.uk/resource/item.aspx?RID=67914

60.   This includes a comparison of leading tools including commercial products such as ACORN (CACI) and MOSAIC (Experian), and also the freely available Office for National Statistics Output Area Classification.

61.   **Examples**: MOSAIC is used by Brent to identify pockets of vulnerable populations located in more affluent area. These are likely to be missed in more traditional analysis. Calderdale uses MOSAIC to provide a profile of a small area for informing access to services, policy and performance and resource allocation. Medway has used ACORN classifications to help build a profile of children and young people who have responded to residents' questionnaires. Camden has profiled their local population using OAC.

4.5: Use of Mapping Software

62.   Use of mapping software can improve the understanding of location-based statistical data by enabling the creation of interactive web tools which combine statistics and map data to enhance communication of analyses and more fully engage decision and policy makers.

63.   **Worcestershire** have run a mapping project as part of the ongoing process of analysing the needs of children and young people in Worcestershire, to help identify need at a local level. Various different indicators, including information on population, attainment, health and the economy have been mapped using postcode level data. The resulting interactive maps can be used by practitioners and managers to find out in detail about all the localities in the county and inform the CYPP.

How to use Children's Services Super Output Area (SOA) Mapping, Worcestershire, October 2007

http://worcestershire.whub.org.uk/cms/housing/research-and-intelligence/census-and-where-i-live/where-i-live/strategic-needs-analysis.aspx

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October 2009

Professional analysis provided by Peter Norris, Local Government Association and Sue Woolmer, National Foundation for Educational Research