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**Report of the Director of Neighbourhoods and Housing**

**Overview and Scrutiny Board**

**Date: 9 October 2006**

**Subject: Measuring and planning to Narrow the Gap**

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**Electoral Wards Affected:**

**Specific Implications For:**

Equality and Diversity



Community Cohesion



Narrowing the Gap



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**Executive Summary**

The report and appendices provide information on how we measure Narrowing the Gap. This includes information on the Government's PSA Floor Targets and the small area data drawn from the Index of Multiple Deprivation 2004. The report demonstrates how this informs the Government's assessment of performance against key public service improvement targets focused on improving outcomes in the most disadvantaged neighbourhoods and the allocation of funding to supplement and bend mainstream programmes to achieve this.

The report and appendices:-

- detail the current performance against the PSA Floor Targets contained within the Leeds Regeneration Plan
- detail the scale and extent of deprivation to be addressed within East Leeds as an example of one of the 5 District Partnership areas and
- indicate how the information can be used to inform the development and delivery of interventions designed to address this.

## **1.0 Purpose Of This Report**

- 1.1 The report aims to provide an overview of the key objective measures used to identify and measure progress on delivering Narrowing the Gap objectives. These include the PSA Floor Targets, the Indices of Deprivation and local data sets.
- 1.2 The report includes appendices to demonstrate how the quantitative measures can be used to inform the work of the Council and the Leeds Initiative, the local strategic partnership for Leeds. These highlight how the measures are used to assess progress at a city-wide level against the targets in the Leeds Regeneration Plan and to provide detailed information on the extent and nature of deprivation at the neighbourhood level.

## **2.0 Background Information on Narrowing the Gap Measures**

- 2.1 In January 2001, the Neighbourhood Renewal Unit, Department for Communities and Local Government published the national strategy for neighbourhood renewal setting out the Government's vision that within 10 - 20 years no one would be seriously disadvantaged by where they live. The strategy is underpinned by Public Service Agreement (PSA) Floor Targets that cover a range of activities across government departments. The targets create minimum standards for public service delivery and aim to deliver improved outcomes for the most disadvantaged communities and neighbourhoods in the six key areas of health, education, crime, worklessness, liveability and housing. The full list of targets can be viewed on the NRU website: [www.neighbourhood.gov.uk](http://www.neighbourhood.gov.uk).
- 2.2 The Index of Multiple Deprivation 2004 (IMD 2004) is a measure of multiple deprivation at the small area level. The model that underpins the IMD 2004 is based on distinct dimensions of deprivation which can be recognised and measured separately. It contains 7 domains of deprivation: income deprivation, employment deprivation, health deprivation and disability, education, skills and training deprivation, barriers to housing and services, living environment deprivation and crime. Each domain contains a number of indicators.
- 2.3 The IMD 2004 used Super Output Areas, (SOAs), to facilitate the analysis of statistics at the small area level. The lower level SOAs have been constructed using zoning software and comprise groups of adjacent census output areas. Each lower level zone has a minimum of 1,000 residents and 400 households (but with an average population of 1500). This has resulted in the creation of 476 lower level areas in Leeds.
- 2.4 The individual domains, the IMD 2004 and two supplementary indices (income deprivation affecting children and income deprivation affecting older people) are all presented at the lower level SOA. Each of the 32,482 SOAs in England has been assigned a score and rank for the Index of Multiple Deprivation 2004 and six district level summary measures of the IMD 2004 have been produced.
- 2.5 There are a number of local and national data sets that can be brought together to create a statistical profile for specified areas to assist with service planning and delivery. The Leeds Statistic website at [www.leeds-statistics.org](http://www.leeds-statistics.org) is an interactive, geographical, web based resource developed under the umbrella of the Leeds Initiative that includes data from a range of organisations and agencies about Leeds and its neighbourhoods and communities. The site provides access to a range of aggregated statistical information and maps for a pre-defined geographical area (such as a political ward, Primary Care Trust, Police Division etc) and also includes

the facility for users to create their own boundaries and obtain data for bespoke areas. The site has been designed to link as closely as possible to the key domains and targets that are detailed in the Leeds Regeneration Plan.

### **3.0 How the Measures Inform Planning and Delivery of Interventions to Narrow the Gap.**

- 3.1 The PSA Floor Targets are reflected as local targets in the Leeds Regeneration Plan, the City's neighbourhood renewal strategy. Performance against these targets is the key element of the annual accreditation process for the local strategic partnership and the outcome is explicitly linked to the allocation of Neighbourhood Renewal Fund (NRF) resources by Government. The implementation of the NRF programme is monitored and evaluated to ensure that resources are directed to the achievement of national and local floor targets.
- 3.2 The Government continues to ensure that public service improvement plans maintain a focus on the most disadvantaged areas by identifying PSA Floor Targets as mandatory targets for inclusion in Local Area Agreements.
- 3.3 The allocation by Government of some discretionary grant funding streams is informed by the above quantitative measures. NRF funding of £12.8m was allocated to Leeds in the current financial year as it was amongst one of the 80 local authority districts that fell into the 'most deprived 50' on one or more of the six district level summaries of the IMD 2004. A further allocation of £14.9m of NRF grant will be awarded to Leeds subject to a continued green rating on the traffic light accreditation scoring system for the local strategic partnership linked to performance against the PSA Floor Targets. Revenue and capital grants totaling £6.9m over 4 years were allocated to Leeds from the Safer and Stronger Communities Fund. This allocation was made on the basis that Leeds has 31 SOAs ranked within 3% most deprived nationally on the IMD 2004 and was awarded to support neighbourhood management initiatives in the target areas.
- 3.4 These objective measures along with statistical profiles of localities can be used to highlight the need for a concerted effort or tailor made interventions to address particular issues across the City or within specific areas or groups. Key statistics and area profiles have been used by service managers in identifying the need for action and developing baselines that underpin plans such as the District Partnership Action Plans and Neighbourhood Improvement Plans.
- 3.5 Performance against the PSA Floor Targets and area profiles are also used to provide contextual information and evidence of need to support funding applications to Government departments and agencies to secure additional resources for the City. Examples include the former Single Regeneration Budget programme and the current Objective 2 programme. This information is also used to determine local funding allocations within approved programmes such as the NRF and to ensure that funding is effectively targeted to the appropriate interventions and areas of greatest need to comply with the DCLG funding requirements.

### **4.0 Leeds Regeneration Plan Targets**

- 4.1 The Leeds Initiative formally launched the Leeds Regeneration Plan 2005 to 2008 in November 2005. Its primary objective is to deliver the narrowing the gap agenda of the Vision for Leeds and as such is the key policy document of the Narrowing the Gap Executive.

- 4.2 The plan consists of 1 city-wide action plan and 5 district partnership action plans. The performance management framework requires that quarterly monitoring reports on activity and outputs are made by the District Partnerships and the relevant city-wide partnerships to the Executive. In addition, an annual report has been prepared on the progress towards the achievement of the Plan's targets and this is attached at Appendix 1.
- 4.3 The quantitative measures and targets are designed to measure progress towards the achievement of the plan objectives and provide an indication of the impact of actions on the target communities. The Appendix details the progress achieved to date for each target and a trajectory to indicate the likelihood of achieving the target by the end of the plan period. Information is provided on the key activities contributing to progress and where further action needs to be taken to ensure that the targets can be achieved.
- 4.4 Significant progress has been made against all the thematic areas, however, in the case of health and worklessness, further attention is required to ensure that the specific targets relating to a reduction in teenage pregnancy and Job Seeker Allowance claimants are addressed. At its meeting on 26 September, the Narrowing the Gap Executive will consider the annual report in detail and the need to prioritise relevant interventions in its forward work programme.

## **5.0 Area and Neighbourhood Profiles.**

- 5.1 Appendix 2 provides an example of how the statistical information can be mapped and used to identify the key issues to be addressed in narrowing the gap at both the District Partnership and neighbourhood level. The information can be produced for any area in the City but for the purposes of this report the East Leeds District Partnership area has been used.
- 5.2 The area profile for East Leeds has been structured around the PSA Floor Target themes and makes use of the IMD 2004 to highlight the extent and scale of deprivation across the area. The lower level SOA information for all 104 SOAs is summarised in section 11 and indicates how small area data can be used to inform the development of action plans that address specific issues that contribute to the current ranking in the IMD 2004.
- 5.3 The Neighbourhood profiles included in section 12 of Appendix 2 demonstrate how profiles can be developed and analysed to draw out the key issues within specified neighbourhoods. These profiles have been produced for areas constructed of a number of SOAs falling within the 3%, 10% and 20% most deprived nationally along with a relatively affluent suburban area and a city-wide profile for comparison.

## **6.0 Conclusions**

- 6.1 The quantitative measures and area profiles detailed in the report and appendices can be used by strategic planners and operational managers to:
- better understand the communities that they serve
  - provide a robust evidence base from which to plan more effectively
  - support funding applications and funding decisions
  - provide a baseline against which to track progress over time, and
  - benchmark and evaluate the impact and success of interventions against those adopted elsewhere.

- 6.2 Whilst the quantitative measures and statistical profiles of areas can be extremely useful to highlight differences and disparities between and within areas, they are fairly narrow measures of the quality of life experienced by communities. To avoid a top down target driven system of planning for localities, these measures should be used in conjunction with information and intelligence from front line service providers and elected members along with the target community's own perceptions of the locality and their aspirations for the future.

## **Recommendations**

Members of the Overview and Scrutiny Board are asked to note and comment on the report.