



An Overview of Cross-sectional Change Data  
2002–2008

**Evidence from the New Deal for Communities Programme**





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October 2009

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The findings and recommendations in this report are those of the authors and do not necessarily represent the views of the Department for Communities and Local Government.

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October 2009

Product Code: 09ACST05955

ISBN 978-1-4098-1482-5

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# Executive summary

## 1. Setting the scene

The New Deal for Communities (NDC) Programme was launched in 1998 and designed to narrow gaps between these 39 deprived localities and the rest of the country. The Programme is designed to improve three **place-based** outcomes: community, housing and the physical environment, and crime, as well as three **people-based** outcomes: work and finance, education and skills, and health.

This report provides an overview of Programme-wide change based on responses to four household surveys undertaken by Ipsos-MORI in all 39 NDC areas in 2002, 2004, 2006 and 2008. One of the national evaluation's main tasks is to trace changes occurring within the 39 NDC areas and experienced by residents living in these neighbourhoods. In 2007 the evaluation team published an overview of change during the four year period from 2001–02 to 2006<sup>1</sup>. This new report updates that analysis by providing an overview of change in the six year period from 2002 to 2008.

This report uses cross-sectional area-based data: analysis is based on the change to the 39 NDC areas across four snap-shots in time. It is also possible to explore changes through time experienced by individuals<sup>2</sup>. These two data sources collectively provide a complementary and a comprehensive overview of change to both areas and to individuals.

## 2. Programme-wide change: 2002–2008: rates and trends through time

It is possible to trace change across the 2002 to 2008 timespan for some 94 indicators. 86 out of these 94 moved in a positive direction between 2002 and 2008 and for 80 of these the change was statistically significant at the 0.05 level. Clearly NDC areas have been improving across a wide range of outcomes.

Other than three IT related indicators: having a PC, the Internet and email at home, where considerable movement would have been expected because of broader changes in society, the 12 other indicators showing most change reflect 'place-based' improvements:

- three relate to knowing about and trusting the local Partnership, and thinking it has improved the area; bearing in mind that these data reflect

<sup>1</sup> CLG (2007a) *New Deal for Communities National Evaluation: An Overview of Change Data: 2006, Research Report 33* [www.neighbourhood.gov.uk/publications.asp?did=1898](http://www.neighbourhood.gov.uk/publications.asp?did=1898)

<sup>2</sup> See CLG (2009) *Four years of Change? Understanding the experiences of the 2002–2006 New Deal for Communities Panel*.

just six years of a 10 year Programme it is impressive to see, amongst those who know about their local Partnership, a fully 27 percentage points increase in those who think it has improved the area

- four relate to residents becoming less fearful of specific crimes
- four are concerned with actual declines in specific crimes or aspects of antisocial behaviour
- and there was an 18 percentage points increase in those thinking the area had improved in the previous two years.

Of these 94 indicators only eight moved in what might be seen as a perverse manner. The rate of change was statistically significant for only five of these and all showed less than three percentage points movement.

Of the 86 indicators which improved between 2002 and 2008, 46 (53 per cent) showed most improvement in the first two year period: 2002 to 2004.

### 3. Change across Programme outcomes

#### **The community dimension**

More than any previous Area Based Initiative (ABI), the NDC Programme has placed a considerable emphasis on engaging with, supporting, involving, and empowering local residents.

Over the six year period 2002 to 2008 the percentage of residents who had heard of their local NDC rose 15 percentage points to 78 per cent. And of those who had heard of their local Partnership in 2008, 60 per cent thought it had improved the area as a place to live, three percentage points more than in 2006 and almost twice the proportion in 2002. By 2008 61 per cent of residents who had heard of their local NDC expressed some form of trust in it, compared with 49 per cent trusting their local council.

But there has been relatively little change in recent years in those involved in NDC activities.

There has been a steady increase in the proportion of NDC residents feeling part of the local community, from 35 per cent in 2002 to 45 per cent in 2008. The NDC Programme-wide average is still considerably lower than the national equivalent of 59 per cent.

There is less evidence of change with regard to some other community orientated or 'social capital' indicators such as:

- the proportion seeing their area as a place where neighbours look out for each other increased by two percentage points
- about a quarter of NDC residents think they can influence decisions affecting their area; there was a small increase (two percentage points)

between 2002 and 2008, but the NDC average remains considerably lower than the national equivalent of 31 per cent.

### **Housing and the physical environment**

NDCs have implemented local environmental improvement schemes and some are working with other agencies to effect major housing refurbishment schemes, the full benefits of which may take many years to feed through.

In 2008 42 per cent of NDC residents thought that their area had got either much, or slightly, better over the past two years, an increase of 18 percentage points on 2002. Nationally, only 11 per cent of people thought that their area had improved.

There was a 13 percentage point increase in NDC residents who were satisfied with their area as a place to live. There has also been a steady decline in those thinking various environmental issues are a serious problem in their area.

The proportion of residents satisfied with their accommodation increased from 81 per cent in 2002 to 84 per cent in 2008.

Despite area and housing improvements there was no change in the proportion of those wanting to move between 2002 and 2008.

### **Crime**

Across the Programme, NDC Partnerships have put in place a range of initiatives designed to reduce fear, and incidence, of crime.

In 2008 4 per cent of NDC residents had experienced burglary in the last 12 months, three percentage points less than in 2002. The NDC rate remains higher than the national equivalent of one per cent.

There was a six percentage points reduction between 2002 and 2004 in those who had been the victim of at least one crime in the last 12 months, but no further change between 2004 and 2008.

However, there has been a considerable reduction in perceptions of crime and anti-social behaviour as measured by an index of lawlessness and dereliction. The proportion of residents feeling unsafe walking alone after dark fell from 55 per cent to 43 per cent between 2002 and 2008, although this is still considerably above the national equivalent of 31 per cent.

Fear of crime has fallen for a number of reasons. The single most important factor in relation to burglary is decreasing crime rates generally. But NDC Partnerships and partner agency interventions to improve domestic security, introduce street wardens, and boost police all appear to have helped reduce fear of crime.

By 2008 a higher proportion of local residents trusted the police a great deal than was the case nationally.

## Work and finance

NDC Partnerships working with key agencies, notably Jobcentre Plus, have instigated a range of interventions to address aspects of worklessness and low income. The proportion of working age residents in employment increased by three percentage points from 51 per cent in 2002 to 54 per cent in 2008. The national equivalent, at 75 per cent, was considerably higher.

There was a fall of four percentage points from 41 per cent to 37 per cent in working age households where nobody has paid work.

## Education and skills

NDC areas tend to be characterised by poor educational attainment levels and disproportionately large numbers of residents with few, if any, formal qualifications.

The work undertaken by NDC Partnerships in the broad field of education may well have helped increase trust in local schools. In 2002 51 per cent of residents trusted local schools a great deal or a fair amount; by 2008 that figure had risen to 56 per cent. This was still less than the national equivalent of 69 per cent.

By 2008 29 per cent of working age residents had no formal qualifications, a decrease of five percentage points on 2002. This lower 2008 figure is more than twice the national benchmark of 13 per cent.

There has been little change in relation to those thinking they needed to improve their skills and only a two percentage points increase in taking part in some form of education or training in the previous year.

## Health

Partnerships have worked with other delivery agencies, notably Primary Care Trusts, to improve health standards amongst NDC residents. It seems likely that the relationship between these interventions and any associated health benefits will take more time to become apparent than is the case for other Programme outcomes.

Modest improvements have occurred in relation to self-reported indicators of health:

- a four percentage points decline in the proportion of residents describing their own health as not good; the 2008 figure of 19 per cent was still considerably higher than the national benchmark of 12 per cent
- a decline of two percentage points over six years with regard to NDC residents thinking their health was worse than a year ago
- a small but steady improvement in the NDC average mental health score.

There are mixed messages in relation to life-style:

- there was five percentage point fall in the proportion of residents smoking cigarettes, from 40 per cent to 35 per cent; the national equivalent is 22 per cent
- 11 per cent of NDC residents said they did no exercise lasting 20 minutes or more, an increase of two percentage points on previous totals; this is more than twice the national equivalent of five per cent
- and in relation to diet, the proportion of residents rarely or never eating five portions of fruit or vegetables in one day fell from 19 per cent to 15 per cent; but there was also a decrease in the proportion of local residents eating five portions every day.

#### 4. Benchmarking NDC Programme-wide change: national and comparator area trends

It is important to calibrate change in NDC areas against what is happening elsewhere: it may be that the changes occurring in NDC areas simply mirror what is happening everywhere.

##### **The comparator areas**

For 60 out of 89 indicators where direct comparisons are possible, NDC areas have seen more improvement than have the comparators areas: similarly deprived localities in the same parent local authorities. For 18 of these, the difference in change is statistically significant. Eight of the ten indicators where NDC areas show greatest positive change against the comparators relate to place-based issues especially those surrounding attitudes to the area and crime.

There are eight indicators where change in the comparator areas between 2002 and 2008 was statistically significantly 'better' than that for NDC areas. In most cases there are plausible reasons to suggest why this might have occurred. For example five relate to fear of crime. It is conceivable here that the emphasis which many NDC Partnerships have placed on crime reduction interventions has led to relatively greater reductions in crime in these areas than occurred in the comparators. But at the same time these initiatives may also have alerted more NDC residents to the very issue of crime thus helping to create a situation whereby fear of crime fell less in NDC areas than in the comparators.

For 58 indicators it is possible to compare change in NDC areas with that across England as a whole. NDC areas saw more improvement than was the case nationally in 42 of these indicators (72 per cent) and for 20 this difference is five percentage points or more. Of the 10 indicators where NDC areas saw greatest change compared with national benchmarks, four relate to a decline in crime, three reductions in fear of crime, two to improving attitudes towards the area and one to personal finance.

For some 16 indicators, NDCs saw less improvement than the national benchmark. In two instances this difference was greater than five percentage points: having a savings account and using the Internet at work, a place of study or elsewhere.

## 5. A concluding overview and next steps

### Place-based versus people-based indicators of change

People-based outcomes may be relatively more difficult to sustain and record at the neighbourhood level because of factors such as:

- people-based outcomes may be harder to achieve and to capture: introducing area-based improvements such as environmental schemes, neighbourhood management, or enhanced local security projects will impact on everyone and are thus more likely to feed through into improved perceptions of the area or reductions in fear of crime rates; people-based interventions lead to fewer beneficiaries overall, and any gains will be harder to identify through 'top-down' household surveys
- some people-based outcomes, notably in health and possibly education may take a number of years to become apparent
- there are well established delivery agencies with regard to people-based outcomes such as schools, Primary Care Trusts, JobCentre Plus, and training organisations which will normally prioritise improving standards for individuals and households wherever they live; there are fewer place-based organisations, leaving more 'space' for NDC interventions to have a positive impact; and the objectives of agencies which do have a place-based feel to them such as the police or local authority environmental departments, tend to complement those adopted by most NDC Partnerships.

### Diminishing rates of change through time

A disproportionate amount of change tended to occur in the earlier, rather than the later, years of this six year period. It may be that:

- the initial positive effects arising from 'quick wins' implemented by NDCs in their early days have diminished through time
- in relation to some attitudinal indicators such as fear of crime and perceptions of the area it is easier to make bigger, earlier shifts because there is simply more 'headroom' for change
- for some outcomes such as incidence of crime the scope for a great deal of additional positive change may be limited.

### Benchmarking change

Although NDC areas have generally tended to see more positive change than have the comparator areas, this proved to be statistically significant for only about a fifth of indicators.

It might have been assumed that NDC areas, each in receipt of £50m, would have seen more in the way of positive relative change. However:

- although the NDC Programme is certainly generous compared with many previous ABIs, additional spend amounted to just £3,300 per person between 1999 and 2007; this scale of expenditure is minor when compared with mainstream spend available to all neighbourhoods; NDC spend of itself is likely to culminate in only modest positive change
- whether people live in either an NDC, or in a comparator, area is of minor significance compared with individual-level socio-demographic factors such as age, gender and ethnicity: area-based factors have only a limited role to play in explaining change.

### Next steps

Evidence explored in this report is based on Programme-wide cross-sectional data; the final evaluation reports, due to be published in 2010, will further develop this work by including analyses exploring:

- **variations in change across NDC areas: why have some of these 39 areas seen more positive change than others?**
- **change for individuals who stayed in these areas for at least two years.**

# 1. Setting the scene

- 1.1. The New Deal for Communities (NDC) Programme, launched in 1998, is designed to narrow the gaps between 39 deprived localities and the rest of the country in relation to:
  - **three place-based outcomes:** community, housing and the physical environment, and crime
  - **and three people-based outcomes:** work and finance, education and skills, and health.
- 1.2. In these 39 neighbourhoods, each on average accommodating about 9,800 people, NDC Partnership boards consisting of local residents and agency representatives, are driving through 10 year renewal programmes, each of which is funded by about £50m of Programme investment. By March 2007 total Programme funding amounted to £1.27bn, or approximately £3,300 per capita.
- 1.3. In 2001 the Office of the Deputy Prime Minister, now Communities and Local Government (CLG), commissioned a consortium of organisations headed up by the Centre for Regional Economic and Social Research (CRESR) at Sheffield Hallam University to undertake the first 2001–2005 phase of the national evaluation. That phase of the evaluation culminated in a 2005 Interim Evaluation<sup>3</sup> and a wide range of other outputs which can be accessed through the national evaluation team’s website<sup>4</sup>. In 2005 CRESR and its partners were awarded the second, 2006–2010, phase of the national evaluation.
- 1.4. One of the national evaluation’s main tasks is to trace changes occurring within the 39 NDC areas and experienced by residents living in these neighbourhoods. In 2007 the evaluation team published an overview of change during the four year period from 2001–02 to 2006<sup>5</sup>. This new report updates that analysis by providing an overview of change in the six year period from 2002 to 2008.

## The 2002, 2004, 2006 and 2008 household surveys

- 1.5. Change data explored in this report is drawn from four biennial household surveys undertaken by Ipsos MORI in 2002, 2004, 2006 and 2008. The last of these will be the final such survey undertaken as part of the second phase of the evaluation. The sample covered approximately 500 households within each NDC area in 2002 and 2004 and 400 in 2006 and 2008. The aggregate

<sup>3</sup> NRU/ODPM (2005) *New Deal for Communities 2001–2005: An Interim Evaluation, Research Report 17* [www.neighbourhood.gov.uk/publications.asp?did=1625](http://www.neighbourhood.gov.uk/publications.asp?did=1625)

<sup>4</sup> [http://extra.shu.ac.uk/ndc/ndc\\_reports.htm](http://extra.shu.ac.uk/ndc/ndc_reports.htm)

<sup>5</sup> CLG (2007a) *New Deal for Communities National Evaluation: An Overview of Change Data: 2006, Research Report 33* [www.neighbourhood.gov.uk/publications.asp?did=1898](http://www.neighbourhood.gov.uk/publications.asp?did=1898)

sample is therefore large: 19,574 interviews in 2002, 19,633 in 2004, 15,792 in 2006, and 15,838 in 2008. Analysis of data developed in this paper is generally based on these sample sizes. Where it is based on smaller sub-groups this is made clear in relevant figures and tables.

- 1.6. The household survey is designed to obtain evidence in relation to all six outcomes identified in 1.1. This report draws on 94 indicators which are included in all four waves of the survey and which can be used to identify change across these outcomes<sup>6</sup>.
- 1.7. Change within the 39 NDC areas needs to be assessed against that occurring elsewhere. This is done by benchmarking what has happened in the 39 NDC areas against two other geographies. Where possible national benchmarks are included in order to place NDC Programme-wide change within this wider picture. This is useful in identifying the degree to which NDC areas are closing gaps with national trends. But because NDCs are generally disadvantaged areas, it can be argued that national statistics are simply too blunt an instrument to act as the most appropriate benchmark.
- 1.8. For that reason the evaluation team has always sought wherever possible to assess change in NDC areas against comparator areas. These are similarly deprived neighbourhoods in the same parent local authorities as NDCs. There are no shared boundaries between the comparators and any of the 39 areas in order to avoid potential 'contamination' from NDC investment. It needs to be understood that comparator areas are not 'regeneration-free controls'. They too will have seen some investment, although rarely as much as have NDC areas. In practice too they tend not to be quite as disadvantaged as are NDC areas. Despite these drawbacks, they are still the best benchmark against which to assess change occurring to NDC areas because they are themselves also relatively deprived urban localities.
- 1.9. Using the same design and questionnaire, a survey has also been carried out in these comparator areas. This sample is taken from three wards for each NDC within each of the 38 NDC parent local authorities (Birmingham contains two NDC areas so contributes six wards towards the comparator geography). The sample size for the comparator survey has fluctuated: 2,014 interviews in 2002, 4,048 in 2004, 3,062 in 2006, and 3,100 in 2008.

## A note on statistical significance

- 1.10. Sample sizes of this magnitude across both the NDC, and the comparator, areas have a very high level of statistical reliability. Findings based on the full NDC sample are reliable to within around one or two percentage points at the 95 per cent confidence interval. So if for a given indicator 50 per cent of NDC surveyed respondents state 'yes' we know there is a 95 per cent chance that the interval, 48 per cent up to 52 per cent, contains the true population proportion stating 'yes'.

<sup>6</sup> See Annex for a list of these 94 indicators.

- 1.11. When looking at differences between each wave of survey data based on the full NDC sample, there need be only very small changes for these to be significant (one or two percentage points). If 50 per cent stated 'yes' in 2002 and 53 per cent 'yes' in 2008 it can be concluded that on average these values are statistically significantly different, at a 0.05 level, and that this difference has not occurred due to chance.
- 1.12. In comparing differences between survey waves for NDC and comparator areas, for indicators based on full samples there need be a difference in change of between two or three percentage points for this to be significant. For example if the NDC proportion stating 'yes' to a question increased from 50 per cent in 2002 to 58 per cent in 2008 and the comparator proportion from 50 per cent in 2002 to 54 per cent in 2008 we can conclude that the difference in change is statistically significant at a 0.05 level and that this difference in change has not occurred due to chance.
- 1.13. However while changes may be statistically significant, they may not in all cases be especially meaningful. For example, a two percentage point increase in overall satisfaction with the area may not be considered particularly important, but the same degree of decline in unemployment levels might be. The degree of change that is taken to be meaningful will therefore to an extent depend on the question being considered.

## Cross-sectional and individual-level data

- 1.14. This report uses cross-sectional area-based data. In essence analysis is based on the change occurring across four snap-shots in time. As this is an area-based programme, it is perfectly legitimate to explore change to these neighbourhoods in this way. But there are some drawbacks in using this sort of data. For instance, cross-sectional data will include responses from individuals and households who have only just moved into an NDC area. Any changes in their status, attitudes, or experience over the previous two years could not plausibly be ascribed to NDC interventions.
- 1.15. To some extent this particular issue can be overcome by exploring changes through time experienced by specific individuals. This is possible because the design of the household survey is based, in part, on retuning to those interviewed two years earlier. So for the NDC survey 54 per cent of those interviewed in 2004 had been part of the 2002 survey, 58 per cent of the 2006 survey in 2004, and 55 per cent of the 2008 survey in 2006. This design allows for the creation of two sets of panels: one consisting of those living in an NDC area for at least two years, and one of those living in the comparator areas for at least the same period of time. The evaluation team has recently reported on change between 2002 and 2006 for these two sets of panels<sup>7</sup>.

<sup>7</sup> CLG (2009) *Four years of Change? Understanding the experiences of the 2002–2006 New Deal for Communities Panel*.

- 1.16. The key issue to stress here is that both cross-sectional and panel data have a role to play in understanding change through time. The former, the focus of attention in this report, is based on looking at change across all 39 areas over four snap-shots of time. Panel data examines change through time to those who stay in these areas for at least two years. These two data sources collectively provide a complementary and comprehensive overview of change.

## Programme-wide averages

- 1.17. The full implications of the evaluation's evidence base as a whole will be developed in a suite of final evaluation reports to be published in 2010. As part of analysis informing those final reports the evaluation team will also explore the scale of, and possible explanations for, variations in rates of change across these 39 areas. This report explores changes through time in relation to Programme-wide averages. In reality, as final reports will make clear, there are considerable variations in relation to change amongst these 39 areas: Programme-wide averages hide considerable NDC-level variations in rates of change.

## Socio-demographic variables

- 1.18. This report largely addresses change across the Programme's six outcomes outlined in 1.1 above. However this evidence is also useful in tracing change with regard to key socio-demographic variables such as age, gender, ethnicity and tenure. These are laid out in the Annex to this report. Care needs to be used in interpreting these findings. As is outlined in 1.15 the survey is based in part on returning to individuals through time in order to build up a longitudinal panel. The survey is thus not based on a purely random sample design. This may have implications for change with regard to some of variables. For instance it is not surprising to see an increase in those living at their current address for between 5 and 10 years exactly because the survey is based in part on returning to the same individuals through time. Nevertheless in broad terms it is clear that there has not been a great deal of change in relation to most socio-demographic variables. Two exceptions are a five percentage points reduction in white respondents and a three percentage points fall in social housing.
- 1.19. This report is structured as follows:
- Chapter 2 examines change across the 39 areas by identifying Programme-wide indicators showing the greatest rates of change between 2002 and 2008; trends through time are also explored
  - Chapter 3 considers change in relation to key indicators covering all of the Programme's six outcomes

- Chapter 4 assesses NDC Programme-wide rates of change against two benchmarks: national, and comparator area, equivalents
- Chapter 5 provides a brief concluding overview and identifies next steps
- the Annex provides details of indicators used in analyses, change to these through time, and change in relation to key socio-demographics.

## 2. Programme-wide change: 2002–2008: rates and trends through time

2.1. This chapter explores two issues:

- a consideration of indicators showing greatest rates of change between 2002 and 2008
- an exploration of rates of change over this six year period.

### Indicators showing greatest change: 2002–2008

2.2. The four NDC household surveys have sought to build up a detailed picture of how outcomes change in the 39 areas. Using findings from these surveys, it is possible to trace change across the 2002 to 2008 timespan for some 94 indicators<sup>8</sup>. 86 of these moved in a positive direction between 2002 and 2008 and for 80 change was statistically significant at the 0.05 level. Clearly NDC areas have been improving across a wide range of indicators.

2.3. Some indicators have shown considerable change. Table 2.1 provides an overview of the 15 indicators showing greatest change over this six year period. Bearing in mind that these data reflect just six years of a 10 year Programme, the scale of change for some indicators is considerable. For example, amongst those who know about their local Partnership, there has been a 27 percentage points rise in those who think it has improved the area.

2.4. Other than three IT related indicators: having a PC, the Internet and email at home, where considerable movement would have been expected because of broader changes in society, the other 12 indicators showing greatest change reflect **'place-based'** improvements (see 1.1.):

- **increases in awareness of, and positive attitudes towards, local NDC Partnerships:** three indicators relate to knowing about and trusting the local Partnership and thinking it has improved the area; in these instances too the absolute totals (each more than 60 per cent by 2008), also reflect considerable achievements by NDCs: through time NDC Partnerships have become much more embedded in their local communities
- **reductions in fear of crime:** four indicators relate to residents becoming less fearful of specific crimes (burglary, vandalism to home or car, mugging, attacks by strangers)

<sup>8</sup> These are listed in the Annex

- **reductions in local criminal or anti-social behaviour:** four are concerned with actual declines in specific crimes or aspects of antisocial behaviour (car crime; vandalism, graffiti and damage to property; abandoned and burnt out cars; household burglary)<sup>9</sup>
- **recognition of area improvements:** there was an 18 percentage points increase in those thinking the area had improved in the previous two years.

**Table 2.1: Indicators showing greatest change**

|  | 2002 | 2008 | Change<br>2002–2008 |
|--|------|------|---------------------|
| NDC improved area a great deal/a fair amount (a)                   | 33   | 60   | <b>27</b>           |
| Use Internet at home   | 25   | 51   | <b>27</b>           |
| Car crime a serious problem  | 38   | 16   | <b>-22</b>          |
| Use PC at home   | 35   | 57   | <b>22</b>           |
| Use email at home  | 23   | 44   | <b>22</b>           |
| Very/fairly worried about being burgled                            | 65   | 44   | <b>-21</b>          |
| Very/fairly worried about vandalism to home or car                 | 57   | 38   | <b>-19</b>          |
| Area got much/slightly better in past two years (b)                | 24   | 42   | <b>18</b>           |
| Trust local NDC a great deal/a fair amount (a)                     | 43   | 61   | <b>18</b>           |
| Very/fairly worried about being mugged                             | 58   | 41   | <b>-17</b>          |
| Vandalism, graffiti and other damage to property a serious problem | 33   | 15   | <b>-17</b>          |
| Abandoned/burnt out cars a serious problem                         | 21   | 3    | <b>-17</b>          |
| Household burglary a serious problem                               | 25   | 10   | <b>-15</b>          |
| Heard of NDC   | 63   | 78   | <b>15</b>           |
| Very/fairly worried about being physically attacked by strangers   | 54   | 39   | <b>-14</b>          |

Source: Ipsos MORI NDC Household Survey 2002–2008

Base: All; (a) All heard of local NDC; (b) All lived in area two or more years

Bold: Change significant at the 0.05 level (Z test)

2.5. Out of interest the **10 people-based indicators showing greatest change** are outlined in Table 2.2. Five of these relate to the availability of IT and two to income and earnings where change would be expected through time because of changes to society as a whole and because of inflationary pressures. Of the remaining three:

- one relates to finance: having a current account
- and two reflect changes in health outcomes: feeling calm and peaceful, and also trust in local health services.

<sup>9</sup> These indicators feed into a composite index of lawlessness and dereliction. Between 2002 and 2008, the proportion of residents with a 'high' lawlessness and dereliction score decreased from 31 to 13 per cent (see 3.23)

**Table 2.2: People-based indicators showing greatest change**

|  | 2002 | 2008 | Change<br>2002–2008 |
|--|------|------|---------------------|
| Use Internet at home   | 25   | 51   | <b>27</b>           |
| Use PC at home   | 35   | 57   | <b>22</b>           |
| Use email at home  | 23   | 44   | <b>22</b>           |
| Have current account   | 59   | 72   | <b>13</b>           |
| Gross household income below £200 per week                         | 45   | 34   | <b>-11</b>          |
| Felt calm and peaceful most/all of the time during past four weeks | 48   | 54   | <b>6</b>            |
| Trust local health services a great deal/a fair amount             | 75   | 81   | <b>6</b>            |
| Use Internet at work/place of study                                | 18   | 24   | <b>6</b>            |
| Gross earnings from work less than £100 per week (a)               | 13   | 7    | <b>-5</b>           |
| Use email at work/place of study                                   | 17   | 22   | <b>5</b>            |

Source: Ipsos MORI NDC Household Survey 2002–2008

Base: All; (a) All receiving income from work

Bold: Change significant at the 0.05 level (Z test)

2.6. Unambiguously negative change in NDC areas between 2002–2008 was rare. Of the suite of 94 indicators only eight moved in what might be seen as a perverse manner. The rate of change was statistically significant for only five of these and all showed less than three percentage points movement (Table 2.3). In reality there is too a degree of uncertainty in relation to four of these with only the increase in the proportion of people taking no exercise of 20 minutes or more representing an unambiguous deterioration. A rise in those receiving benefits may reflect an increasingly dependent population and/or be a positive outcome arising from benefit claimant schemes implemented by Partnerships<sup>10</sup>. Similarly an increase in those thinking they need to improve writing and reading skills may reflect a less skilled local population and/or one which is increasingly aware of the need to improve personal skills. And whether a decrease in those with credit cards is necessarily a backward step is certainly debatable.

**Table 2.3: Indicators showing statistically significant deterioration**

|                                       | 2002 | 2008 | Change<br>2002–2008 |
|---------------------------------------|------|------|---------------------|
| Receive benefits                      | 43   | 45   | <b>2</b>            |
| Do no exercise for 20 minutes or more | 9    | 11   | <b>2</b>            |
| Have credit card                      | 28   | 27   | <b>-1</b>           |
| Need to improve writing               | 13   | 15   | <b>1</b>            |
| Need to improve reading               | 12   | 13   | <b>1</b>            |

Source: Ipsos MORI NDC Household Survey 2002–2008

Base: All

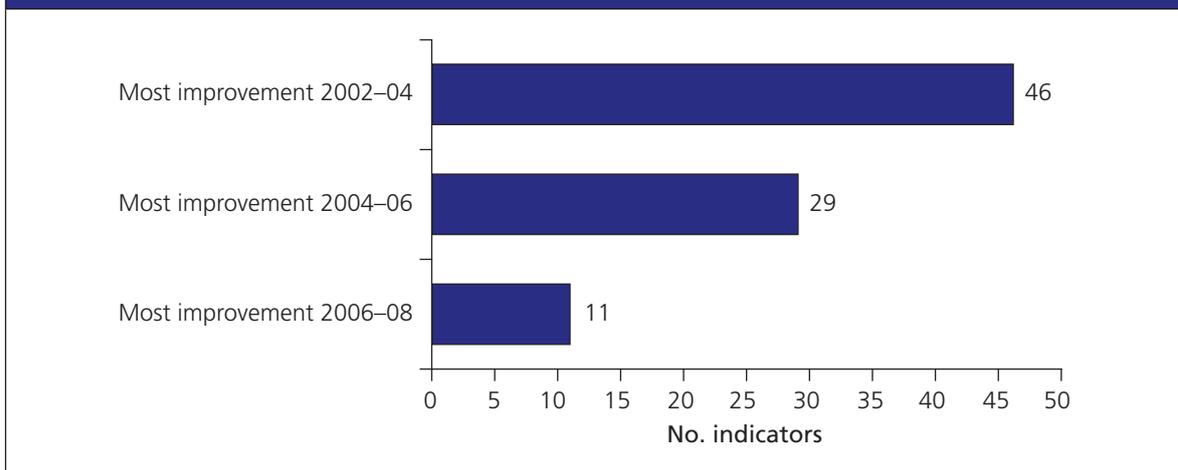
Bold: Change significant at the 0.05 level (Z test)

<sup>10</sup> This increase might also in part reflect the introduction of in-work benefits since 2002, including Working Tax Credits.

## Rates of change 2002–2008

- 2.7. Patterns of change over time show that for over half the indicators, change was most marked in the earlier periods of the Programme. As is outlined in greater detail in the Annex, of the 86 indicators which improved between 2002 and 2008, 46 (53 per cent) showed more improvement in the first two years than between 2004 and 2006, and 2006 and 2008 (Figure 2.1). 29 indicators (34 per cent) showed most positive change between 2004 and 2006, and 11 (13 per cent) in the last two year period: 2006 to 2008.
- 2.8. Fear and experience of crime were amongst the early improving indicators, along with perceptions of the NDC and of the area. Between 2004 and 2006 problems with the environment and with lower level crime and anti-social behaviour tended to show most improvement together with some health indicators. Trust of local statutory organisations increased most in the period 2006 to 2008. It difficult to explain exactly why some indicators moved most in earlier, and some in later, periods. But it may well reflect the fact that in their early years many NDC Partnerships prioritised interventions designed to improve degraded local environments and to address low level crime and anti-social behaviour. In turn these initiatives impacted on indicators designed to explore change in relation to fear of crime and attitudes to the local area. Other indicators such as say trust in local organisations may simply take longer to change positively for NDC residents, many of whom will have had a generally negative impression of statutory agencies when the Programme was launched in the late 1990s.

**Figure 2.1: No. indicators showing most of their improvement in 2002–2004, 2004–2006 and 2006–2008**



Source: Ipsos MORI NDC Household Survey 2002–2008  
Base: All indicators showing improvement (86)

- 2.9. Accompanying the fall in rates of change over time there is also a complementary increase in the number of indicators showing deterioration over these three two-year time periods (Table 2.4). This evidence, and that developed in para 2.7 above, tends to confirm findings from across the evaluation that the rate of change has slowed down through time. Reasons why this might have occurred are explored in the final chapter.

**Table 2.4: Number of indicators showing improvement and deterioration: 2002–2004, 2004–2006 and 2006–2008**

|   | 2002–2004 | 2004–2006 | 2006–2008 |
|---|-----------|-----------|-----------|
| No. indicators showing improvement        | 88        | 79        | 72        |
| No. indicators showing sig. improvement   | 68        | 65        | 44        |
| No. indicators showing deterioration      | 6         | 15        | 22        |
| No. indicators showing sig. deterioration | 1         | 3         | 6         |

Source: Ipsos MORI NDC Household Survey 2002–2008

## Concluding comment

2.10. A number of overarching comments should be made in relation to overall change across the Programme:

- NDC areas have been changing for the better across a wide range of indicators: 80 of 94 indicators moved in a positive and statistically significant manner between 2002 and 2008
- virtually all of those indicators showing greatest positive change over this six year period relate to place-based outcomes and in particular reductions in fear, and actual incidence, of crime, and improving attitudes towards the local area
- evidence suggests that the rate of positive change has slowed through time.

## 3. Change across Programme outcomes

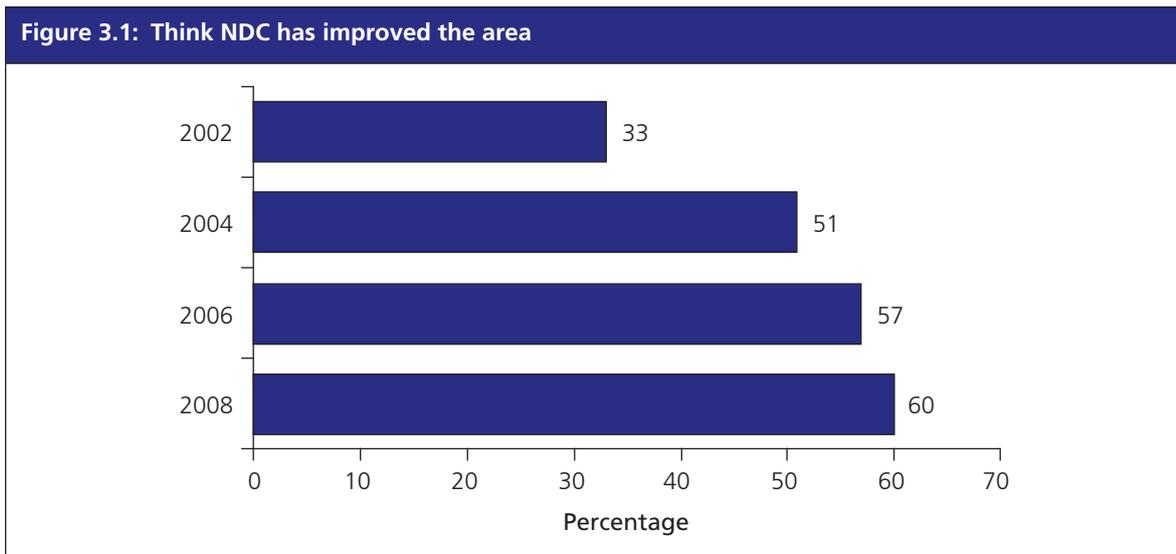
- 3.1. The previous chapter identified indicators making greatest change between 2002 and 2008, and examined rates of change over this six year period. This chapter considers each of the six outcomes in turn. This exercise is not designed to provide a comprehensive overview of each and every indicator. Rather these six narratives are based on selective indicators which collectively provide an overview of change in relation to each outcome. The three place-based outcomes are considered first.

### Place-based outcomes

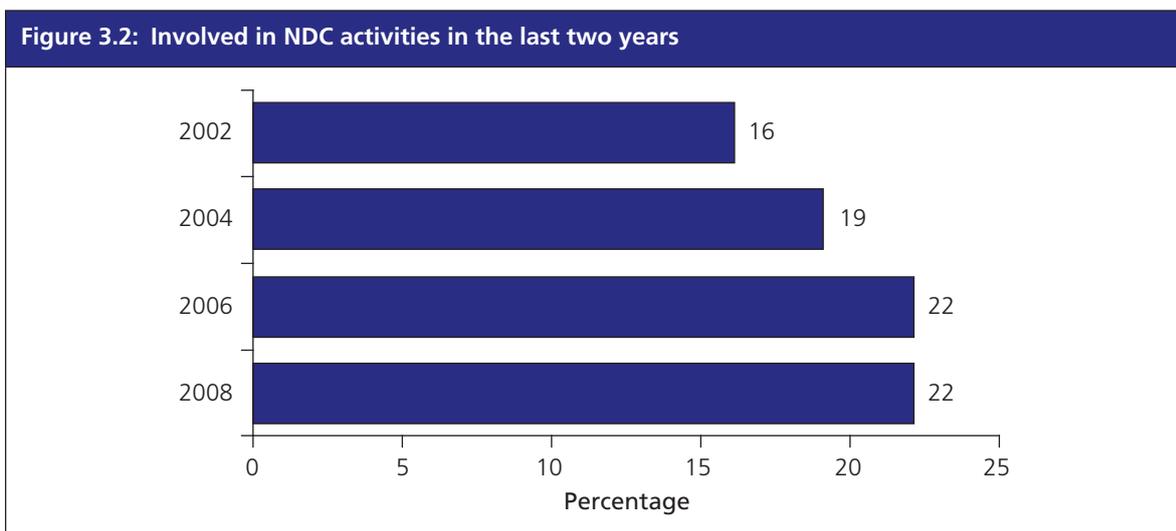
#### The community dimension

- 3.2. More than perhaps any other previous ABI, the NDC Programme has placed a considerable emphasis on engaging with, supporting, involving and empowering local residents. By 2007, Programme-wide spend on this theme amounted to about £216m or 17 per cent of total expenditure. It can be argued that the impact of this activity should, at least in part, be reflected in indicators which assess residents' perceptions of their local Partnership or which highlight community dynamics as a whole.
- 3.3. As is outlined in Table 2.1, over the six year period 2002 to 2008 the percentage of residents who had heard of their local NDC rose 15 percentage points to 78 per cent.
- 3.4. And of those who had heard of their local Partnership in 2008, 60 per cent thought it had improved the area as a place to live, three percentage points more than in 2006 and almost twice the proportion in 2002 (Figure 3.1). As projects have come on tap and changes implemented in these areas, local residents have become much more positive about their local Partnership.
- 3.5. Not surprisingly there has also been a commensurate increase in those trusting their NDC. Over this six year period there was a seven percentage points increase in those trusting their NDC a great deal, and a 10 percentage points increase in those trusting it a fair amount. By 2008 61 per cent of residents who had heard of their local NDC expressed some form of trust in it, compared with 49 per cent trusting their local council.
- 3.6. However, although there have been increases in the proportion of residents who are generally positive about their local Partnership, there has been relatively little change in recent years in those involved in NDC activities (Figure 3.2). Of those knowing about their local NDC in 2008, 22 per cent had been involved in NDC-organised activities in the last two years. Between 2002 and 2006 there was an increase of six percentage points,

but no further change occurred between 2006 and 2008. This may reflect a number of factors. For instance, as NDCs mature they have tended to focus more on larger-scale projects which are perhaps less suitable for community involvement. There may therefore have been fewer new opportunities for people to get involved. And it should also be remembered that these are deprived areas; compared with issues such as household income or acquiring and retaining jobs, involvement in local activities may not always be a major priority for local residents.



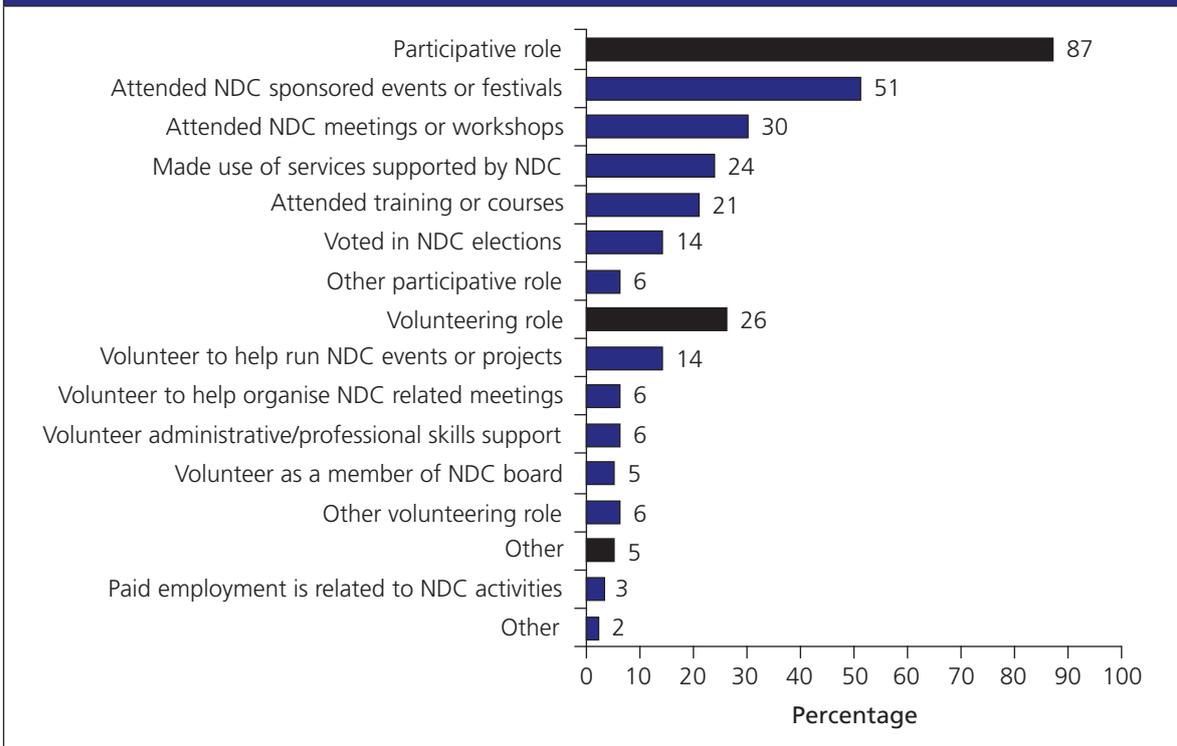
Source: Ipsos MORI NDC Household Survey 2002–2008  
 Base: All heard of local NDC



Source: Ipsos MORI NDC Household Survey 2002–2008  
 Base: All heard of local NDC

3.7. A new question in the 2008 household survey shows ways in which people are involved in NDC activities (Figure 3.3). Of those involved, just over a quarter (26 per cent) have volunteered for the NDC, running events or projects, organising meetings, sitting on an NDC board, and so on. A much greater proportion (87 per cent) have had a participative role, such as attending events or making use of NDC services.

**Figure 3.3: Type of involvement in NDC activities**

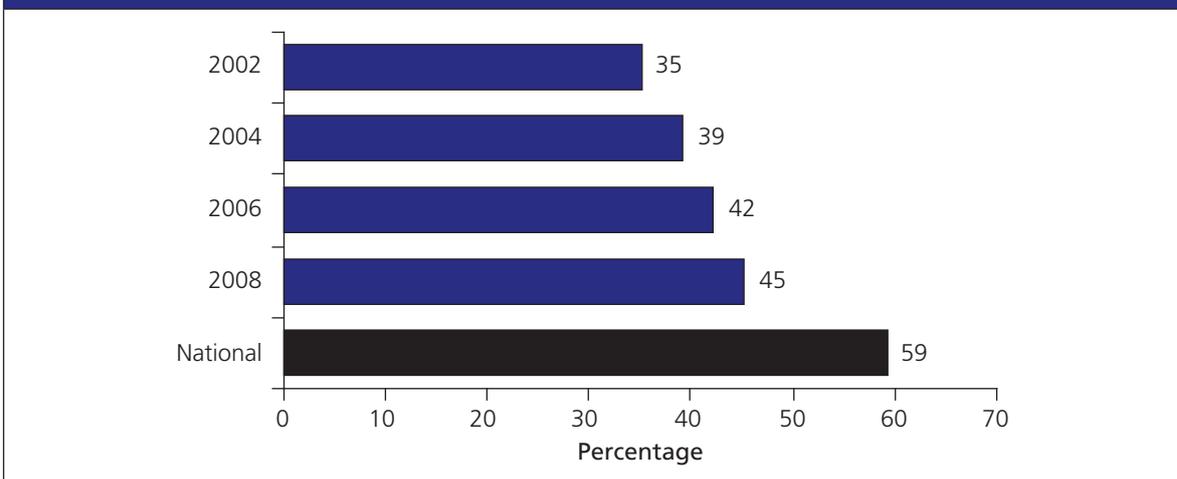


Source: Ipsos MORI NDC Household Survey 2002–2008

Base: All who have been involved in activities organised by local NDC in the last two years

3.8. Partnerships generally operate in neighbourhoods which have been subject to considerable social and economic deprivation. Partly as a result, community infrastructure and networking may not be as strong as is the case in less disadvantaged areas. Despite what therefore can often be an unpromising local context, there has been a steady increase in the proportion of NDC residents feeling part of the local community, from 35 per cent in 2002 to 45 per cent in 2008 (Figure 3.4). However, the NDC Programme-wide average is still considerably lower than the national equivalent of 59 per cent.

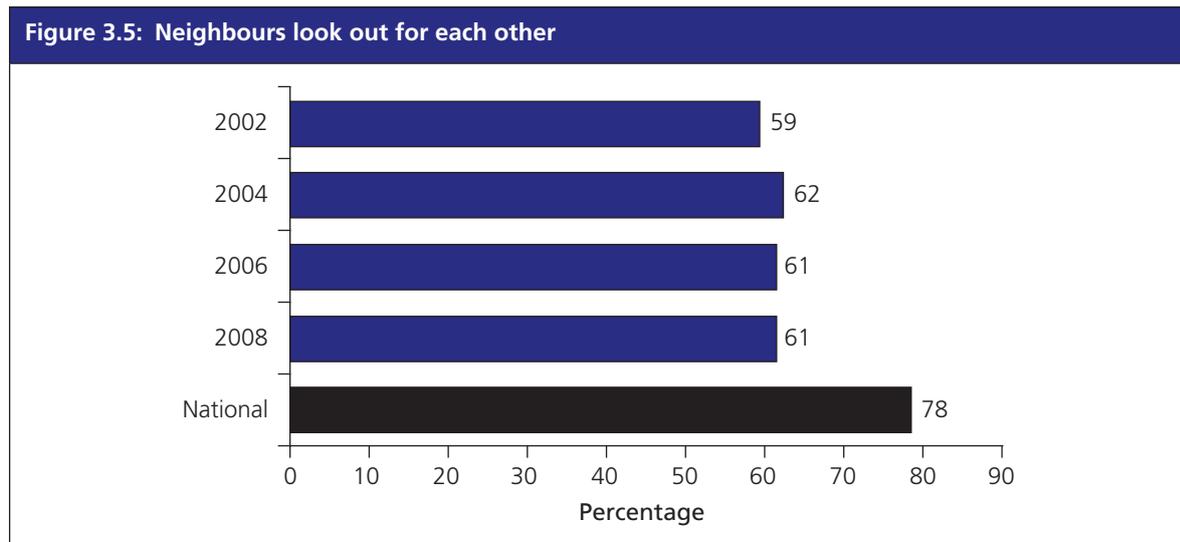
**Figure 3.4: Feel part of the local community**



Source: Ipsos MORI NDC Household Survey 2002–2008; Ipsos MORI Public Affairs Monitor 2008

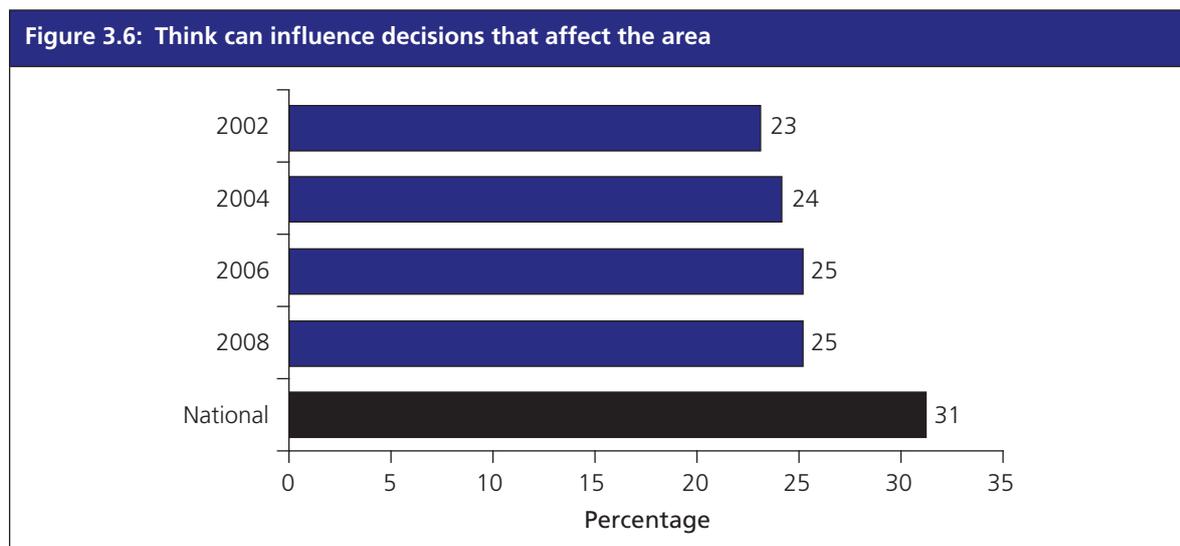
Base: All respondents

3.9. Although there has been positive change in relation to residents feeling part of the local community, there is not so much evidence of change with regard to other community orientated or ‘social capital’ indicators. To give three examples. First, the proportion seeing their area as a place where neighbours look out for each other increased by two percentage points overall, but showed little change after 2004 (Figure 3.5). In 2008 61 per cent of NDC residents said that neighbours look out for each other, compared with 78 per cent nationally.



Source: Ipsos MORI NDC Household Survey 2002–2008; Ipsos MORI Public Affairs Monitor 2008  
 Base: All respondents

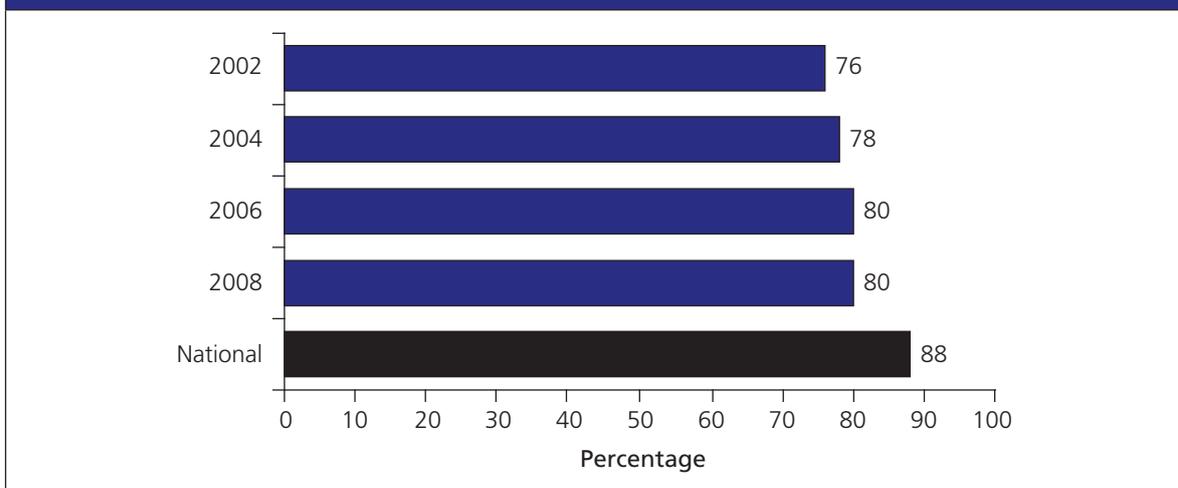
3.10. Second, about a quarter of NDC residents think they can influence decisions affecting their area (Figure 3.6). There was a small improvement (two percentage points) between 2002 and 2008, but the NDC average remains considerably lower than the national equivalent of 31 per cent.



Source: Ipsos MORI NDC Household Survey 2002–2008; Ipsos MORI Public Affairs Monitor 2008  
 Base: All respondents

- 3.11. Third, there has also been only relatively modest change in relation to residents considering their overall quality of life to be good. In 2008 four-fifths of NDC residents rated this as very good or fairly good, eight percentage points lower than the national benchmark (Figure 3.7). There was a four percentage points improvement between 2002 and 2006, but little change between 2006 and 2008. It should be said here however, that this is more of a catch-all indicator likely to reflect a wide range of considerations, not just community rooted issues<sup>11</sup>. And it could be argued too that this is a high absolute figure bearing in mind these are 39 deprived areas. But nevertheless there was relatively little change over this six year period.

**Figure 3.7: Quality of life is good**

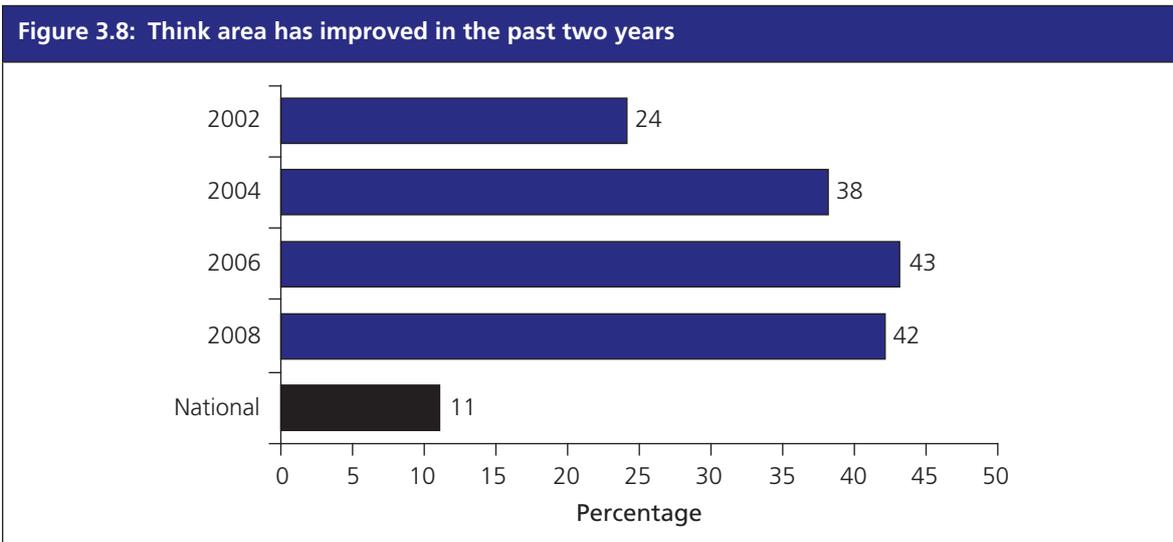


Source: Ipsos MORI NDC Household Survey 2002–2008; Ipsos MORI Public Affairs Monitor 2008  
Base: All respondents

### Housing and the physical environment

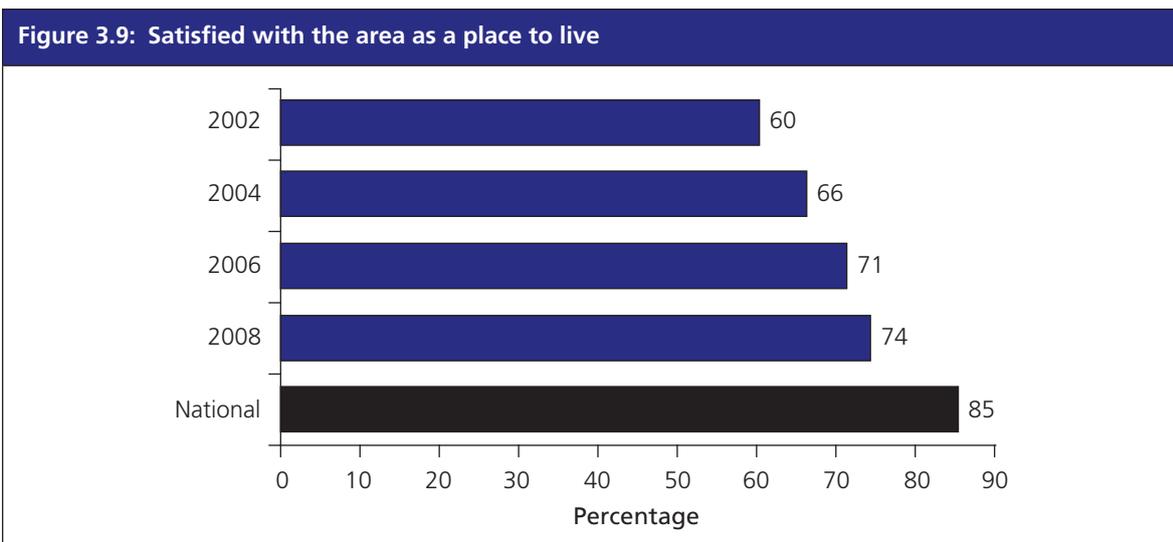
- 3.12. Partnerships are dealing with a range of problems arising from poor quality housing and often depressing local environments. NDCs have implemented schemes to improve the local physical environment and some are working with other agencies to effect major housing renewal schemes, the full benefits of which may take many years to feed through. Housing and environment issues have seen more investment than any of the other five outcomes. By 2007, Programme-wide spend on housing and environment amounted to approximately £330m or 26 per cent of total expenditure.
- 3.13. There is some evidence to suggest that investment in environmental improvements has helped change attitudes over this six year period. In 2008 42 per cent of NDC residents thought that their area had got either much, or slightly, better over the past two years. While this is a slight decrease on 2006, there has been an overall increase of 18 percentage points since 2002 (Figure 3.8). Nationally, only 11 per cent of people thought that their area had improved.

<sup>11</sup> The question for this variable is worded as follows: *If we were to define "quality of life" as how you feel overall about your life, including your standard of living, your surroundings, friendships and how you feel day-to-day, how would you rate your quality of life?*



Source: Ipsos MORI NDC Household Survey 2002–2008; Survey of English Housing 2004/05  
 Base: All lived in area two or more years

3.14. As well as increases in the proportion of people thinking their area had improved, between 2002 and 2008 there was a 13 percentage point increase in NDC residents who were satisfied with their area as a place to live (Figure 3.9), including a three percentage points increase between 2006 and 2008. Despite this positive change, NDC levels remain more than ten percentage points lower than the national equivalent. But in this case, unlike the situation in relation to those thinking the area has improved in the previous two years (3.13), there is a pattern of steady improvement across all of this six year period.

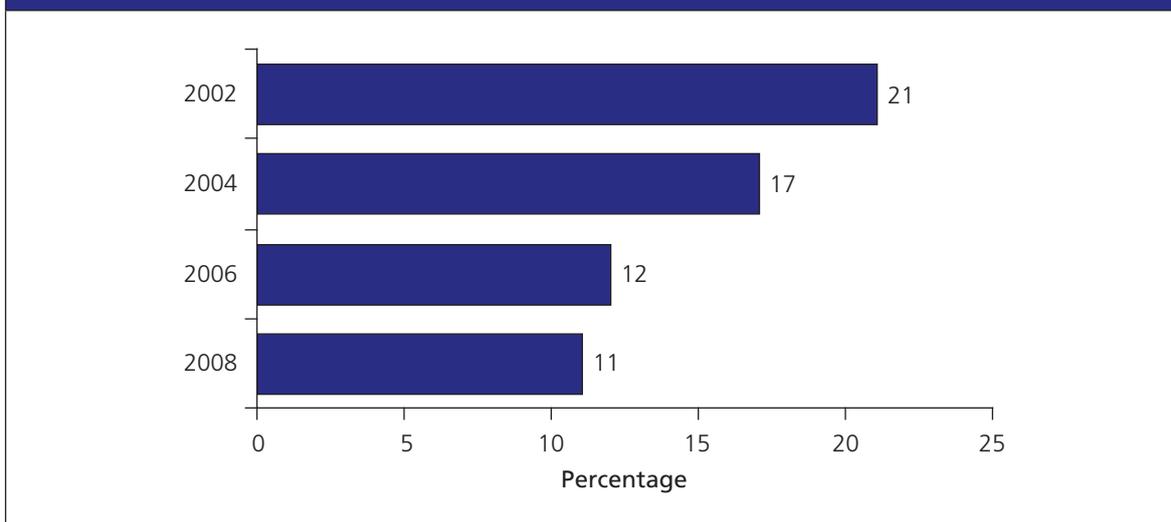


Source: Ipsos MORI NDC Household Survey 2002–2008; Survey of English Housing 2006/07  
 Base: All respondents

3.15. Respondents are asked to identify the extent to which the following five environmental issues are a serious problem in their area: dogs causing nuisance or mess; litter and rubbish in the streets; the speed and volume of road traffic; poor quality or lack of parks or open spaces; and poor public transport. Each respondent has been given a composite score based on their

responses to these questions: the higher the score, the more serious the perceived problems. In 2008 11 per cent had a 'high' score, 10 percentage points less than in 2002 (Figure 3.10). Most of this improvement occurred between 2002 and 2006.

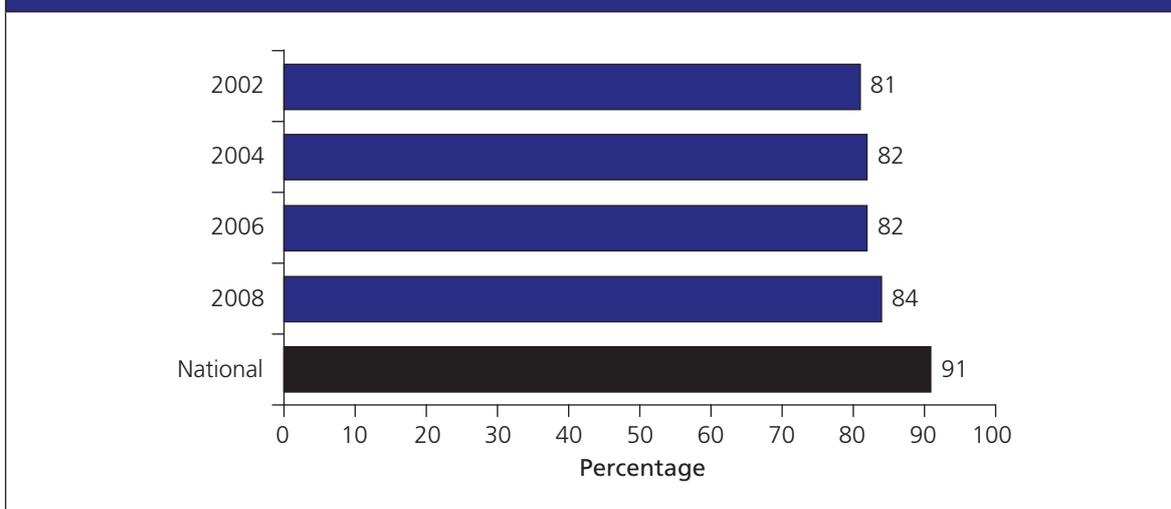
**Figure 3.10: Problems with the environment index, high score**



Source: Ipsos MORI NDC Household Survey 2002–2008  
Base: All respondents

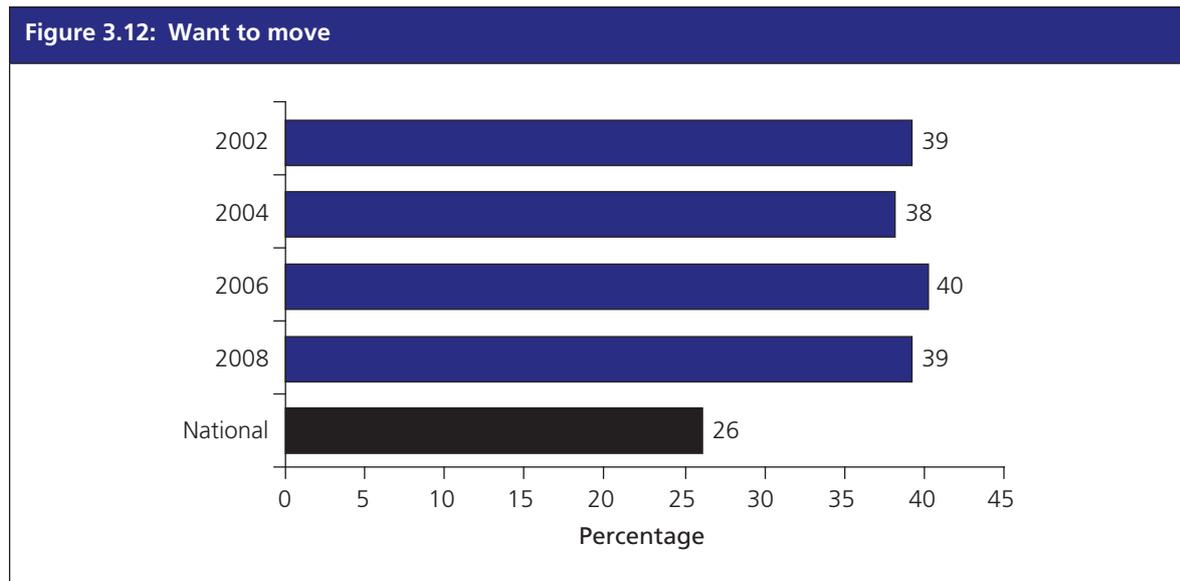
3.16. The survey also provides evidence in relation specifically to housing, as opposed to environmental, considerations. For instance, the proportion of residents satisfied with their accommodation increased from 81 per cent in 2002 to 84 per cent in 2008 (Figure 3.11). Over half of this change occurred between 2006 and 2008. The NDC rate is some seven percentage points lower than the national benchmark, but the gap has narrowed by three percentage points since 2002.

**Figure 3.11: Satisfied with accommodation**

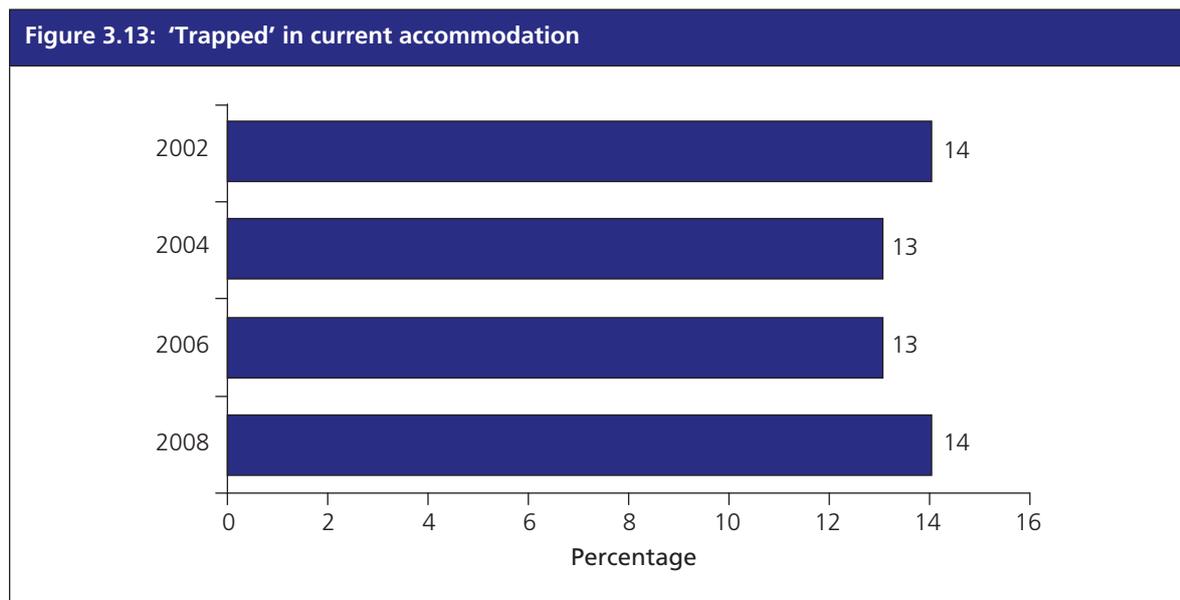


Source: Ipsos MORI NDC Household Survey 2002–2008; Survey of English Housing 2006/07  
Base: All respondents

3.17. Bearing in mind the scale of environmental improvements and the increase in the proportion of those satisfied with their accommodation, it might have been anticipated that there would have been a decrease in those wanting to move from their current accommodation. But there was no net change between 2002 and 2008. In 2008 39 per cent said they wanted to move, compared with 26 per cent nationally (Figure 3.12). Similarly there has been little change in the proportion of residents feeling ‘trapped’: wanting to move but not expecting to do so (Figure 3.13).



Source: Ipsos MORI NDC Household Survey 2002–2008; Ipsos MORI Public Affairs Monitor 2008  
 Base: All respondents



Source: Ipsos MORI NDC Household Survey 2002–2008  
 Base: All respondents

3.18. Insights into what influences people’s desire to move have been obtained by returning in 2008 to those interviewed in 2006 and who had changed their minds about moving. In 2008 those who had indicated in 2006 that

they thought they would leave the area were asked whether their decision to stay had been affected by recent improvements in the area (Table 3.1). Interestingly, there is little to suggest that area improvements were encouraging more people to stay.

- 3.19. Similarly those who indicated in 2006 that they would not be moving from their property but in 2008 indicated that they wished to do so, were asked why they had changed their views (Table 3.2). There has not been a great deal of change here. Three sets of factors have consistently been prioritised by residents: property, area related considerations, and personal reasons. However, between 2004 and 2008 there was a decrease in the proportion changing their mind because of area-related factors.

**Table 3.1: Last time you said that you thought you would move from this property within the next two years. To what extent, if at all, has your decision to stay been affected by any improvements that have happened here recently?**

|               | 2004 | 2006 | 2008 |
|---------------|------|------|------|
| A great deal  | 8    | 5    | 4    |
| A fair amount | 17   | 16   | 19   |

Source: Ipsos MORI NDC Household Survey 2002–2008

Base: All longitudinal respondents who thought they would move in previous wave of survey but now do not think they will

**Table 3.2: Last time you thought you would not move from your property, but now you think you will. What has changed to make you say that?**

|                   | 2004 | 2006 | 2008 |
|-------------------|------|------|------|
| Property related  | 40   | 45   | 41   |
| Area related      | 36   | 28   | 31   |
| Personal reasons  | 30   | 32   | 28   |
| Work reasons      | 4    | 4    | 3    |
| Retirement        | 1    | 1    | 1    |
| Services          | 1    | 2    | 1    |
| Financial reasons | 4    | 6    | 5    |

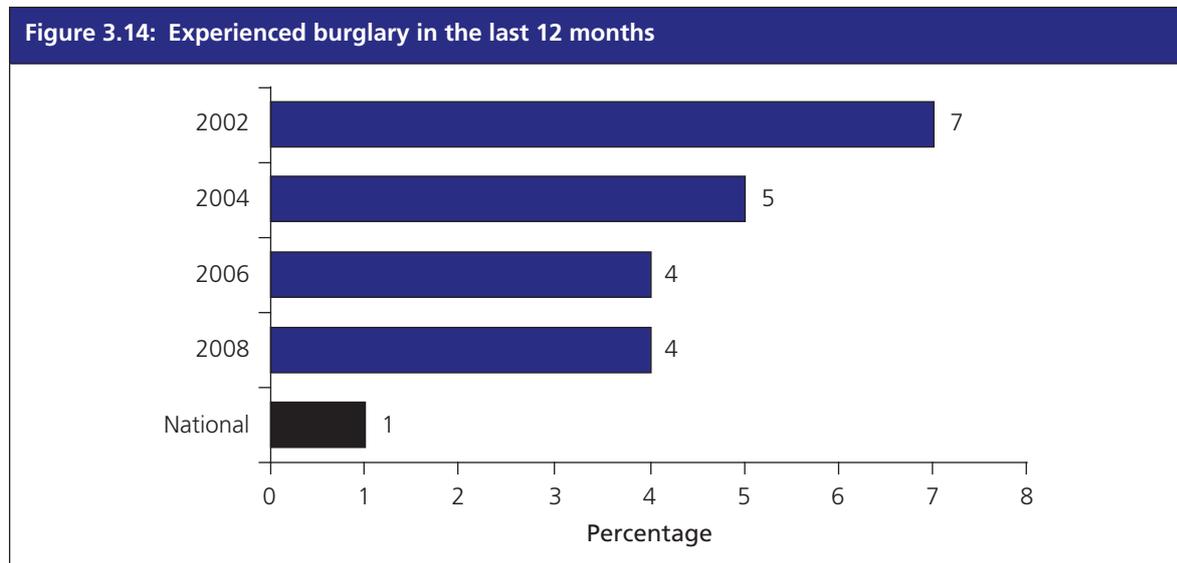
Source: Ipsos MORI NDC Household Survey 2002–2008

Base: All longitudinal respondents who thought they would not move in previous wave of survey but now think they will

## Crime

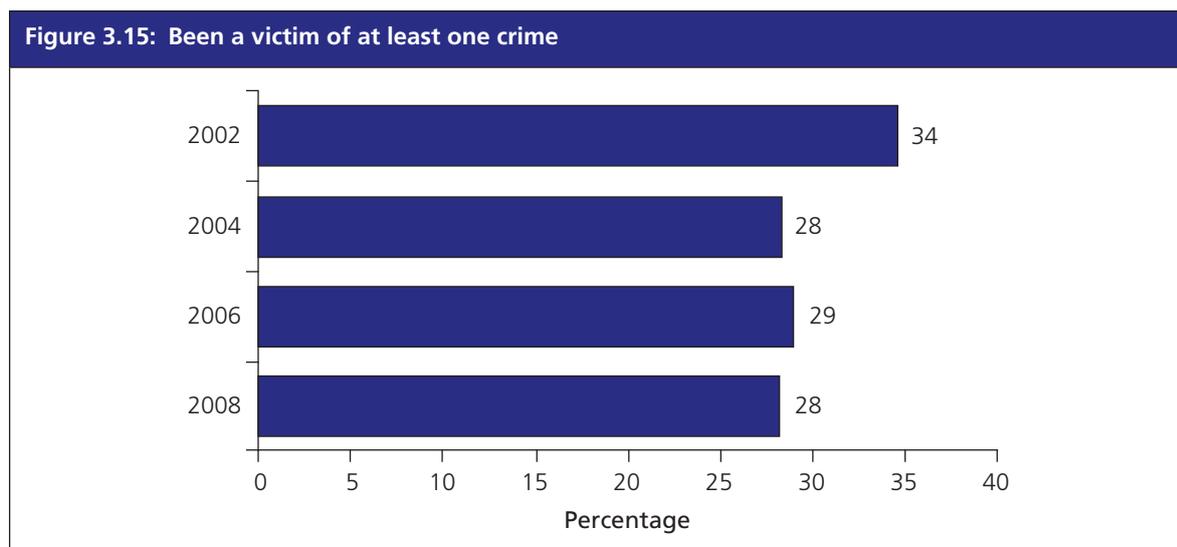
- 3.20. Across the Programme, NDC Partnerships have put in place a range of initiatives designed to reduce fear, and incidence, of crime including enhanced police and Police Community Support Officer resources, the installation of CCTV schemes, target hardening projects, alleygating initiatives, and so on. By 2007, about £118m or 9 per cent of total Programme-wide expenditure had been allocated to crime and community safety, less than for any of the other five outcome areas.

3.21. Survey data provide insights into both the actual incidence, and also fear, of crime. In relation to the former, in 2008 4 per cent of NDC residents had experienced burglary in the last 12 months, three percentage points less than in 2002 (Figure 3.14). However, the NDC rate remains four times higher than the national equivalent of 1 per cent.



Source: Ipsos MORI NDC Household Survey 2002–2008; British Crime Survey 2007/08  
 Base: All respondents

3.22. Residents were also asked if they had been the victim of at least one crime in the last 12 months. There was a six percentage points reduction between 2002 and 2004, but no change thereafter (Figure 3.15). More than a quarter of NDC residents are the victim of at least one crime each year.

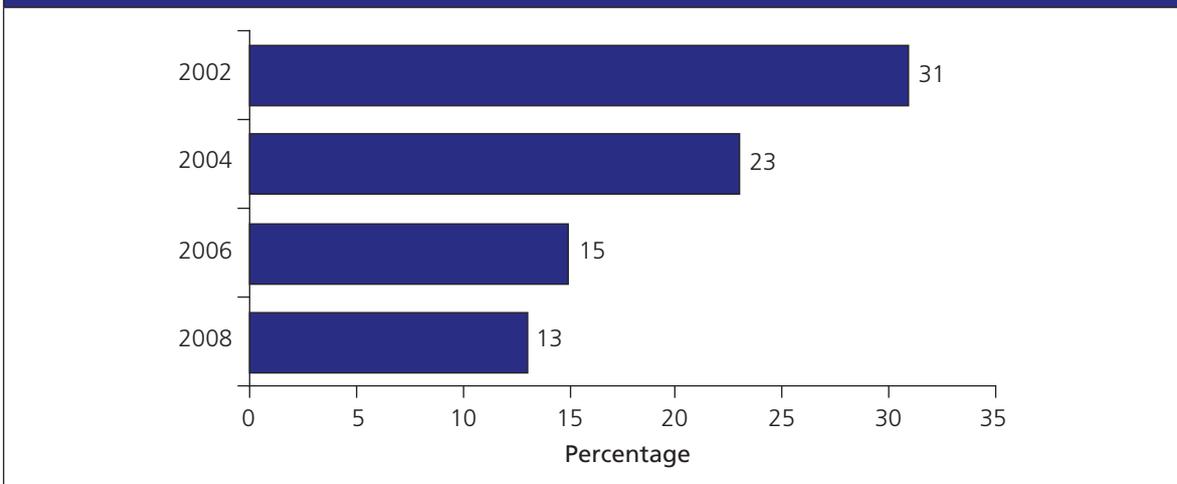


Source: Ipsos MORI NDC Household Survey 2002–2008  
 Base: All respondents

3.23. Survey respondents were asked to identify the extent to which the following ten issues relating to lawlessness and dereliction were a serious problem in their area: run down or boarded up properties; abandoned or burnt out cars; vandalism, graffiti and other deliberate damage to property; people being

attacked or harassed; household burglary; car crime (e.g. damage, theft and joyriding); teenagers hanging around on the streets; drug dealing and use; property being set on fire; and disturbance from crowds or hooliganism. Each respondent has been given a composite score based on responses to these questions: the higher the score, the more serious the perceived problems. In 2008 13 per cent had a 'high' score, compared with 31 per cent in 2002 (Figure 3.16). Clearly here there has been a dramatic improvement in residents' perceptions of lawlessness and dereliction in their immediate locality.

**Figure 3.16: Lawlessness and dereliction index**

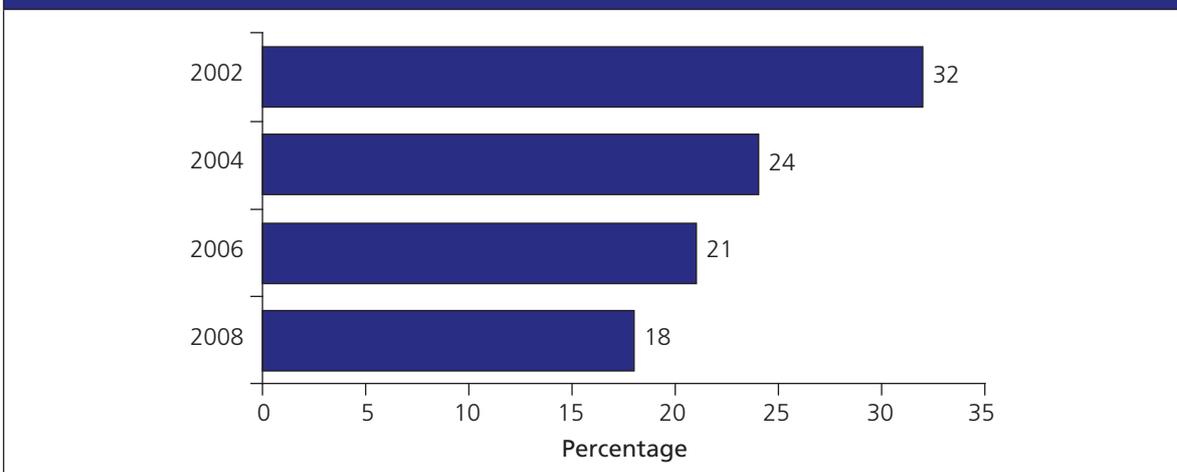


Source: Ipsos MORI NDC Household Survey 2002–2008

Base: All respondents

- 3.24. There have also been considerable reductions in indicators reflecting fear of crime. Survey respondents were asked to describe how worried they were about nine different crimes happening to them. Each respondent has been given a composite score based on their responses to these questions. In 2008 18 per cent had a 'high' score, compared with 32 per cent in 2002 (Figure 3.17).

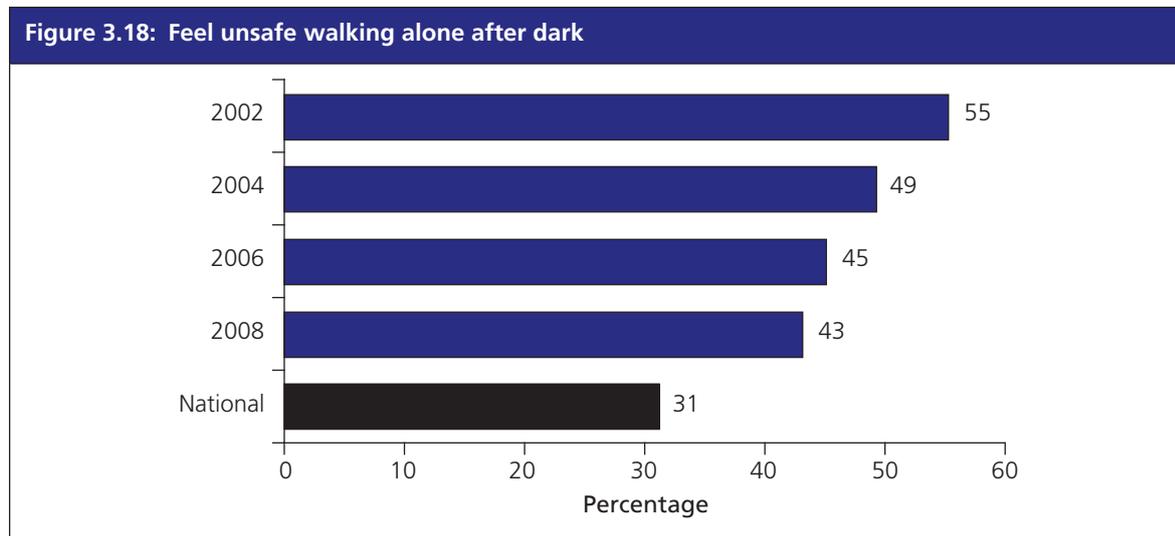
**Figure 3.17: Fear of crime index**



Source: Ipsos MORI NDC Household Survey 2002–2008

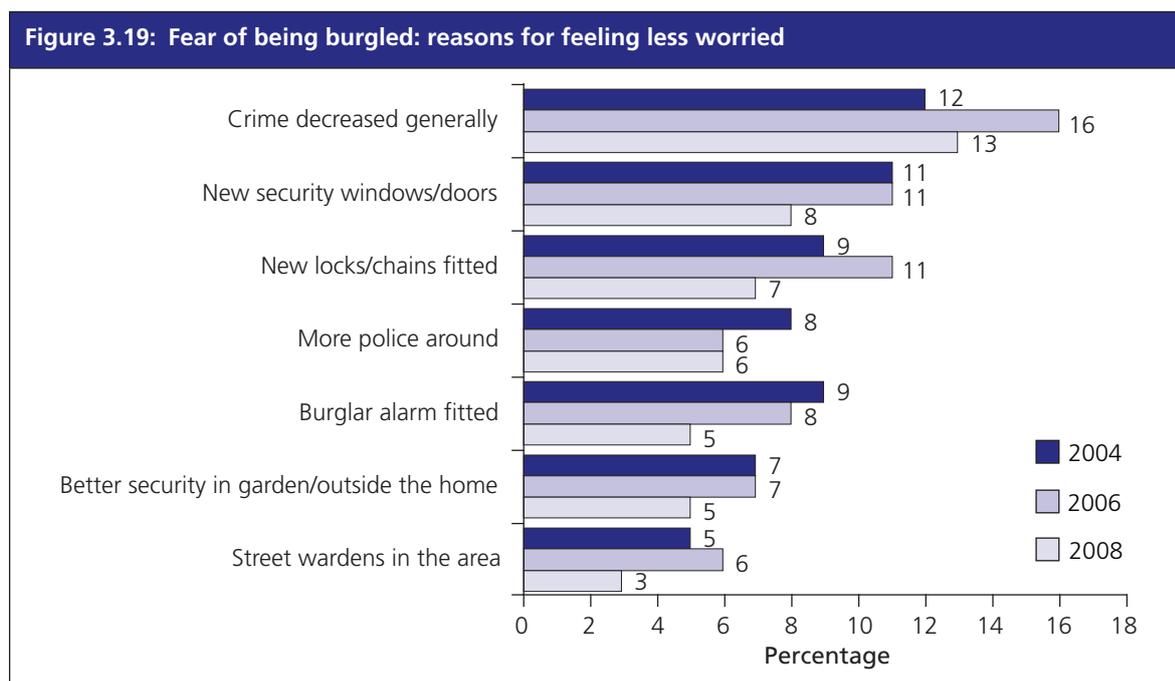
Base: All respondents

3.25. Similarly between 2002 and 2008 the proportion of residents feeling unsafe walking alone after dark fell from 55 per cent to 43 per cent. This remains high when compared with the national figure of 31 per cent (Figure 3.18). But in general there is clear evidence to indicate that by 2008 NDC residents were considerably less fearful of crime than was the case in 2002.



Source: Ipsos MORI NDC Household Survey 2002–2008; British Crime Survey 2007/08  
 Base: All respondents

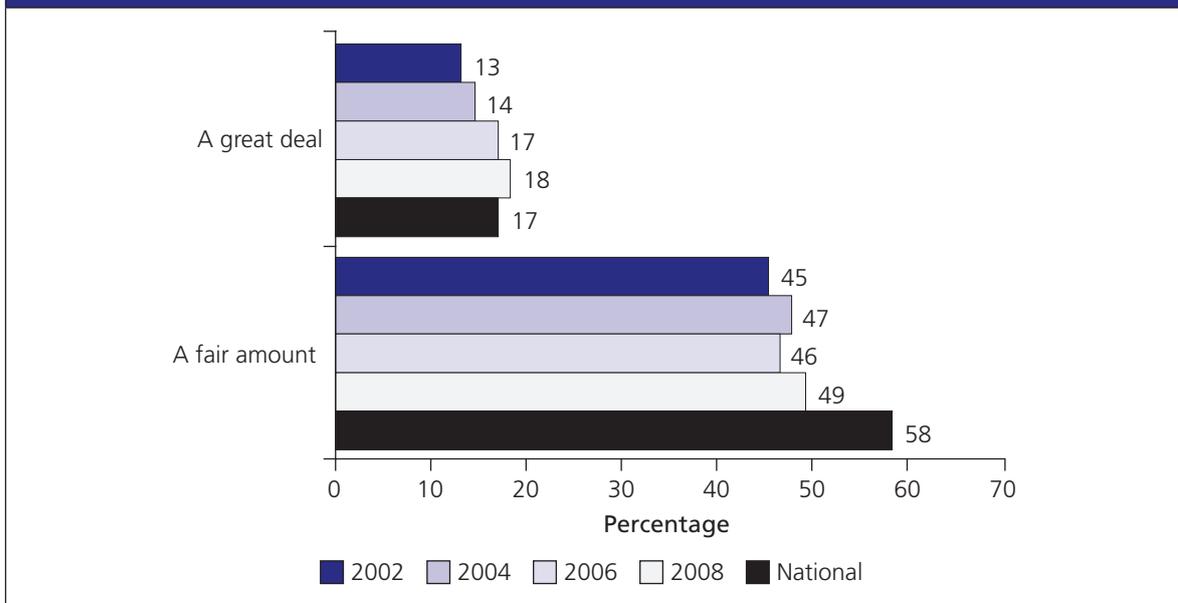
3.26. Fear of crime has fallen for a number of reasons. The most important factor reported by NDC residents in declining rates of fear in relation to burglary is the perception of decreasing crime rates generally. But NDC Partnership and partner agency interventions to improve domestic security, introduce street wardens, and boost police all appear to have helped reduce fear levels in relation to this particular crime (Figure 3.19).



Source: Ipsos MORI NDC Household Survey 2002–2008  
 Base: All longitudinal respondents who say they are less/more worried about burglary than last time

- 3.27. With NDCs often placing a particular emphasis on reducing crime, combined with the police generally being one of the most supportive of partner agencies, it is not surprising to see evidence of increasing levels of trust in the local police (Figure 3.20). By 2008 a higher proportion of local residents trusted the police a great deal than was the case nationally.

**Figure 3.20: Trust in Police**



Source: Ipsos MORI NDC Household Survey 2002–2008; Ipsos MORI Public Affairs Monitor 2008  
Base: All respondents

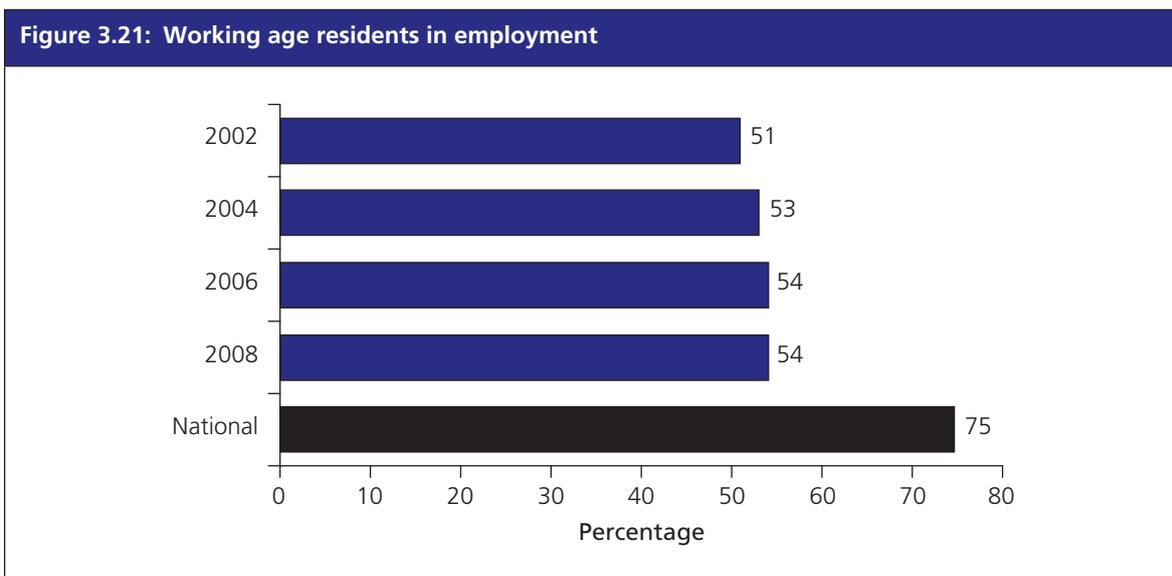
## People-based indicators of change

- 3.28. The section below addresses the Programme’s three people-based outcomes: work and finance; education and skills; and health.

### Work and finance

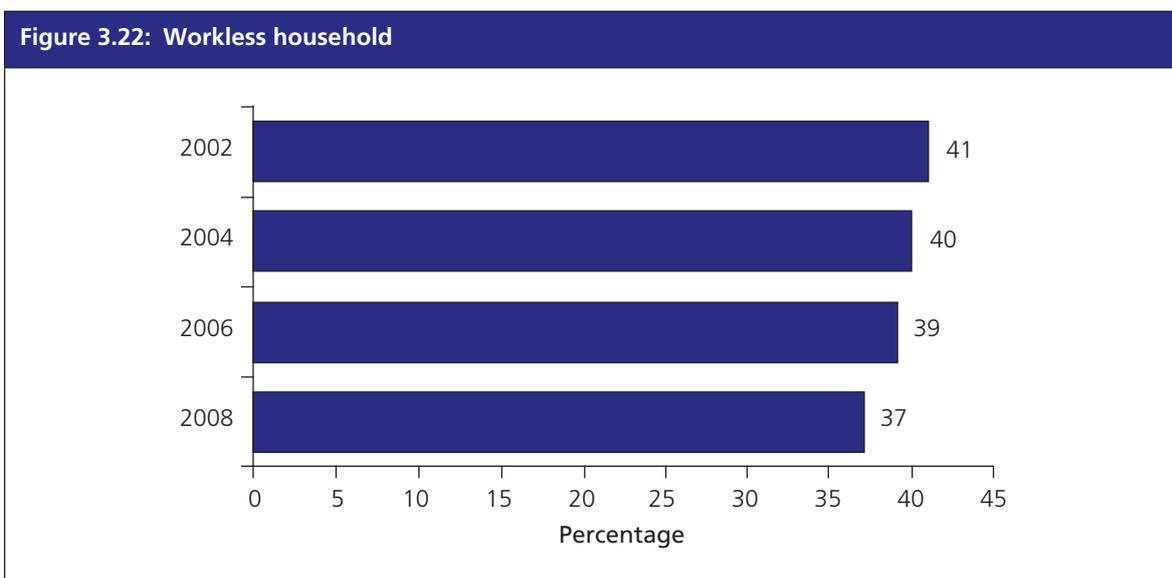
- 3.29. NDC Partnerships working with key agencies, notably Jobcentre Plus, have instigated a range of interventions including job mentoring, advice and training projects, Intermediate Labour Markets, debt counselling, and so on to address aspects of worklessness and low income. Programme-wide expenditure on this theme amounted to about £140m by 2007, some 11 per cent of total spend.
- 3.30. The proportion of working age residents in employment increased by three percentage points from 51 per cent in 2002 to 54 per cent in 2008<sup>12</sup> with the increases concentrated in the period between 2002 and 2006. The national equivalent, at 75 per cent, was considerably higher (Figure 3.21).

<sup>12</sup> It should be pointed out here that the household survey was undertaken in early summer 2008; it is very likely that the employment rate for NDC residents will since have fallen in line with national trends.



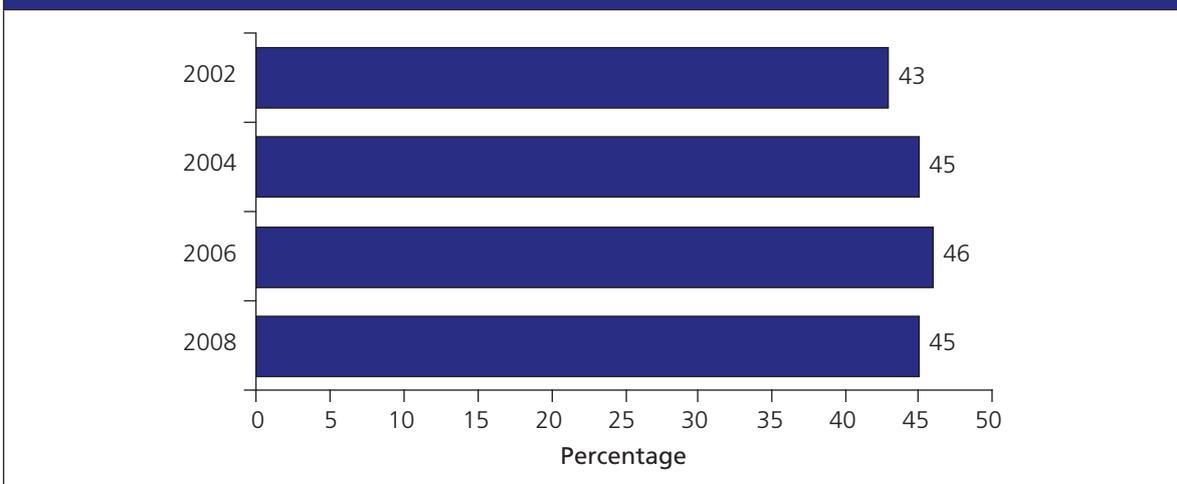
Source: Ipsos MORI NDC Household Survey 2002–2008; Labour Force Survey Quarter 2 (April-June) 2008  
 Base: All working age respondents

3.31. The survey also provides data in relation to working age households in which nobody has paid work (Figure 3.22). Here there was a fall of four percentage points between 2002 and 2008, from 41 per cent to 37 per cent.



Source: Ipsos MORI NDC Household Survey 2002–2008  
 Base: All working age households (at least one household member of working age)

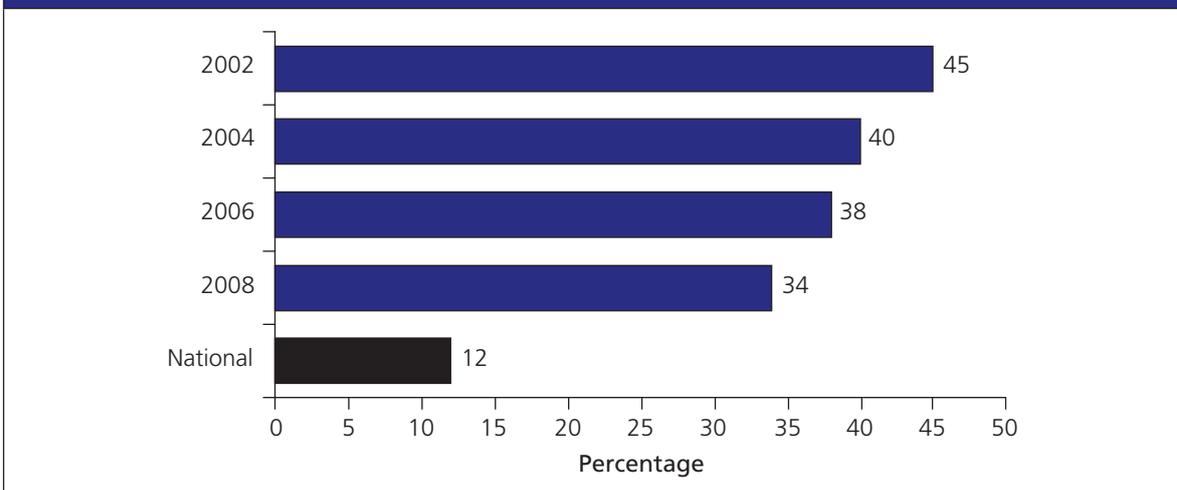
3.32. In 2008 45 per cent of NDC residents were in receipt of means-tested benefits, a slight decrease on 2006 but an overall increase of two percentage points on 2002 (Figure 3.23). However, as is discussed in 2.6, there is some ambiguity in how this rise should be interpreted.

**Figure 3.23: Receive benefits**

Source: Ipsos MORI NDC Household Survey 2002–2008

Base: All respondents

- 3.33. As would be expected, the proportion of households with an income of less than £200 per week has declined through time (Figure 3.24) falling to 34 per cent in 2008. Despite this, the NDC figure is almost three times the national equivalent of 12 per cent.

**Figure 3.24: Household income below £200**

Source: Ipsos MORI NDC Household Survey 2002–2008; Ipsos MORI Public Affairs Monitor 2008

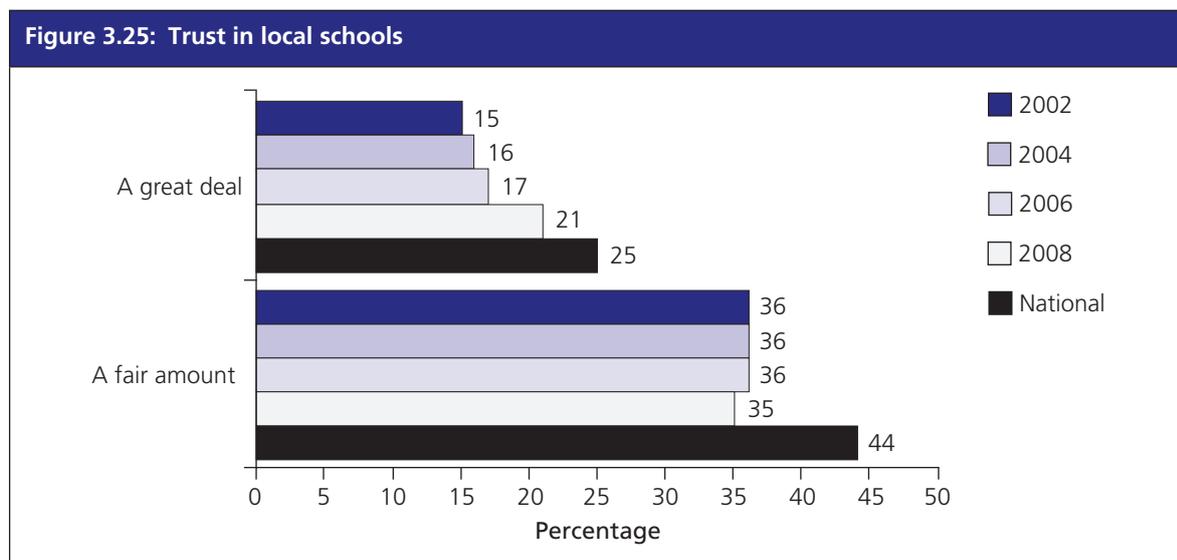
Base: All respondents

### Education and skills

- 3.34. NDC areas tend to be characterised by poor educational attainment levels and disproportionately large numbers of residents with few, if any, formal qualifications. In order to address these issues Partnerships have worked with key agencies, notably local schools, to implement a range of initiatives such as additional teaching or support staff, small scale capital improvements, and higher degree bursaries. Household survey data provide important reflections on aspects of education. However, assessing change in relation

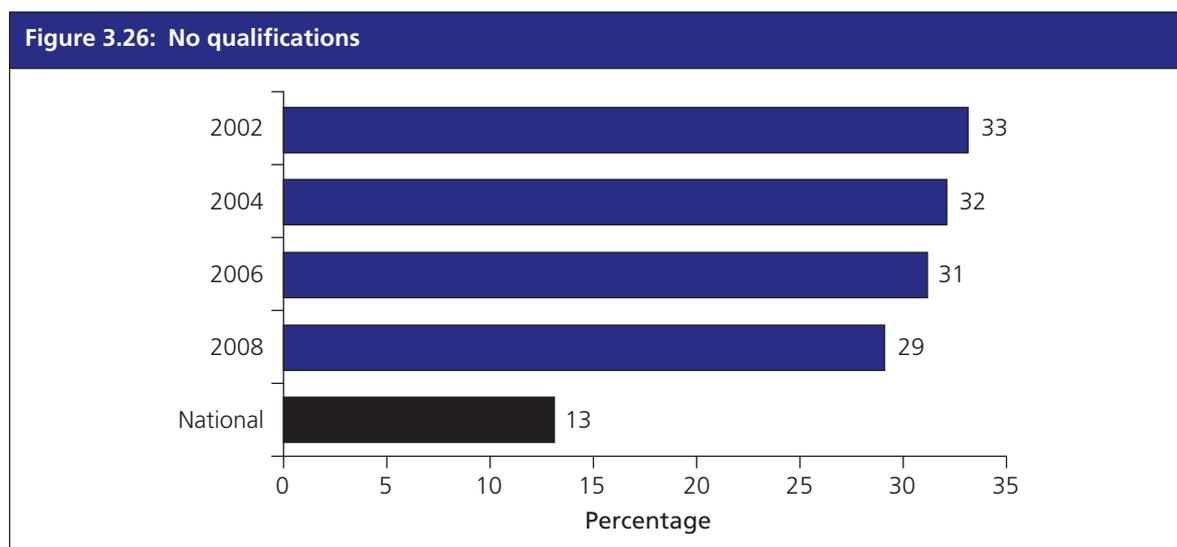
to educational attainment rates is dependent on government administrative data which is not currently available for 2008. This evidence will however be incorporated into final evaluation reports published in 2010. By 2007, spend on education amounted to around £209m or 16 per cent of total Programme-wide expenditure.

3.35. The work undertaken by Partnerships in the broad field of education may well have helped increase trust in local schools. In 2002 51 per cent of residents trusted local schools a great deal or a fair amount; by 2008 that figure had risen to 56 per cent (Figure 3.25). This was still considerably lower than the national equivalent of 69 per cent.



Source: Ipsos MORI NDC Household Survey 2002–2008; Ipsos MORI Public Affairs Monitor 2008  
 Base: All respondents

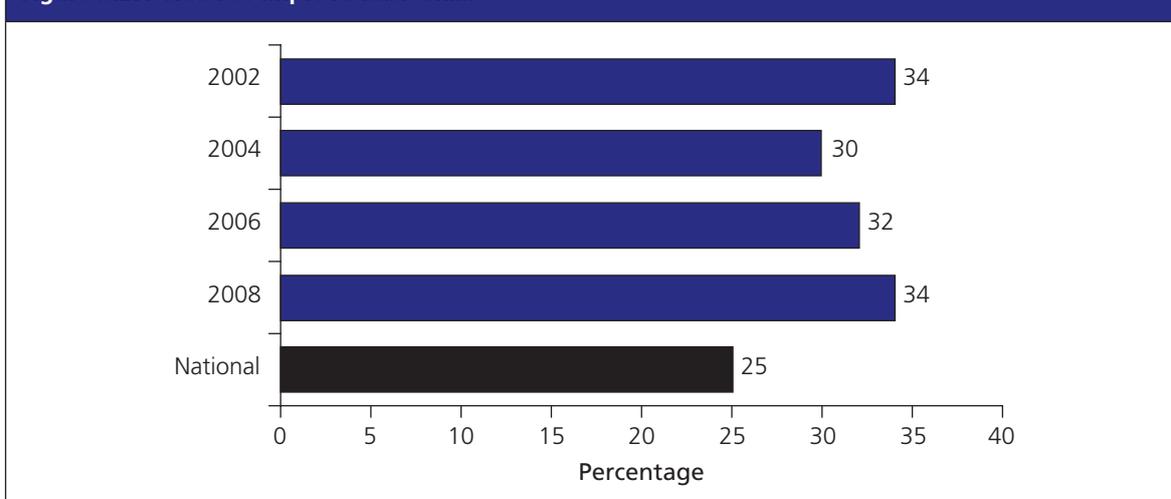
3.36. By 2008 29 per cent of working age residents had no formal qualifications, a decrease of five percentage points on 2002 (Figure 3.26). This lower figure is nevertheless more than twice the national benchmark of 13 per cent.



Source: Ipsos MORI NDC Household Survey 2002–2008; Labour Force Survey Quarter 2 (April-June) 2008  
 Base: All working age respondents

- 3.37. Survey respondents were asked if they thought they needed to improve their basic skills in four areas: spelling, reading, writing, and maths. Despite an initial decrease between 2002 and 2004, there has been no overall change in the proportion thinking they need to improve at least one basic skill (Figure 3.27). In 2008 the NDC figure was 34 per cent, nine percentage points higher than the national equivalent. Maths and spelling were the most likely to need improvement through all four waves of the survey. As is mentioned in 2.6 there is a degree of ambiguity as to how these changes are best interpreted.

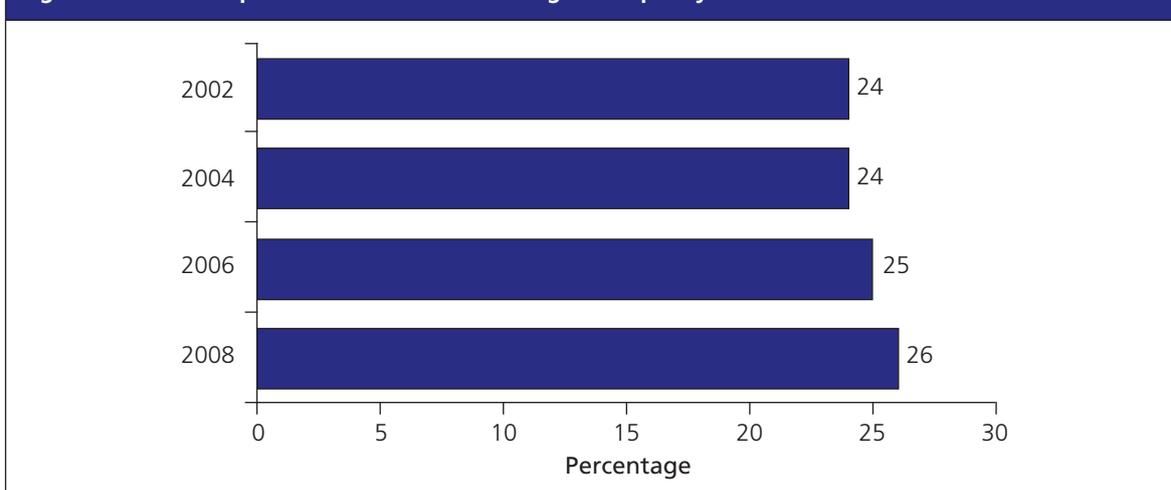
**Figure 3.27: Need to improve basic skills**



Source: Ipsos MORI NDC Household Survey 2002–2008; Ipsos MORI Public Affairs Monitor 2008  
Base: All respondents

- 3.38. Just over a quarter (26 per cent) of working age residents not in full time education in 2008, had taken part in some form of education or training in the previous year (Figure 3.28), a two percentage points increase on 2002. In common with other 'skill' indicators there was little evidence of substantive change between 2002 and 2008.

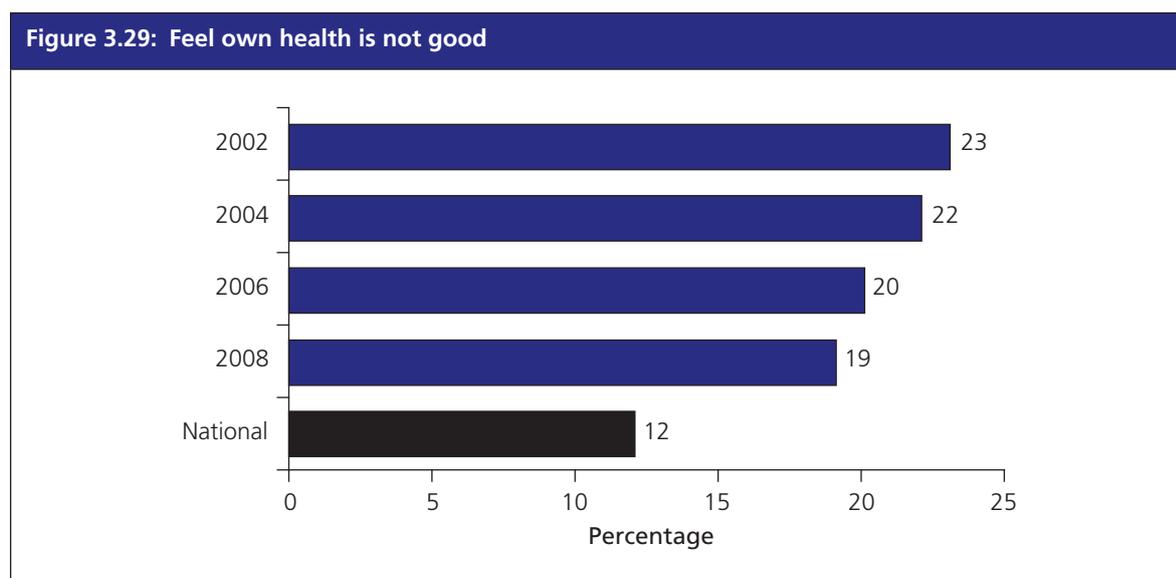
**Figure 3.28: Taken part in education or training in the past year**



Source: Ipsos MORI NDC Household Survey 2002–2008  
Base: All working age and not in full time education

## Health

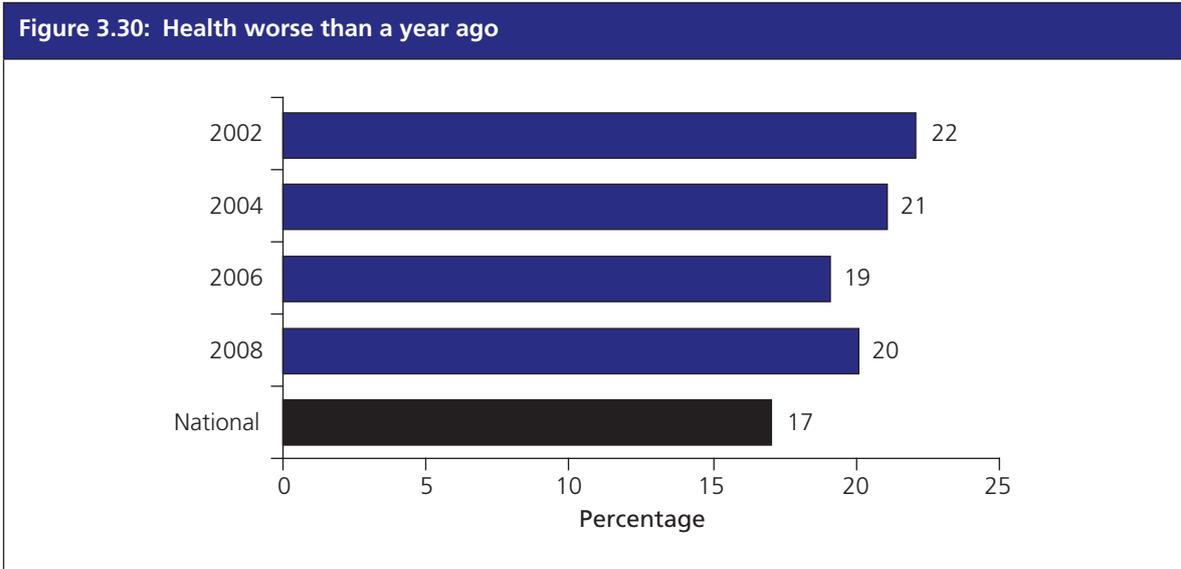
- 3.39. Partnerships are working with other delivery agencies, notably Primary Care Trusts, to improve health standards amongst NDC residents. Across the Programme initiatives have been set in train to change life styles in relation to smoking, exercise, and diet. In addition many NDCs have helped construct new health centres to improve the delivery of services. Programme-wide expenditure on health amounted to some £136m by 2007, 11 per cent of total NDC spend. However, it seems likely that the time lag between interventions and any associated benefits will probably be longer with regard to health than for other Programme outcomes. Certainly indicators explored below, in relation to both self-reported health and also life-style considerations, point to slow, if generally positive, change.
- 3.40. For example, modest improvements have occurred in relation to three key self-reported indicators of health. First, there has been a four percentage points decline in the proportion of residents describing their own health as not good (Figure 3.29). However, the 2008 figure of 19 per cent was still considerably higher than the national benchmark of 12 per cent.



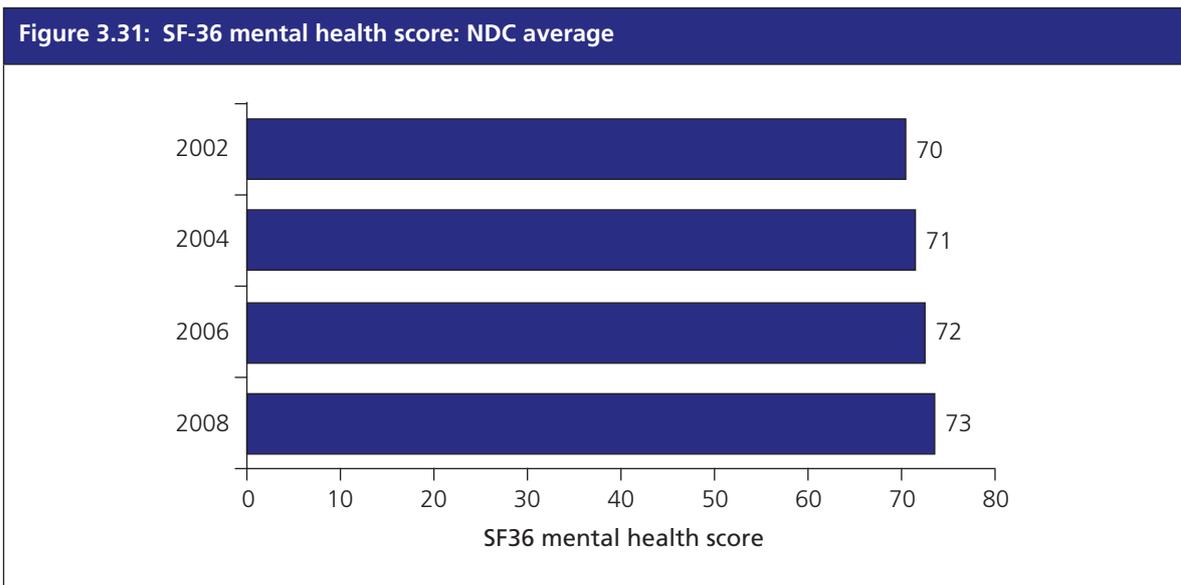
Source: Ipsos MORI NDC Household Survey 2002–2008; General Household Survey 2006  
Base: All respondents

- 3.41. Second, a similar slight improvement occurred in relation to NDC residents thinking their health was worse than a year ago: a decline of two percentage points over six years (Figure 3.30).
- 3.42. Third, survey responses can be used to construct an SF-36 mental health score<sup>13</sup>. Again there is evidence for a small but steady improvement in the NDC average mental health score, from 70 in 2002 to 73 in 2008 (Figure 3.31).

<sup>13</sup> SF-36 mental health consists of five questions and is one of eight scales constituting the SF-36; studies have validated the association between the SF-36 mental health score and depression.

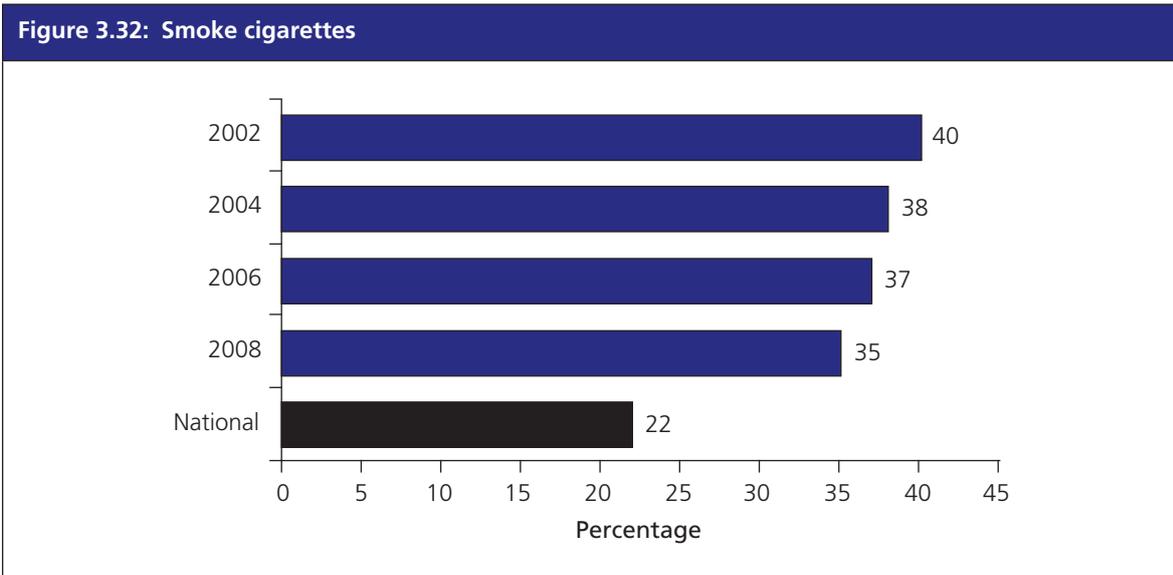


Source: Ipsos MORI NDC Household Survey 2002–2008; Ipsos MORI Public Affairs Monitor 2008  
 Base: All respondents



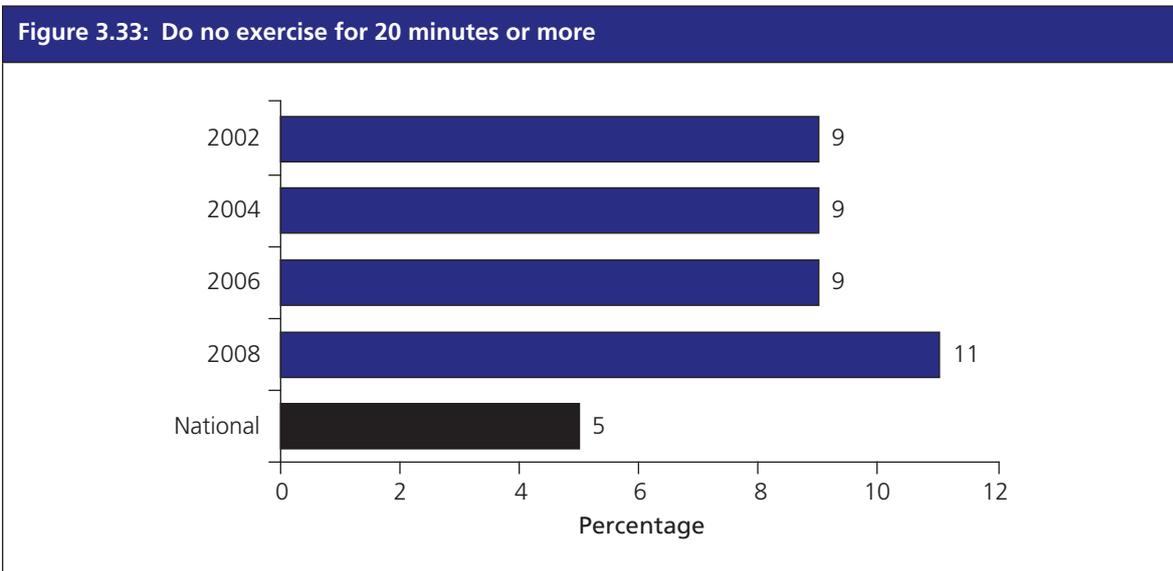
Source: Ipsos MORI NDC Household Survey 2002–2008  
 Base: All respondents

3.43. Other survey questions explore life-style considerations: smoking, exercise and diet. Here the evidence points to a more mixed picture. On the positive side, between 2002 and 2008 there was five percentage point fall in the proportion of residents smoking cigarettes, from 40 per cent to 35 per cent (Figure 3.32). However, smoking is still more prevalent in NDC areas than the country as a whole, the national equivalent being 22 per cent.



Source: Ipsos MORI NDC Household Survey 2002–2008; General Household Survey 2006  
 Base: All respondents

3.44. But change data also point to less encouraging trends too. In 2008 11 per cent of NDC residents said they did no exercise lasting 20 minutes or more (Figure 3.33). This actually represented an increase of two percentage points on previous totals, and is over twice the national equivalent of 5 per cent.



Source: Ipsos MORI NDC Household Survey 2002–2008; Ipsos MORI Public Affairs Monitor 2008  
 Base: All respondents

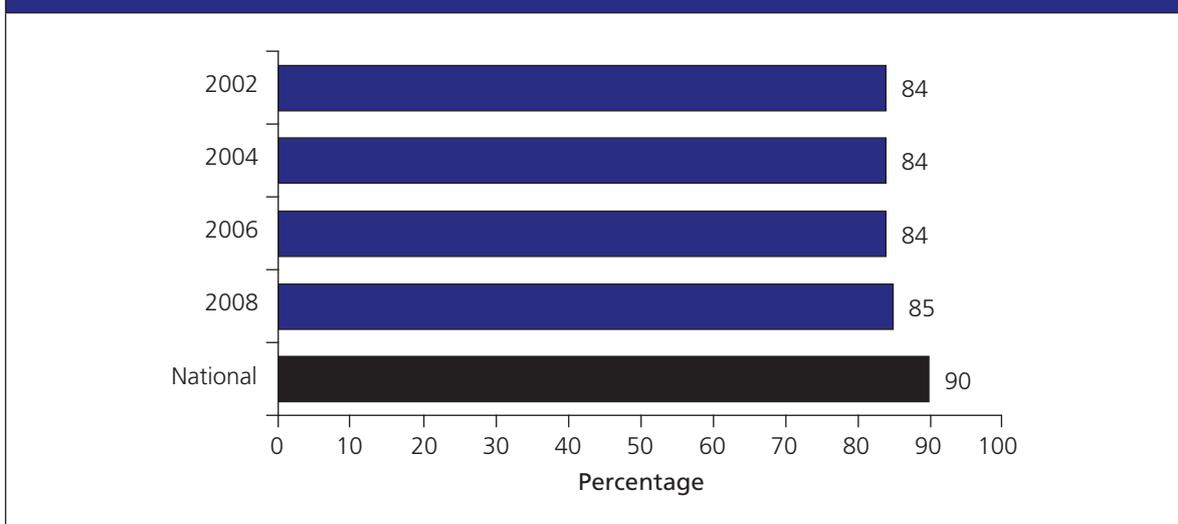
3.45. And there are mixed messages with regard to diet. Between 2002 and 2008 the proportion of residents rarely or never eating five portions of fruit or vegetables in one day fell from 19 per cent to 15 per cent (Table 3.3). Overall, there was a two percentage points increase in NDC residents eating five portions of fruit or vegetables at least three times a week, reaching 56 per cent in 2008. However, over the same time period there was actually a decrease in the proportion of local residents eating five portions every day.

**Table 3.3: How often five portions of fruit or vegetables per day are eaten**

|                          | How often five portions fruit/veg eaten |      |      |      |
|--------------------------|---|------|------|------|
|                          | 2002                                    | 2004 | 2006 | 2008 |
| Every day                | 23                                      | 21   | 20   | 19   |
| 3–6 times a week         | 31                                      | 35   | 37   | 37   |
| 1–2 times a week or less | 26                                      | 25   | 26   | 27   |
| Rarely or never          | 19                                      | 18   | 15   | 15   |

Source: Ipsos MORI NDC Household Survey 2002–2008  
Base: All

- 3.46. Finally in relation to health, survey data also provides evidence in relation to access to, and trust in, health services. In general satisfaction rates are high and have not changed a great deal (Figure 3.34). For instance, in 2008 of all those who had seen their doctor in the last year, 85 per cent said they were very or fairly satisfied, compared with 90 per cent nationally. There was a one percentage point improvement between 2002 and 2008.

**Figure 3.34: Satisfied with family doctor/GP**

Source: Ipsos MORI NDC Household Survey 2002–2008; Ipsos MORI Public Affairs Monitor 2008  
Base: All seen GP in last year

## Concluding comments

- 3.47. A number of overarching comments can be made in relation to each of the Programme's six outcomes:

- in relation to the three **place-based** outcomes:
  - **the community dimension:** there has been positive movement in relation to attitudes towards local NDC Partnerships, but less change in respect of some community and social capital indicators

- **housing and the physical environment:** there has been considerable positive change with regard to attitudes towards the local area and the environment, but less evidence of positive outcomes with regard to housing indicators such as satisfaction with accommodation and wanting to move
- **fear of, and actual, crime:** many indicators have moved in a positive manner with some large reductions in fear of crime in particular; there is less scope for change with regard to actual crimes such as burglary where rates of crime are relatively low.
- and with regard to **people-based** outcomes:
  - **work and income:** there have been modest positive changes with regard to indicators such as employment rates and numbers of workless households
  - **education and skills:** there have been small but positive changes in indicators such as the proportion of residents with no formal qualifications, and those undertaking some form of training in the previous year
  - **health:** most indicators show small but positive changes with the exception of some life style issues, notably exercise.

## 4. Benchmarking NDC Programme-wide change: national and comparator area trends

4.1. The previous chapter explored Programme-wide change in relation to each of the six outcome areas. But it is also important to calibrate changes in NDC areas against what is happening elsewhere. It may be that the changes occurring in NDC areas simply mirror what is occurring everywhere. In this chapter NDC Programme-wide averages are benchmarked against change occurring across two other geographies:

- the comparator areas: equivalently deprived localities in the same parent local authorities as are NDC areas
- national benchmarks.

### The comparator areas

4.2. **For 60 out of 89 indicators where direct comparisons are possible, NDC areas have seen more improvement than have the comparators**<sup>14</sup>. For 18 of these, differences are statistically significant (at a 0.05 level). Eight of the ten indicators where NDC areas show greatest positive change when assessed against the comparators, relate to place-based issues especially those surrounding attitudes to the area and crime (Table 4.1).

4.3. NDC areas have not always ‘outperformed’ the comparator areas. There are eight indicators where change in the comparator areas between 2002 and 2008 was statistically significantly ‘better’ than that for NDC areas (Table 4.2). In some instances there are good reasons to suggest why this might have occurred. To give two examples. First, five of these indicators relate to fear of crime. It is conceivable here that the emphasis which many Partnerships have placed on crime reduction interventions has led to relatively greater reductions in crime in these areas than has occurred in the comparators (Table 4.1). But at the same time these initiatives may also have alerted more NDC residents to the very issue of crime and this in turn has helped create a situation whereby fear of crime fell less in NDC areas than in the comparators. Second, it may be too that the sheer scale of physical changes within many NDC areas has led to a situation whereby more residents think they will move than is true for those living in what are generally more physically stable comparator areas.

<sup>14</sup> These indicators are listed in the Annex

**Table 4.1: NDC versus comparator areas: 10 indicators showing greatest relative improvement**

|  | Change 2002–2008 |            |            |
|--|------------------|------------|------------|
|  | NDC              | Comparator | Difference |
| Drug dealing and use a serious problem                             | –10              | –3         | <b>–7</b>  |
| Car crime a serious problem  | –22              | –15        | <b>–7</b>  |
| Area got much/slightly better in past two years (a)                | 18               | 11         | <b>7</b>   |
| Vandalism, graffiti and other damage to property a serious problem | –17              | –11        | <b>–7</b>  |
| Felt calm and peaceful most/all of the time during past four weeks | 6                | 0          | <b>6</b>   |
| Very/fairly satisfied with area                                    | 13               | 8          | <b>6</b>   |
| Abandoned/burnt out cars a serious problem                         | –17              | –12        | <b>–6</b>  |
| Run down/boarded up properties a serious problem                   | –11              | –5         | <b>–5</b>  |
| Have current account   | 13               | 8          | <b>5</b>   |
| Household burglary a serious problem                               | –15              | –11        | <b>–5</b>  |

Source: Ipsos MORI NDC and Comparator Household Surveys 2002–2008

Base: All; (a) All lived in area two or more years

Bold: Difference in change significant at the 0.05 level

**Table 4.2: NDC versus comparator areas: Eight indicators showing least relative improvement**

|   | Change 2002–2008 |            |            |
|---|------------------|------------|------------|
|   | NDC              | Comparator | Difference |
| Very/fairly easy to see family doctor/GP (a)  | 4                | 12         | <b>–7</b>  |
| Very/fairly worried about somebody distracting/posing as an official and stealing from home | –14              | –20        | <b>7</b>   |
| Very/fairly worried about being mugged  | –17              | –21        | <b>4</b>   |
| Very/fairly worried about being physically attacked by strangers                            | –14              | –18        | <b>4</b>   |
| Very/fairly worried about being sexually assaulted  | –12              | –15        | <b>4</b>   |
| Very/fairly worried about being attacked because of skin colour/ethnic origin/religion      | –7               | –11        | <b>3</b>   |
| Think will move   | 0                | –3         | <b>3</b>   |
| Never eat five portions of fruit or vegetables in a day                                     | –4               | –7         | <b>3</b>   |

Source: Ipsos MORI NDC and Comparator Household Surveys 2002–2008

Base: All; (a) All seen GP in last year

Bold: Difference in change significant at the 0.05 level

## National benchmarks

- 4.4. For 58 indicators it is possible to compare change in NDC areas with that across England as a whole<sup>15</sup>. **NDC areas saw more improvement than was the case nationally for 42 of these (72 per cent) and for 20 this**

<sup>15</sup> These indicators are listed in the Annex. Unlike in the previous section on comparator areas, this analysis does not test for statistically significant differences between NDC and national change. This is due to the nature of national benchmark data: many indicators are based on rounded percentages rather than raw data and the sample size is not always known.

**difference was five percentage points or more.** Of the 10 indicators where NDC areas saw greatest change compared with national benchmarks, four relate to a decline in crime, three reductions in fear of crime, and two to improving attitudes towards the area (Table 4.3).

**Table 4.3: NDC versus national benchmarks: 10 indicators showing greatest relative improvement**

|  | Change 2002–2008 |          |            |
|--|------------------|----------|------------|
|  | NDC              | National | Difference |
| Car crime a serious problem (b)  | -22              | -1       | -21        |
| Area got much/slightly better in past two years (a)(c)                 | 18               | 0        | 18         |
| Have current account (d)   | 13               | -3       | 16         |
| Abandoned/burnt out cars a serious problem (b)                         | -17              | -2       | -15        |
| Very/fairly satisfied with area (e)                                    | 13               | -1       | 14         |
| Vandalism, graffiti and other damage to property a serious problem (b) | -17              | -3       | -14        |
| Very/fairly worried about being burgled (f)                            | -21              | -7       | -14        |
| Teenagers hanging around a serious problem (g)                         | -12              | 1        | -13        |
| Very/fairly worried about being insulted or pestered in public (h)     | -13              | -1       | -11        |
| Very/fairly worried about being mugged (f)                             | -17              | -6       | -11        |

Source: Ipsos MORI NDC Household Survey 2002–2008

Base: All; (a) All lived in area two or more years

Source national: (b) MORI Omnibus 2004, Ipsos MORI Public Affairs Monitor 2008; (c) Survey of English Housing 1999/00, 2004/05; (d) Ipsos MORI Financial Services Omnibus January-June 2002, Ipsos MORI Public Affairs Monitor 2008; (e) Survey of English Housing 2002/03, 2006/07; (f) Source: British Crime Survey 2002/03, 2007/08; (g) MORI Omnibus 2002, Ipsos MORI Public Affairs Monitor 2008; (h) British Crime Survey 2001/02, 2007/08

4.5. **For some 16 indicators, NDCs saw less improvement than the national benchmark.** In two instances this difference was greater than five percentage points: having a savings account and using the Internet at work, a place of study or elsewhere (Table 4.4).

**Table 4.4: NDC versus national benchmarks: Five indicators showing least relative improvement**

|   | Change 2002–2008 |          |            |
|---|------------------|----------|------------|
|   | NDC              | National | Difference |
| Use Internet at work/place of study (a)         | 6                | 15       | -9         |
| Have savings account (b)                        | 1                | 6        | -5         |
| Use interactive services through digital TV (a) | 4                | 8        | -4         |
| Do no exercise for 20 minutes or more (c)       | 2                | -2       | 4          |
| Want to move (d)                                | 0                | -3       | 3          |

Source: Ipsos MORI NDC Household Survey 2002–2008

Base: All

Source national: (a) MORI Tech Tracker – September 2002, Ipsos MORI Tech Tracker – Aggregates January-August 2008; (b) Ipsos MORI Financial Services Omnibus January-June 2002, Ipsos MORI Public Affairs Monitor 2008; (c) Ipsos MORI Social Issues Omnibus 2006, Ipsos MORI Public Affairs Monitor 2008; (d) MORI Omnibus 2002, Ipsos MORI Public Affairs Monitor 2008

## Concluding comment

- 4.6. When change occurring in NDC areas is assessed against that occurring in the comparator areas:
- NDC areas generally show more positive signs of change than is the case for the comparators, although in only a minority of these instances are net positive changes statistically significant
  - in general NDC areas show more positive signs of change in relation to attitudes to the area and crime
  - the comparator areas show more signs of positive change with regard to fear of crime.
- 4.7. And when NDC change is benchmarked against national equivalents:
- for 42 of the 58 instances where it is possible to make comparisons, NDC areas improved relative to England-wide benchmarks.

## 5. A concluding overview and next steps

5.1. This report has explored change across the 39 NDC areas between 2002 and 2008. In general there has been considerable positive change. As is discussed in Chapter 2, virtually all indicators moved in a positive direction, at least 80 in a statistically significant fashion. Nevertheless, the broad overview of change developed in this report poses three questions which merit further comment. It should be stressed that these are issues to which the national evaluation team will return in final evaluation reports to be published in 2010 after all of the change data has been fully analysed. Inevitably therefore it is only possible here to provide partial and speculative answers to these questions:

- why has there in general been more movement in relation to place-based, rather than people-based, outcomes?
- why is there evidence for more change in the earlier, rather than later, years of the Programme?
- why have NDC areas in general made solid, rather than spectacular, progress against the comparator areas?

### Place-based versus people-based indicators of change

5.2. Evidence presented in this report, and indeed other findings from the national evaluation team<sup>16</sup>, point to more obvious signs of positive change in relation to place-, rather than people- based outcomes. This is likely to be because of factors such as:

- **people-based outcomes maybe be harder to achieve and to capture:** schemes which deliver area-based improvements such as environmental schemes, neighbourhood management initiatives, or enhanced local security projects tend to be experienced by wide swathes of the local population and are thus more likely to feed through into improved perceptions of the area or reductions in fear of crime rates; alternatively, interventions aimed at improving people-based outcomes tend to be targeted on specific groups such as school-aged children or adults with poor basic skills; whilst these interventions may have positive outcomes for those concerned, they may not result in measurable positive outcomes since, for example, not all of those receiving labour-market support will get a job; and because people-based interventions lead to

<sup>16</sup> NRU/ODPM (2005) *New Deal for Communities 2001–2005: An Interim Evaluation, Research Report 17* [www.neighbourhood.gov.uk/publications.asp?did=1625](http://www.neighbourhood.gov.uk/publications.asp?did=1625); CLG (2007a) *New Deal for Communities National Evaluation: An Overview of Change Data: 2006, Research Report 33* [www.neighbourhood.gov.uk/publications.asp?did=1898](http://www.neighbourhood.gov.uk/publications.asp?did=1898)

fewer beneficiaries overall, any gains will be harder to identify through 'top-down' household surveys

- **changes to some people-based outcomes, notably in health and possibly education, may take a number of years to become apparent:** it may simply be easier to achieve outcome change for place-based indicators around say fear of, and actual, crime, attitudes to the area, or environmental perceptions, than is true for many people-based outcomes which entail a change in an individual's health or skills
- **individuals benefiting from person-based interventions in areas such as job training and mentoring may find their material circumstances improve as a result, thus allowing them to move to a better area;** NDCs may have delivered real benefits to the individuals concerned but these outcomes will not be picked up in the cross-sectional area-based data explored in this report; it should be said, however, that the evaluation has only limited, and inconclusive, evidence in relation to the scale of any 'leakage' of benefits to other areas<sup>17</sup>, but it seems bound to occur to an extent
- **there are well established delivery agencies with regard to people-based outcomes** including schools, Primary Care Trusts, JobCentre Plus, training organisations and so on, which will normally prioritise improving standards for individuals and households wherever they live; there are fewer place-based organisations, leaving more 'space' for NDC interventions to have a more positive impact; and the objectives of agencies which do have a place-based ethos to them, such as the police or local authority environmental departments, tend to complement those adopted by most NDC Partnerships.

5.3. In essence evidence from this Programme is consistently pointing towards the conclusion that it is easier for this kind of 'holistic', area-based approach to neighbourhood renewal to achieve positive and measurable change in relation to place-based, rather than people-based, outcomes. It is interesting to consider this finding in the light of CLG's regeneration agenda recently outlined in 'Transforming Places, Changing Lives'<sup>18</sup>. That framework places an emphasis on economic development and employment suggesting that the three priority outcomes guiding government expenditure on regeneration are likely to be: improving economic performance in deprived areas; improving rates of work and enterprise; and creating sustainable places where people want to live and can work, and businesses want to invest. Findings from the evaluation of the NDC Programme to date point to the following:

- the evaluation is not in a strong position to comment on change to economic performance in NDC areas as it has not been a key theme within the NDC Programme and is perhaps an issue better addressed on a wider spatial scale than the neighbourhood<sup>19</sup>;

<sup>17</sup> CLG (2007b) The Moving Escalator? Patterns of residential mobility in New Deal for Communities areas, Research Report 32. [www.neighbourhood.gov.uk/publications.asp?did=1899](http://www.neighbourhood.gov.uk/publications.asp?did=1899)

<sup>18</sup> CLG (2008) Transforming places; changing lives; a framework for regeneration. [www.communities.gov.uk/publications/citiesandregions/transformingplaces](http://www.communities.gov.uk/publications/citiesandregions/transformingplaces)

<sup>19</sup> Self-employment is sometimes used as a proxy for enterprise and economic development; if that argument is accepted then there is no evidence as yet pointing to any increase in self-employment in NDC areas: it has remained steady at around nine per cent

- as is explored in Chapter 3 there is evidence pointing to modest positive change in relation to employment rates between 2002 and 2008
- with regard to the third ‘sustainable places’ objective, although there is ample evidence to suggest that the Programme has been successful in relation to improving the local area and the environment, it is not yet clear that these interventions have helped increase the numbers of those wanting to live in, as opposed to leave, these neighbourhoods or in making these areas where businesses want to invest.

## Diminishing rates of change through time

5.4. Although analyses of the cross-sectional data explored in this report point to overwhelmingly positive trends across the Programme, a disproportionate amount of this tended to occur in earlier, rather than later, years of this six year period. It might have been assumed that the opposite would be the case: change would accelerate through time. There are several possible explanations for this apparently counterintuitive finding:

- **the initial positive effects arising from ‘quick wins’ implemented by NDCs in their early days have diminished through time;** and is discussed immediately above, most progress has been made in relation to exactly those place-based outcomes where it is easier to achieve these
- **in relation to some attitudinal indicators such as fear of crime and perceptions of the area it is easier to make bigger, earlier shifts because there is simply more ‘headroom’ for change;** perhaps we are learning that the pattern of change in areas subject to long-term renewal programmes is one of relatively rapid initial movements followed by a longer period of consolidation
- **for some outcomes the room for a great deal of additional positive change may be limited;** survey data suggest for example that the percentage of residents experiencing burglary in the previous 12 months fell from 7 per cent to 4 per cent between 2002 and 2008: to what extent is it reasonable to assume it will drop much further?

## Benchmarking change

5.5. As is discussed in the previous chapter, although NDC areas have generally tended to see more positive change than have the comparator areas, this proved to be statistically significant for only about a fifth of indicators. And for a small group of indicators the comparator areas actually saw more positive change. It might have been assumed that NDC areas, each in receipt of £50m, would have seen more in the way of positive relative change. This debate is at the core of the evaluation and will be returned to in final evaluation reports to be published in 2010. But it is possible to provide at least two pointers as to why NDCs have not seen more relative change.

- 5.6. First, although the NDC Programme is certainly generous compared with many previous ABIs, additional spend amounted to just £3,300 per person between 1999 and 2007. This scale of expenditure is minor when compared with mainstream spend available to all neighbourhoods. In practice it is notoriously difficult to identify public spend going into any small area. However, our own work suggests that mainstream spend is at least 10 times larger than NDC resources. It is important constantly to stress that the scale of NDC spend is likely of itself to induce only modest positive change.
- 5.7. Second, other work by the national evaluation team has involved modelling change for individuals remaining in either NDC, or in comparator, areas for at least two years<sup>20</sup>. **One of the key findings to emerge from that exercise is that where people live is of minor significance compared with individual-level socio-demographic factors such as age, gender and ethnicity.** Area-based factors play only a limited role in explaining change. It is important therefore to be reasonable in assessing the degree to which the NDC Programme, or indeed any other ABI, can ever bring about substantial, positive change to those living in deprived areas.

## Next steps

- 5.8. Analyses outlined in this report will be developed in various ways to inform final evaluation reports. For instance:
- this report is based on Programme-wide averages; work will be undertaken to help understand variations in change across the 39 areas: why have some areas seen more positive change than others?
  - evidence explored in this report is based on area-level cross-sectional data; the final evaluation reports will also reflect on change for individuals who stayed in these areas for at least two years.

<sup>20</sup> CLG (2009) *Four years of Change? Understanding the experiences of the 2002–2006 New Deal for Communities Panel*. See chapter 7.

# Annex

| <b>Table A1: 94 household survey indicators: ranked by magnitude of change 2002–2008</b>    |                  |                     |
|---|------------------|---------------------|
|   | Per cent<br>2008 | Change<br>2002–2008 |
| NDC improved area a great deal/a fair amount  | 60               | <b>27</b>           |
| Use Internet at home  | 51               | <b>27</b>           |
| Car crime a serious problem   | 16               | <b>-22</b>          |
| Use PC at home  | 57               | <b>22</b>           |
| Use email at home   | 44               | <b>22</b>           |
| Very/fairly worried about being burgled   | 44               | <b>-21</b>          |
| Very/fairly worried about vandalism to home or car  | 38               | <b>-19</b>          |
| Area got much/slightly better in past two years   | 42               | <b>18</b>           |
| Trust local NDC a great deal/a fair amount  | 61               | <b>18</b>           |
| Very/fairly worried about being mugged  | 41               | <b>-17</b>          |
| Vandalism, graffiti and other damage to property a serious problem                          | 15               | <b>-17</b>          |
| Abandoned/burnt out cars a serious problem  | 3                | <b>-17</b>          |
| Household burglary a serious problem  | 10               | <b>-15</b>          |
| Heard of NDC  | 78               | <b>15</b>           |
| Very/fairly worried about being physically attacked by strangers                            | 39               | <b>-14</b>          |
| Very/fairly worried about somebody distracting/posing as an official and stealing from home | 25               | <b>-14</b>          |
| Very/fairly satisfied with area   | 74               | <b>13</b>           |
| Litter and rubbish a serious problem  | 24               | <b>-13</b>          |
| Have current account  | 72               | <b>13</b>           |
| Very/fairly worried about having car stolen   | 25               | <b>-13</b>          |
| Very/fairly worried about being insulted or pestered in public                              | 32               | <b>-13</b>          |
| Feel a bit/very unsafe after dark   | 43               | <b>-12</b>          |
| Teenagers hanging around a serious problem  | 29               | <b>-12</b>          |
| Speed and volume of traffic a serious problem   | 19               | <b>-12</b>          |
| Very/fairly worried about being sexually assaulted  | 22               | <b>-12</b>          |
| Gross household income below £200 per week  | 34               | <b>-11</b>          |
| Poor quality/lack of parks and open spaces a serious problem                                | 12               | <b>-11</b>          |
| Run down/boarded up properties a serious problem  | 8                | <b>-11</b>          |
| Drug dealing and use a serious problem  | 26               | <b>-10</b>          |
| Feel part of the community a great deal/a fair amount                                       | 45               | <b>10</b>           |
| Trust local police a great deal/a fair amount   | 67               | <b>9</b>            |
| Property being set on fire a serious problem  | 5                | <b>-8</b>           |
| Trust local council a great deal/a fair amount  | 49               | <b>8</b>            |
| People being attacked/harassed a serious problem  | 11               | <b>-7</b>           |
| Very/fairly worried about being physically attacked by someone known                        | 15               | <b>-7</b>           |
| Very/fairly worried about being attacked because of skin colour/ethnic origin/religion      | 18               | <b>-7</b>           |
| Felt calm and peaceful most/all of the time during past four weeks                          | 54               | <b>6</b>            |
| Trust local health services a great deal/a fair amount                                      | 81               | <b>6</b>            |
| Use Internet at work/place of study   | 24               | <b>6</b>            |
| Involved in NDC activity  | 22               | <b>6</b>            |
| Gross earnings from work less than £100 per week  | 7                | <b>-5</b>           |
| Use email at work/place of study  | 22               | <b>5</b>            |
| Disturbance from crowds/gangs/hooliganism a serious problem                                 | 15               | <b>-5</b>           |
| Trust local schools a great deal/a fair amount  | 56               | <b>5</b>            |
| No qualifications   | 29               | <b>-5</b>           |

*continued*

**Table A1: 94 household survey indicators: ranked by magnitude of change 2002–2008**

|  | Per cent<br>2008 | Change<br>2002–2008 |
|--|------------------|---------------------|
| Smoke cigarettes   | 35               | <b>-5</b>           |
| Very/fairly easy to see family doctor/GP                               | 75               | <b>4</b>            |
| Use interactive services through digital TV                            | 16               | <b>4</b>            |
| Feel own health not good   | 19               | <b>-4</b>           |
| Never eat five portions of fruit or vegetables in a day                | 15               | <b>-4</b>           |
| Use PC at work/place of study  | 27               | <b>4</b>            |
| Public transport a serious problem                                     | 5                | <b>-4</b>           |
| Quality of life very/fairly good                                       | 80               | <b>3</b>            |
| Very/fairly satisfied with repair of home                              | 72               | <b>3</b>            |
| People in area very/fairly friendly                                    | 86               | <b>3</b>            |
| Experienced burglary in last year                                      | 4                | <b>-3</b>           |
| In employment  | 54               | <b>3</b>            |
| Felt down in the dumps most/all of the time during past four weeks     | 8                | <b>-3</b>           |
| Know most/many of the people in the area                               | 43               | <b>3</b>            |
| Experienced deliberate damage to home/anything outside home            | 12               | <b>-3</b>           |
| Experienced theft from outside the home in last year                   | 10               | <b>-2</b>           |
| Receive benefits   | 45               | <b>2</b>            |
| Been a happy person most/all of the time during past four weeks        | 67               | <b>2</b>            |
| Experienced theft from the person in last year                         | 3                | <b>-2</b>           |
| Very/fairly satisfied with accommodation                               | 84               | <b>2</b>            |
| Can influence decisions that affect local area                         | 25               | <b>2</b>            |
| Neighbours look out for each other                                     | 61               | <b>2</b>            |
| Been a very nervous person most/all of the time during past four weeks | 8                | <b>-2</b>           |
| Involved in local organisation   | 14               | <b>2</b>            |
| Been threatened in last year   | 7                | <b>-2</b>           |
| Taken part in educ./training in the past year                          | 26               | <b>2</b>            |
| Health somewhat/much worse than one year ago                           | 20               | <b>-2</b>           |
| Racial harassment a serious problem                                    | 4                | <b>-2</b>           |
| Long-standing limiting illness   | 25               | <b>-2</b>           |
| Neighbours a serious problem   | 7                | <b>-2</b>           |
| Have national savings  | 6                | <b>2</b>            |
| Do no exercise for 20 minutes or more                                  | 11               | <b>2</b>            |
| Experienced assault in last year                                       | 3                | <b>-1</b>           |
| Have credit card   | 27               | <b>-1</b>           |
| Dogs causing nuisance or mess a serious problem                        | 15               | <b>-1</b>           |
| Very/fairly satisfied with family doctor/GP                            | 85               | <b>1</b>            |
| Economically active  | 64               | <b>1</b>            |
| Need to improve writing  | 15               | <b>1</b>            |
| Have savings account   | 40               | <b>1</b>            |
| Need to improve reading  | 13               | <b>1</b>            |
| Have credit union membership   | 2                | <b>1</b>            |
| Experienced racial harassment/abuse in last year                       | 4                | <b>-1</b>           |
| Felt downhearted and low most/all of the time during past four weeks   | 10               | <b>-1</b>           |
| Registered unemployed six months or more                               | 5                | <b>-1</b>           |
| Never worked   | 26               | <b>0</b>            |
| Want to move   | 39               | <b>0</b>            |
| Think will move  | 32               | <b>0</b>            |
| Need to improve spelling   | 18               | <b>0</b>            |
| Need to improve maths  | 21               | <b>0</b>            |

Source: Ipsos MORI NDC Household Survey 2002–2008

Bold: Change significant at the 0.05 level (Z test)

**Table A2: 46 indicators showing most improvement: 2002–2004**

|   |
|---|
| Very/fairly satisfied with area   |
| Quality of life very/fairly good  |
| Dogs causing nuisance or mess a serious problem   |
| Abandoned/burnt out cars a serious problem  |
| People being attacked/harassed a serious problem  |
| Household burglary a serious problem  |
| Car crime a serious problem   |
| Property being set on fire a serious problem  |
| Area got much/slightly better in past two years   |
| Feel part of the community a great deal/a fair amount                                       |
| People in area very/fairly friendly   |
| Know most/many of the people in the area  |
| Neighbours look out for each other  |
| Can influence decisions that affect local area  |
| Heard of NDC  |
| Involved in NDC activity  |
| NDC improved area a great deal/a fair amount  |
| Trust local NDC a great deal/a fair amount  |
| Feel a bit/very unsafe after dark   |
| Very/fairly worried about being burgled   |
| Very/fairly worried about being mugged  |
| Very/fairly worried about having car stolen   |
| Very/fairly worried about being sexually assaulted  |
| Very/fairly worried about being physically attacked by strangers                            |
| Very/fairly worried about being insulted or pestered in public                              |
| Very/fairly worried about being attacked because of skin colour/ethnic origin/religion      |
| Very/fairly worried about vandalism to home or car  |
| Very/fairly worried about somebody distracting/posing as an official and stealing from home |
| Very/fairly worried about being physically attacked by someone known                        |
| Experienced theft from the person in last year  |
| Experienced assault in last year  |
| Been threatened in last year  |
| Experienced racial harassment/abuse in last year  |
| Need to improve maths   |
| Use PC at home  |
| Long-standing limiting illness  |
| Been a very nervous person most/all of the time during past four weeks                      |
| Felt downhearted and low most/all of the time during past four weeks                        |
| Very/fairly easy to see family doctor/GP  |
| Have savings account  |
| Have current account  |
| Experienced burglary in last year   |
| Experienced theft from outside the home in last year  |
| Experienced deliberate damage to home/anything outside home                                 |
| Gross household income below £200 per week  |
| In employment   |

Source: Ipsos MORI NDC Household Survey 2002–2008

**Table A3: 29 indicators showing most improvement: 2004–2006**

Very/fairly satisfied with repair of home  
 Litter and rubbish a serious problem  
 Neighbours a serious problem  
 Run down/boarded up properties a serious problem  
 Speed and volume of traffic a serious problem  
 Poor quality/lack of parks and open spaces a serious problem  
 Public transport a serious problem  
 Vandalism, graffiti and other damage to property a serious problem  
 Racial harassment a serious problem  
 Teenagers hanging around a serious problem  
 Drug dealing and use a serious problem  
 Disturbance from crowds/gangs/hooliganism a serious problem  
 Involved in local organisation  
 Never worked  
 Registered unemployed six months or more  
 Taken part in educ./training in the past year  
 Use PC at work/place of study  
 Use Internet at work/place of study  
 Use email at home  
 Use email at work/place of study  
 Feel own health not good  
 Health somewhat/much worse than one year ago  
 Felt down in the dumps most/all of the time during past four weeks  
 Felt calm and peaceful most/all of the time during past four weeks  
 Been a happy person most/all of the time during past four weeks  
 Never eat five portions of fruit or vegetables in a day  
 Gross earnings from work less than £100 per week  
 Have national savings  
 Economically active

Source: Ipsos MORI NDC Household Survey 2002–2008

**Table A4: 11 indicators showing most improvement: 2006–2008**

Very/fairly satisfied with accommodation  
 Trust local council a great deal/a fair amount  
 Trust local police a great deal/a fair amount  
 Trust local health services a great deal/a fair amount  
 Trust local schools a great deal/a fair amount  
 No qualifications  
 Use Internet at home  
 Use interactive services through digital TV  
 Smoke cigarettes  
 Very/fairly satisfied with family doctor/GP  
 Have credit union membership

Source: Ipsos MORI NDC Household Survey 2002–2008

**Table A5: 89 household survey indicators: NDC change; comparator change; difference in change 2002–2008**

|  | Change 2002–2008 |            |            |
|--|------------------|------------|------------|
|  | NDC              | Comparator | Difference |
| Drug dealing and use a serious problem                                 | -10              | -3         | -7         |
| Car crime a serious problem  | -22              | -15        | -7         |
| Area got much/slightly better in past two years                        | 18               | 11         | 7          |
| Vandalism, graffiti and other damage to property a serious problem     | -17              | -11        | -7         |
| Felt calm and peaceful most/all of the time during past four weeks     | 6                | 0          | 6          |
| Very/fairly satisfied with area  | 13               | 8          | 6          |
| Abandoned/burnt out cars a serious problem                             | -17              | -12        | -6         |
| Run down/boarded up properties a serious problem                       | -11              | -5         | -5         |
| Have current account   | 13               | 8          | 5          |
| Household burglary a serious problem                                   | -15              | -11        | -5         |
| Poor quality/lack of parks and open spaces a serious problem           | -11              | -6         | -5         |
| Property being set on fire a serious problem                           | -8               | -4         | -5         |
| Have savings account   | 1                | -3         | 4          |
| Taken part in educ./training in the past year                          | 2                | -2         | 4          |
| Feel a bit/very unsafe after dark                                      | -12              | -9         | -3         |
| Disturbance from crowds/gangs/hooliganism a serious problem            | -5               | -2         | -3         |
| Teenagers hanging around a serious problem                             | -12              | -9         | -3         |
| Health somewhat/much worse than one year ago                           | -2               | 1          | -3         |
| Use PC at home   | 22               | 19         | 3          |
| Speed and volume of traffic a serious problem                          | -12              | -9         | -3         |
| Use Internet at home   | 27               | 24         | 3          |
| People in area very/fairly friendly                                    | 3                | 1          | 2          |
| Need to improve spelling   | 0                | 2          | -2         |
| Use email at home  | 22               | 19         | 2          |
| In employment  | 3                | 1          | 2          |
| Experienced deliberate damage to home/anything outside home            | -3               | -1         | -2         |
| Smoke cigarettes   | -5               | -3         | -2         |
| Trust local council a great deal/a fair amount                         | 8                | 6          | 2          |
| Experienced theft from outside the home in last year                   | -2               | -1         | -2         |
| Use PC at work/place of study  | 4                | 2          | 2          |
| People being attacked/harassed a serious problem                       | -7               | -6         | -2         |
| Litter and rubbish a serious problem                                   | -13              | -11        | -2         |
| Use Internet at work/place of study                                    | 6                | 4          | 2          |
| Been a very nervous person most/all of the time during past four weeks | -2               | -1         | -1         |
| No qualifications  | -5               | -3         | -1         |
| Neighbours a serious problem   | -2               | 0          | -1         |
| Know most/many of the people in the area                               | 3                | 1          | 1          |
| Very/fairly worried about vandalism to home or car                     | -19              | -18        | -1         |
| Use interactive services through digital TV                            | 4                | 3          | 1          |
| Use email at work/place of study                                       | 5                | 4          | 1          |
| Have credit card   | -1               | -3         | 1          |
| Experienced theft from the person in last year                         | -2               | -1         | -1         |
| Experienced burglary in last year                                      | -3               | -2         | -1         |
| Experienced racial harassment/abuse in last year                       | -1               | 0          | -1         |
| Feel own health not good   | -4               | -3         | -1         |
| Gross household income below £200 per week                             | -11              | -11        | -1         |
| Need to improve reading  | 1                | 2          | -1         |
| Have credit union membership   | 1                | 0          | 1          |
| Felt down in the dumps most/all of the time during past four weeks     | -3               | -2         | -1         |

*continued*

**Table A5: 89 household survey indicators: NDC change; comparator change; difference in change 2002–2008**

|   | Change 2002–2008 |            |            |
|---|------------------|------------|------------|
|   | NDC              | Comparator | Difference |
| Trust local schools a great deal/a fair amount  | <b>5</b>         | <b>4</b>   | 1          |
| Been a happy person most/all of the time during past four weeks                             | <b>2</b>         | 2          | 1          |
| Neighbours look out for each other  | <b>2</b>         | 2          | 1          |
| Experienced assault in last year  | <b>-1</b>        | -1         | 0          |
| Been threatened in last year  | <b>-2</b>        | -2         | 0          |
| Registered unemployed six months or more  | -1               | 0          | 0          |
| Trust local health services a great deal/a fair amount                                      | <b>6</b>         | <b>6</b>   | 0          |
| Public transport a serious problem  | <b>-4</b>        | <b>-3</b>  | 0          |
| Involved in local organisation  | <b>2</b>         | 2          | 0          |
| Felt downhearted and low most/all of the time during past four weeks                        | -1               | 0          | 0          |
| Very/fairly satisfied with accommodation  | <b>2</b>         | 2          | 0          |
| <hr style="border-top: 1px dashed #000;"/>  |                  |            |            |
| Receive benefits  | <b>2</b>         | 2          | 0          |
| Trust local police a great deal/a fair amount   | <b>9</b>         | <b>9</b>   | 0          |
| Need to improve writing   | <b>1</b>         | 1          | 0          |
| Very/fairly satisfied with repair of home   | <b>3</b>         | <b>4</b>   | 0          |
| Can influence decisions that affect local area  | <b>2</b>         | 2          | 0          |
| Very/fairly worried about being insulted or pestered in public                              | <b>-13</b>       | <b>-13</b> | 1          |
| Long-standing limiting illness  | <b>-2</b>        | -2         | 1          |
| Dogs causing nuisance or mess a serious problem   | <b>-1</b>        | -2         | 1          |
| Racial harassment a serious problem   | <b>-2</b>        | <b>-3</b>  | 1          |
| Have national savings   | <b>2</b>         | <b>3</b>   | -1         |
| Do no exercise for 20 minutes or more   | <b>2</b>         | 0          | 1          |
| Gross earnings from work less than £100 per week  | <b>-5</b>        | <b>-6</b>  | 1          |
| Very/fairly satisfied with family doctor/GP   | <b>1</b>         | 3          | -1         |
| Economically active   | 1                | 2          | -1         |
| Want to move  | 0                | -1         | 1          |
| Quality of life very/fairly good  | <b>3</b>         | <b>5</b>   | -1         |
| Feel part of the community a great deal/a fair amount                                       | <b>10</b>        | <b>11</b>  | -2         |
| Never worked  | 0                | -2         | 2          |
| Very/fairly worried about being burgled   | <b>-21</b>       | <b>-22</b> | 2          |
| Very/fairly worried about being physically attacked by someone known                        | <b>-7</b>        | <b>-9</b>  | 2          |
| Need to improve maths   | 0                | -3         | 2          |
| Never eat five portions of fruit or vegetables in a day                                     | <b>-4</b>        | <b>-7</b>  | <b>3</b>   |
| Think will move   | 0                | -3         | <b>3</b>   |
| Very/fairly worried about being attacked because of skin colour/ethnic origin/religion      | <b>-7</b>        | <b>-11</b> | <b>3</b>   |
| Very/fairly worried about being sexually assaulted  | <b>-12</b>       | <b>-15</b> | <b>4</b>   |
| Very/fairly worried about being physically attacked by strangers                            | <b>-14</b>       | <b>-18</b> | <b>4</b>   |
| Very/fairly worried about being mugged  | <b>-17</b>       | <b>-21</b> | <b>4</b>   |
| Very/fairly worried about somebody distracting/posing as an official and stealing from home | <b>-14</b>       | <b>-20</b> | <b>7</b>   |
| Very/fairly easy to see family doctor/GP  | <b>4</b>         | <b>12</b>  | <b>-7</b>  |

Source: Ipsos MORI NDC and Comparator Household Surveys 2002–2008

Above dotted line: NDC improved relative to comparator

Below dotted line: Comparator improved relative to NDC

For NDC and Comparator columns, bold indicates that change is significant at the 0.05 level

For 'difference' column, bold indicates that difference in change is significant at the 0.05 level

**Table A6: 58 household survey indicators: NDC change; national change; difference in change 2002–2008**

|  | Change 2002–2008 |          |            |
|--|------------------|----------|------------|
|  | NDC              | National | Difference |
| Car crime a serious problem  | –22              | –1       | –21        |
| Area got much/slightly better in past two years  | 18               | 0        | 18         |
| Have current account   | 13               | –3       | 16         |
| Abandoned/burnt out cars a serious problem   | –17              | –2       | –15        |
| Very/fairly satisfied with area  | 13               | –1       | 14         |
| Vandalism, graffiti and other damage to property a serious problem                     | –17              | –3       | –14        |
| Very/fairly worried about being burgled  | –21              | –7       | –14        |
| Teenagers hanging around a serious problem   | –12              | 1        | –13        |
| Very/fairly worried about being insulted or pestered in public                         | –13              | –1       | –11        |
| Very/fairly worried about being mugged   | –17              | –6       | –11        |
| Drug dealing and use a serious problem   | –10              | 1        | –11        |
| Litter and rubbish a serious problem   | –13              | –2       | –11        |
| Feel a bit/very unsafe after dark  | –12              | –2       | –10        |
| Speed and volume of traffic a serious problem  | –12              | –2       | –10        |
| Very/fairly worried about being physically attacked by strangers                       | –14              | –5       | –9         |
| Gross household income below £200 per week   | –11              | –4       | –7         |
| Health somewhat/much worse than one year ago   | –2               | 5        | –7         |
| Very/fairly satisfied with repair of home  | 3                | –3       | 6          |
| Trust local council a great deal/a fair amount   | 8                | 2        | 6          |
| People in area very/fairly friendly  | 3                | –2       | 5          |
| Trust local schools a great deal/a fair amount   | 5                | 0        | 5          |
| Trust local police a great deal/a fair amount  | 9                | 4        | 5          |
| Very/fairly worried about being attacked because of skin colour/ethnic origin/religion | –7               | –3       | –4         |
| Have national savings  | 2                | –2       | 4          |
| In employment  | 3                | 0        | 3          |
| Very/fairly satisfied with accommodation   | 2                | –1       | 3          |
| Racial harassment a serious problem  | –2               | 1        | –3         |
| Experienced burglary in last year  | –3               | –1       | –2         |
| Feel own health not good   | –4               | –2       | –2         |
| No qualifications  | –5               | –3       | –2         |
| Feel part of the community a great deal/a fair amount                                  | 10               | 8        | 2          |
| Experienced theft from the person in last year   | –2               | –1       | –2         |
| Neighbours a serious problem   | –2               | 0        | –2         |
| Experienced theft from outside the home in last year                                   | –2               | –1       | –1         |
| Very/fairly satisfied with family doctor/GP  | 1                | 0        | 1          |
| Never worked   | 0                | 1        | –1         |
| Involved in local organisation   | 2                | 1        | 1          |
| Economically active  | 1                | 0        | 1          |
| Experienced assault in last year   | –1               | –1       | –1         |
| Smoke cigarettes   | –5               | –4       | –1         |
| Dogs causing nuisance or mess a serious problem  | –1               | –1       | 0          |
| Trust local health services a great deal/a fair amount                                 | 6                | 6        | 0          |

*continued*

**Table A6: 58 household survey indicators: NDC change; national change; difference in change 2002–2008**

|  | Change 2002–2008 |          |            |
|--|------------------|----------|------------|
|  | NDC              | National | Difference |
| Long-standing limiting illness                 | –2               | –2       | 0          |
| Very/fairly easy to see family doctor/GP       | 4                | 5        | –1         |
| Need to improve reading                        | 1                | 0        | 1          |
| Need to improve writing                        | 1                | 0        | 1          |
| Need to improve spelling                       | 0                | –1       | 1          |
| Have credit card                               | –1               | 0        | –1         |
| Quality of life very/fairly good               | 3                | 5        | –2         |
| Know most/many of the people in the area       | 3                | 5        | –2         |
| Need to improve maths                          | 0                | –3       | 3          |
| Can influence decisions that affect local area | 2                | 5        | –3         |
| Neighbours look out for each other             | 2                | 5        | –3         |
| Want to move                                   | 0                | –3       | 3          |
| Do no exercise for 20 minutes or more          | 2                | –2       | 4          |
| Use interactive services through digital TV    | 4                | 8        | –4         |
| Have savings account                           | 1                | 6        | –5         |
| Use Internet at work/place of study            | 6                | 15       | –9         |

Source: Ipsos MORI NDC Household Survey 2002–2008

Note: For relevant national sources see Ipsos MORI (2008) *National Evaluation of New Deal for Communities: Household Survey 2008: Benchmark Trends*

Above dotted line: NDC improved relative to national

Below dotted line: National improved relative to NDC

| <b>Table A7: Demographics and household characteristics: 2002–2008</b> |               |               |                  |
|--|---------------|---------------|------------------|
|  | Per cent 2002 | Per cent 2008 | Change 2002–2008 |
| <b>Sex</b>   |               |               |                  |
| Male   | 49            | 49            | 1                |
| Female   | 51            | 51            | –1               |
| <b>Age</b>   |               |               |                  |
| 16–24  | 19            | 18            | –1               |
| 25–49  | 48            | 51            | 3                |
| 50–59/64   | 14            | 14            | 0                |
| 60/65+   | 18            | 17            | –1               |
| <b>Ethnicity</b>   |               |               |                  |
| White  | 75            | 70            | –5               |
| Mixed  | 2             | 3             | 1                |
| Asian  | 11            | 12            | 2                |
| Black  | 10            | 11            | 1                |
| Chinese or other   | 2             | 3             | 1                |
| <b>Education</b>   |               |               |                  |
| In full-time education   | 8             | 8             | 1                |
| <b>Length of residence at address</b>                                  |               |               |                  |
| Less than a year   | 16            | 13            | –2               |
| 1 year but less than 3 years   | 16            | 15            | –1               |
| 3 years but less than 5 years  | 11            | 10            | –1               |
| 5 years but less than 10 years   | 16            | 19            | 3                |
| 10 years but less than 20 years  | 19            | 21            | 1                |
| 20 years or more   | 22            | 22            | 0                |
| <b>Household composition</b>   |               |               |                  |
| Couple, no dependent children  | 20            | 19            | 0                |
| Couple with dependent children   | 17            | 18            | 1                |
| Lone parent family   | 16            | 15            | –1               |
| Single person household  | 34            | 33            | –2               |
| Large adult household  | 13            | 15            | 2                |
| <b>Tenure</b>  |               |               |                  |
| Owner occupier   | 32            | 33            | 1                |
| Social sector renter   | 57            | 55            | –3               |
| Private renter   | 10            | 12            | 1                |

Source: Ipsos MORI NDC Household Survey 2002–2008  
 Base: All respondents

ISBN 978-1-4098-1482-5  
£20

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