



*New Deal for Communities  
National Evaluation: An  
Overview of Change Data: 2006*

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Research Report 33

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National Evaluation: An  
Overview of Change Data: 2006*

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*Centre for Regional Economic and Social Research  
Sheffield Hallam University*

*Christina Beatty  
Mike Foden  
Paul Lawless  
Ian Wilson*

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

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# Executive Summary

## Introduction

The New Deal for Communities (NDC) Programme was launched in 1998. The Programme is designed to narrow gaps between these 39 deprived localities and the rest of the country. This report provides a late 2006 snapshot of currently available 'change data'. It draws on two main sources: the 2002, 2004 and 2006 Ipsos MORI household surveys; and also administrative data collated and analysed by the Social Disadvantage Research Centre (SDRC) at Oxford University which generally addresses change over much the same period of time: 2001/02 to 2005.

This report is based on cross-sectional area data: it identifies change at the area level at different points in time. It does not allow for any exploration of that myriad of individual level changes which underpin area based change. **It is not possible to provide any overarching assessment of the real scale of Programme wide change until longitudinal individual level data is analysed later in 2007.** Such longitudinal data identifies what happens to individuals through time. **Data explored here considers changes through time to the 39 areas.**

## Place Based Indicators of Change

### RESIDENTS AND THEIR LOCAL NDC

NDCs have performed well in terms of increasing the proportion of local residents who know of their existence, who think NDCs have improved the neighbourhood, who trust their local Partnership, and who are actively engaged with it.

For example between 2002 and 2006 there was a 24 percentage points increase in those thinking their local NDC had improved the area as a place to live.

### THE LOCAL COMMUNITY AND THE AREA

Indicators assessing attitudes to the area improved substantially, although the rate of change tended to be more marked during the 2002 to 2004 period, rather than in the following two years. Between 2002 and 2006 there was an eleven percentage points increase in residents being satisfied with the area as a place to live. There was also evidence of steady, if generally modest, improvements in relation to most aspects of community solidarity. There was a seven percentage points rise in those feeling part of the local community.

## HOUSING AND THE PHYSICAL ENVIRONMENT

There have been modest but steady changes in NDC house prices relative to the national average. There is evidence too of substantial improvements with regard to resident perceptions of local environmental problems: those seeing vandalism, graffiti and damage to property as being a serious problem fell 15 percentage points between 2002 and 2006. But there has been no reduction in the proportion of residents wishing to move from the area, although there is evidence that fewer wish to move because of area based factors.

## CRIME

There has been more positive change in relation to crime than for other outcome areas such as health and worklessness. For instance:

- nine of the sixteen indicators showing greatest change are related to crime and fear of crime, the remainder are mainly concerned with housing and the physical environment and the community
- those feeling very/fairly unsafe, in and around, the area after dark fell ten percentage points between 2002 and 2006, although the 2006 figure was still 15 percentage points above the national average
- burglary rates fell from 70 per thousand dwellings in 2002-03 to 48 two years later; and the total crime rate fell from 84 to 73 per thousand population over the same two year period
- more people trust the local police a great deal than is the case nationally.

## People Based Indicators of Change

### WORK AND FINANCE

Cross-sectional area based data do not indicate substantial changes in relation to worklessness and finance:

- survey data suggest employment rates remained steady between 2002 and 2006
- administrative benefits data indicate that between 1999 and 2005 NDC areas did better than national averages would suggest in relation to falling JSA claimants, but levels of claimants on work limiting illness benefits rose slightly contrary to static national trends
- there has been a modest reduction in low income households, although these remain deprived neighbourhoods by national standards.

### EDUCATION AND SKILLS

There is evidence of positive change across NDC areas:

- between 2002 and 2005 educational attainment rates tended to rise for pupils living in NDC areas, especially at Key Stage 4

- between 2001 and 2003 there was a marked increase in those staying on in full-time education after age 16
- but there has been little change in relation to those thinking they need to improve their basic skills or who are undertaking training.

## HEALTH

Predictably there have been fewer changes in relation to health than for other outcome areas. There were modest and positive improvements between 2002 and 2006 in relation to smoking and those feeling their health was good or fairly good. But shifts were small and for some indicators such as those undertaking no physical activity, there were no changes at all.

# A Programme Wide Overview

## NDC PROGRAMME WIDE CHANGE 2001/02-2006

Across the Programme there is clear evidence that considerable improvements occurred in NDC areas between 2001/02 and 2006:

- analysis of 63 indicators drawn from the three household surveys, showed that 59 moved in a positive fashion
- and change for all of these 59 was statistically significant.

In general positive change is more obvious in relation to place, rather than people, based outcomes. This may support the view that the neighbourhood is an ideal locale within which to achieve place based renewal outcomes: problems surrounding the environment, crime, liveability, community cohesion and so on are of areas, and can be resolved within them. On the other hand, people based outcomes may simply be relatively more difficult to sustain and record at the neighbourhood level because:

- 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; there may be real benefits to the individuals concerned but these 'ABI induced outcomes' will not be picked up in the cross-sectional area based data explored here
- individual level benefits are harder to capture: introducing area based improvements such as environmental schemes, neighbourhood management, or enhanced local security will impact on everyone and are thus much more likely to feed through into say improved perceptions of the area or reductions in fear of crime rates; person level interventions designed say to improve educational attainment levels or provide personalised training may well have profound implications for individuals but will be harder to identify
- some people based outcomes, notably in health and possibly education will take many years, even decades to become apparent: it may simply be easier to shift place based outcomes around say fear of, and actual, crime, attitudes to the area, or environmental perceptions, than is true for many people based outcomes

- there are well established delivery agencies in place, schools, PCTs, training organisations and so on, few of which will normally prioritise place; their remit is to improve outcomes for individuals and households.

This is not to suggest that person level interventions have no place in neighbourhood level interventions. But it is the case that as individuals leave relatively deprived areas such as NDCs they may take benefits with them, and that it is probably intrinsically easier to record improvements to place, rather than people, based outcomes.

#### **RATES OF CHANGE: 2004-2006 COMPARED WITH 2001/02-2004**

There is evidence that more change occurred between 2001/02 and 2004 rather than in the following two year period. Change does not appear to be accelerating through time. There are several possible explanations for this apparently counterintuitive finding. It may be for instance that:

- initial positive effects arising from ‘quick wins’ implemented by NDCs in their early days have diminished through time
- as the Programme has developed the gap between better and less-well performing NDC areas, or groups of NDC areas, may have increased; the achievements of better performers are hidden in the Programme wide averages presented in this report
- further analysis may well point to outcomes being more positive for particular groups of people defined by age, gender, ethnicity and so on, than these Programme wide averages suggest
- 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 the pattern of change in areas subject to long term renewal programmes is one of rapid initial movements followed by a longer period of consolidation
- for some outcomes such as incidence of crime the room for a great deal of additional positive change may be relatively limited; survey data suggest for example that burglary in the previous 12 months fell from 7 per cent to 4 per cent between 2002 and 2006: to what extent is it plausible to assume it will drop much further?
- and ultimately for some outcomes, notably health indicators such as morbidity and mortality, but also perhaps educational attainment rates and major shifts in worklessness, any positive benefits arising from NDC funded initiatives may take many years to become apparent: turning these areas round across all five outcomes is extremely challenging and might conceivably take decades to achieve.



## Change in NDC areas and National Benchmarks

For some indicators it is possible to compare change in NDC areas with a national benchmark. These comparisons need to be treated cautiously. For instance change at the national level may not always equate with the same time period as is covered by the 2002, 2004, and 2006 NDC surveys. Nevertheless on the broad canvas of the 40 or so indicators, drawn from both survey and admin data sources, where it is possible to make some meaningful comparison:

- change in NDC areas proved to be at least five percentage points greater than national benchmarks would suggest for about a quarter of indicators; these mainly relate to fear and incidence of crime and perceptions of local environmental problems
- for most indicators change in NDC areas is often very similar, if generally slightly better, than national figures would suggest
- the one exception is that whereas there was a one percentage points rise on those wanting to move from their present property in NDC areas between 2002 and 2006, the equivalent national benchmark fell four points.

### DATA ANALYSIS: THE NEXT STEPS

Future tasks in relation to data analysis **include:**

- analysing individual level survey and administrative data to establish the degree to which **change for those who remain in NDC areas** is greater than cross-sectional area based data would suggest; previous analysis of individual level change data for the 2001/2-2004 period showed positive outcomes in relation to worklessness which were not picked up in cross sectional area based data
- identifying, and explaining, differential rates of change across individual Partnerships and also groups or categories of NDC areas: there will be considerable variations across these 39 areas
- exploring rates of change across different socio-demographic groups and across different themes: is it easier for some groups to achieve greater positive change in certain themes?
- establishing the degree to which NDC areas improve against a series of benchmarks including similarly deprived comparator areas, local authorities, and national statistics.

# 1. Introduction

- 1.1. New Deal for Communities (NDC) was launched in 1998. The Programme is designed to narrow gaps between these 39 deprived localities and the rest of the country in relation to six key outcome areas: housing and the physical environment, liveability, crime, work and finance, education and training, and health. In these 39 neighbourhoods, typically accommodating about 9,800 people, NDC Partnerships 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.
- 1.2. In 2001 the Office of the Deputy Prime Minister, now Communities and Local Government, 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>1</sup> and a wide range of other outputs which can be accessed through the national evaluation team's website.<sup>2</sup> In late 2005 CRESR and its partners were awarded the second, 2006-2009, phase of the national evaluation.
- 1.3. One of the national evaluation's main tasks is to trace through time changes occurring in NDC areas and for NDC residents. This brief report is designed to provide a late 2006 snapshot of currently available 'change data'. It draws on two main sources: the Ipsos MORI household surveys and also a selection of administrative data collated and analysed by the Social Disadvantage Research Centre (SDRC) at Oxford University.

## Ipsos MORI Household Surveys

- 1.4. A large scale household survey was carried out in NDC areas in 2002, 2004 and 2006. The sample covered approximately 500 households within each Partnership in 2002 and 2004 and 400 in 2006. The aggregate sample is therefore large: 19,574 interviews in 2002, 19,633 in 2004 and 15,792 in 2006. 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 associated Figures.
- 1.5. Sample sizes of this magnitude have a very high level of statistical reliability. Findings based on the full sample are reliable to within around 1 or 2 percentage points at the 95 per cent confidence interval, even after allowing for the fact that the design is not based on a simple random sample. Similarly when looking at differences between each wave of survey data when based on the full sample, there need be only very small changes for these to be significant (between 1 or 2 percentage points).

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1 ODPM/NRU 2005 New Deal for Communities 2001-2005: An Interim Evaluation, Research Report 17  
<http://www.neighbourhood.gov.uk/publications.asp?did=1625>

2 <http://extra.shu.ac.uk/ndc/>

- 1.6. 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.
- 1.7. Details of the full methodology of the survey, which includes a combined panel and cross-sectional “top-up” design, are contained in relevant documentation on the national evaluation website.<sup>3</sup>
- 1.8. Where possible, national benchmarks are included in order to place NDC Programme wide change within the wider context.

## Secondary and administrative data

- 1.9. The SDRC collates and analyses a range of secondary and administrative data as part of the national evaluation team. Data is gathered from a number of sources: the Work and Pensions Longitudinal Study (WPLS) from Department of Work and Pensions (DWP); house prices from Land Registry; individual pupil level attainment data from the Pupil Level Annual Schools Census (PLASC) provided by Department for Education and Skills (DfES); and recorded crime data sourced from all 39 police forces in England.

## A comment on findings

- 1.10. It should be stressed at the outset that this report is based on cross-sectional area based data. In essence it is a reflection of change in NDC areas based on a series of snap-shots. As is outlined in the last section of this report, during 2007 this data is to be refined in various ways. But at the outset one specific issue should be flagged up.
- 1.11. Cross sectional data does not allow for any exploration of that myriad of **individual level changes** which underpin area based change. This is an important point. Some of the cross sectional area data presented in this report point to relatively modest changes occurring between 2002 and 2006. There is too generally a tendency for change to be more evident between 2002 and 2004 than between 2004 and 2006. However **it is not possible to provide any overarching assessment of the real scale of Programme wide change until longitudinal individual level data is analysed**. This will consider what happens to individuals who remain in NDC areas through time. Findings will be brought together in a Programme wide overview to be made available later in 2007. It is worth pointing out here that **analysis of individual level change data undertaken as part of Phase 1 of the evaluation pointed to more positive outcomes between 2001/2 and 2004 than did cross sectional area based data**.<sup>4</sup>

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3 <http://extra.shu.ac.uk/ndc/>

4 ODPM/NRU 2005 New Deal for Communities 2001-2005: An Interim Evaluation, Research Report 17 Parags 12.47-12.53. <http://www.neighbourhood.gov.uk/publications.asp?did=1625>

## Structure of the report

- 1.12. The key outcomes to the Programme, together with the community dimension, address either issues of liveability in an area, the **place based considerations**, or aspects of individual level deprivation, the **people component**. Data is therefore presented within a two-fold structure: place and people.

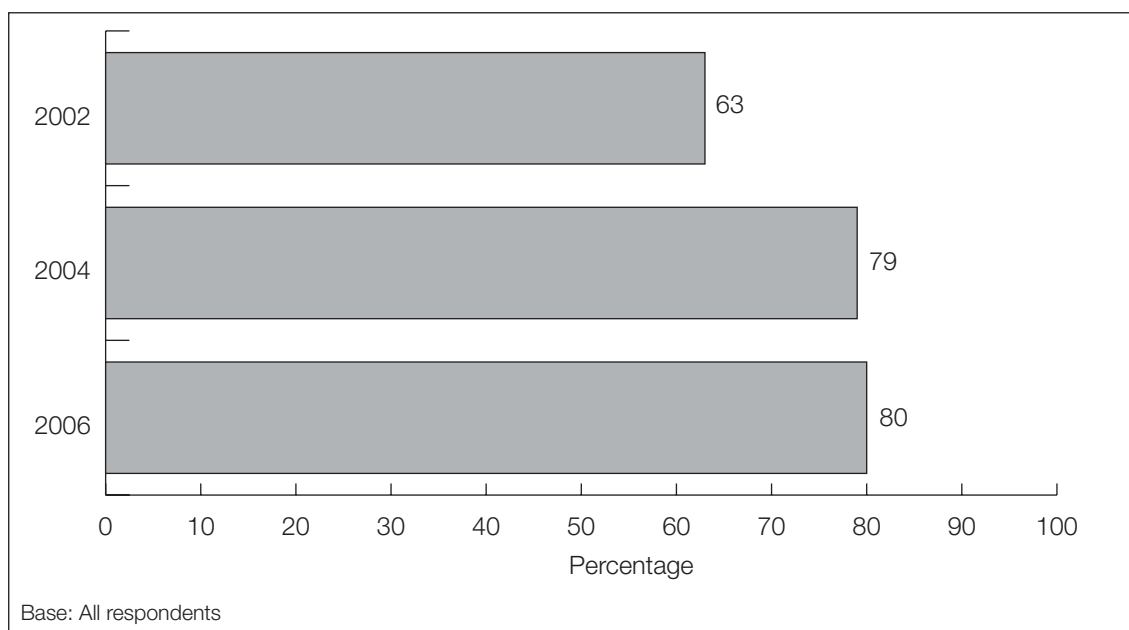
## 2. Place Based Indicators of Change

- 2.1. This section explores four place based aspects of change: residents and their local NDC; the local community and the area; housing and the physical environment; and crime. These components of change all help to enhance liveability in NDC neighbourhoods, encourage residential stability, and improve the popularity of these areas. As is discussed in the introductory chapter, in due course cross – sectional data developed in this report will be complemented by analysis of longitudinal individual level data. But there is an argument that cross sectional area data is actually well placed to tease out ‘place’ based aspects of change.

### Residents and their local NDC

- 2.2. Over the four year period 2002 to 2006 the percentage of residents who had **heard of their local NDC** rose seventeen percentage points. Much of this increase occurred between 2002 and 2004 (Figure 2.1). This pattern of change is in line with what would be expected. All NDCs had begun to operate in their localities by around 2000. Not surprisingly therefore by 2004 a substantial proportion of local residents were aware of their local Partnership. This figure was not likely to increase again to any significant degree after that date. It is nevertheless worth pointing out that by 2006 fully four-fifths of, what is often a churning population, was aware of the local NDC. It is unrealistic to expect that figure to rise much further.

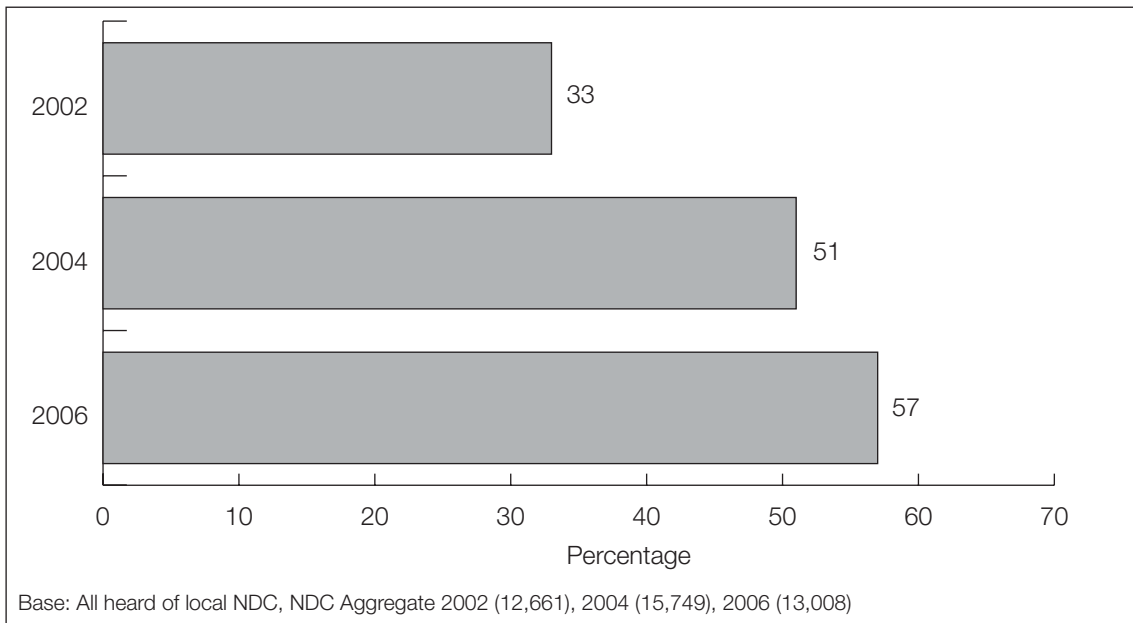
**Figure 2.1: Residents hearing of local NDC**



- 2.3. Interestingly the increase in the proportion of local residents who are aware of the NDC is actually less than the rise in those who, having heard of their local Partnership, think it has **improved the area as a place to live** (Figure 2.2).

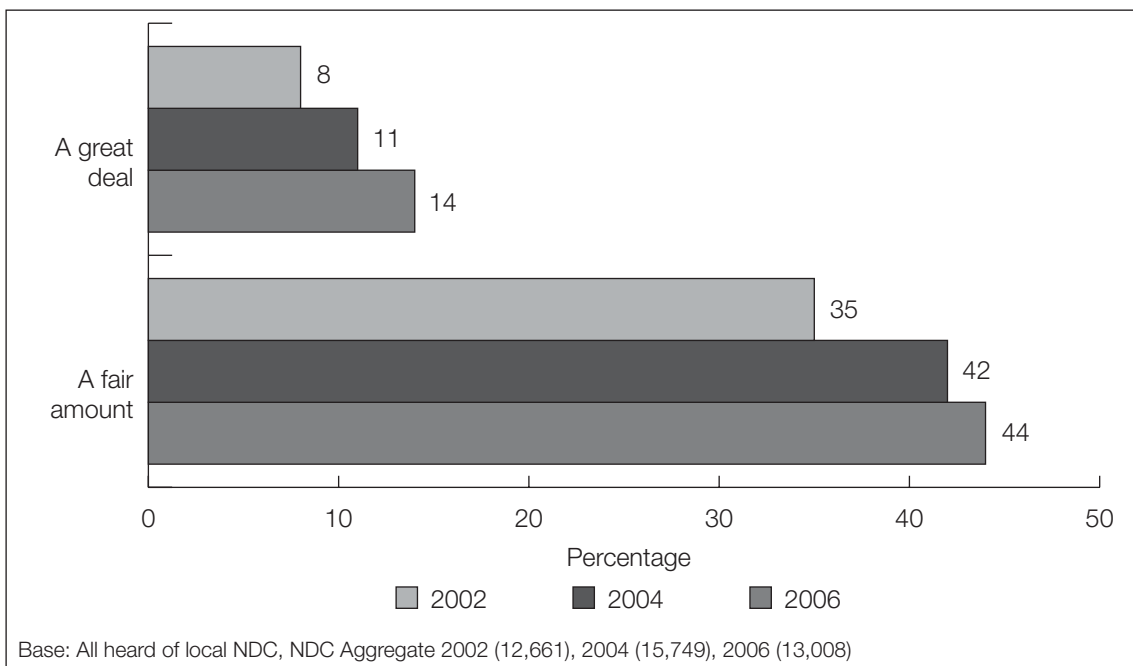
Between 2002 and 2006 there was a 24 percentage points increase in residents thinking this to be the case, six percentage points of which occurred between 2004 and 2006.

**Figure 2.2: Residents thinking NDC improved area as a place to live**



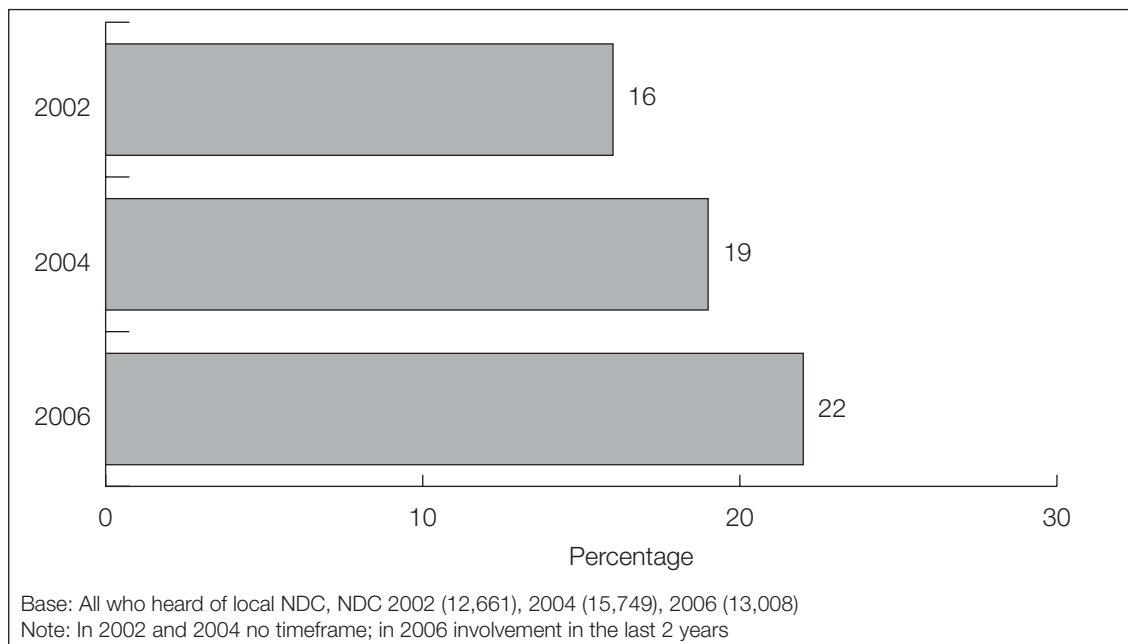
2.4. Equally so there has been a considerable increase in those **trusting their NDC** (Figure 2.3). Over this four year period there was a six percentage points increase in those trusting their NDC a great deal, and a nine percentage points increase in those trusting it a fair amount. By 2006 almost 60 per cent of local residents expressed some form of trust in their NDC, compared with less than 50 per cent trusting their local council.

**Figure 2.3: Trust in NDCs**



2.5. There continues as well to be a steady increase in the proportion of local residents who have **engaged in NDC activities**. Although through time this should increase as more NDC projects come on line, by 2006 more than a fifth of the local population was engaged in an NDC activity of some kind (Figure 2.4).

**Figure 2.4: Residents engaged in NDC activities**

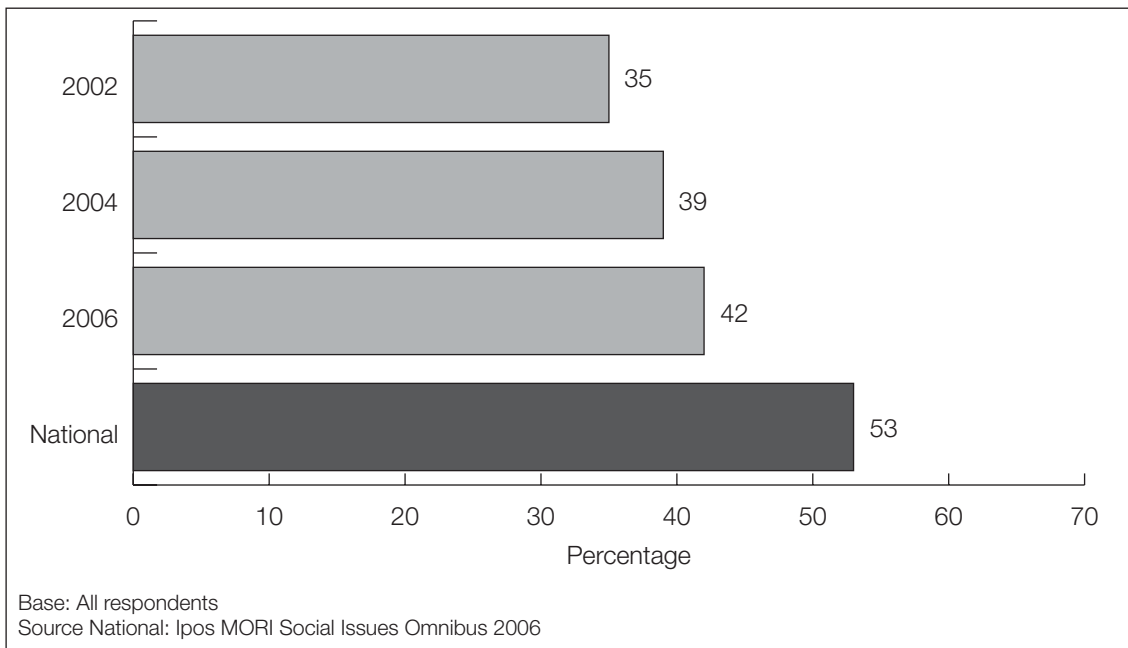


2.6. It is therefore reasonable to conclude that NDCs have performed well in terms of increasing the proportion of local residents who know of their existence, who think NDCs have improved the neighbourhood, who trust their local Partnership, and who are actively engaged with it.

## The Local Community and the Area

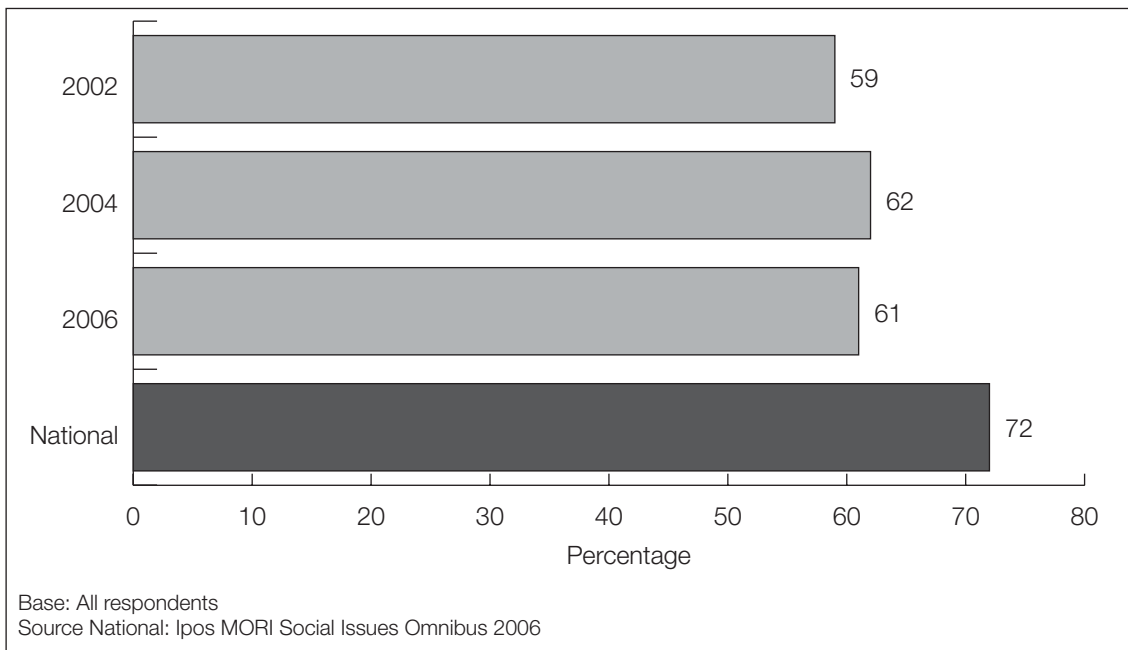
2.7. The NDC Programme is premised on the assumption that the community should be at the ‘heart’ of the renewal process. However, Partnerships tend to operate in neighbourhoods which have been subject to considerable social and economic deprivation. Partly as a result, community infrastructure and networking may not be as strong as is the case nationally. Despite what therefore is often an unpromising local context, NDC residents nevertheless increasingly **feel part of the local community** (Figure 2.5). However even after a seven percentage points increase between 2002 and 2006, there is still a considerable gap between NDC Programme wide averages and the equivalent national benchmark.

**Figure 2.5: Feeling part of the local community**



2.8. There has been a modest increase too in the percentage of residents who think that **neighbours look out for each other** (Figure 2.6). This increase occurred between 2002 and 2004. However even with little apparent change in the following two years the Programme wide average is not hugely different from national equivalents, a creditable outcome in areas still subject to considerable ‘churn’: for instance, fully 40 per cent of local residents want to move (see Figure 2.13).

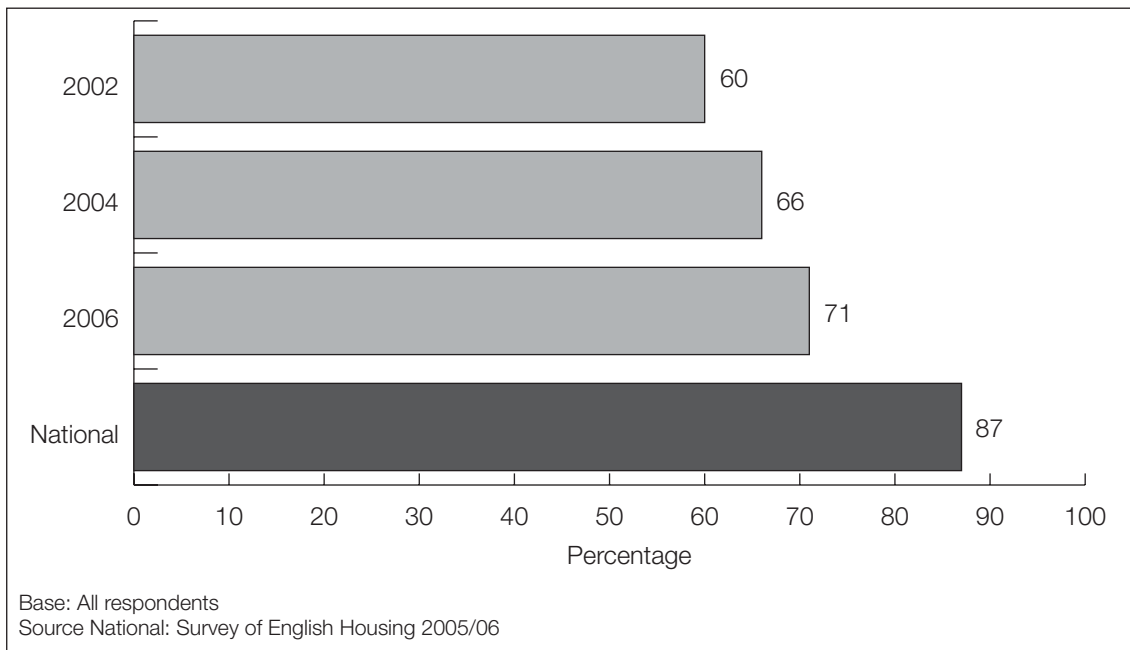
**Figure 2.6: Neighbours look out for each other**



2.9. Between 2002 and 2006 there was an 11 percentage point increase in residents being **satisfied with the area as a place to live**. This increase was more or less evenly split between 2002-2004 and 2004-2006 (Figure 2.7). Even after this increase however, area satisfaction levels are substantially below the national figure.

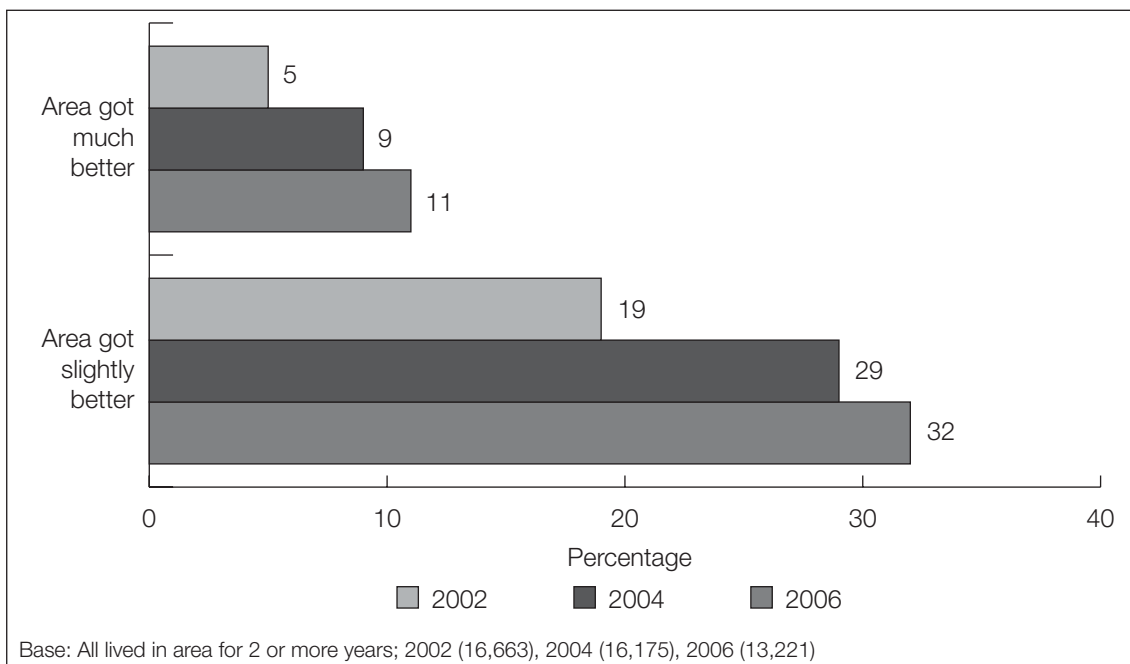


**Figure 2.7: Satisfied with the area as a place to live**



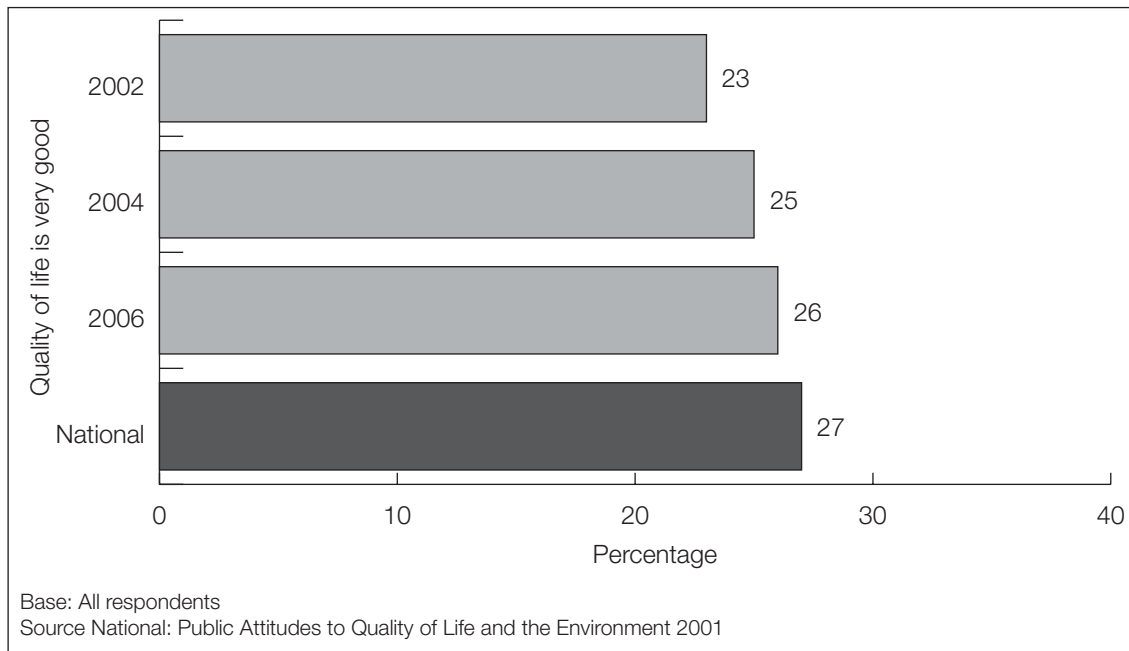
2.10. The proportion of residents who think the **area got much or slightly better** in the previous two years also rose between 2002 and 2006 (Figure 2.8). This increase tended to be more marked between 2002 and 2004 than in the following two years. There may be several reasons for this pattern of change. Residents may simply have become more accustomed to area improvements. Many NDCs also put in place ‘quick win’ environmental and crime projects which are likely to have impacted on perceptions of the area in the earlier years. Further substantial rises in resident satisfaction levels may well only occur once the full effects of any major housing and environmental improvements become apparent.

**Figure 2.8: Area improved in last two years**



2.11. The proportion of residents considering their **quality of life to be very good** also rose albeit modestly between 2002 and 2006 (Figure 2.9). By the latter date, the Programme wide average was only slightly lower than the equivalent national benchmark.

**Figure 2.9: Quality of life very good**



2.12. Hence in relation to the local community and the area:

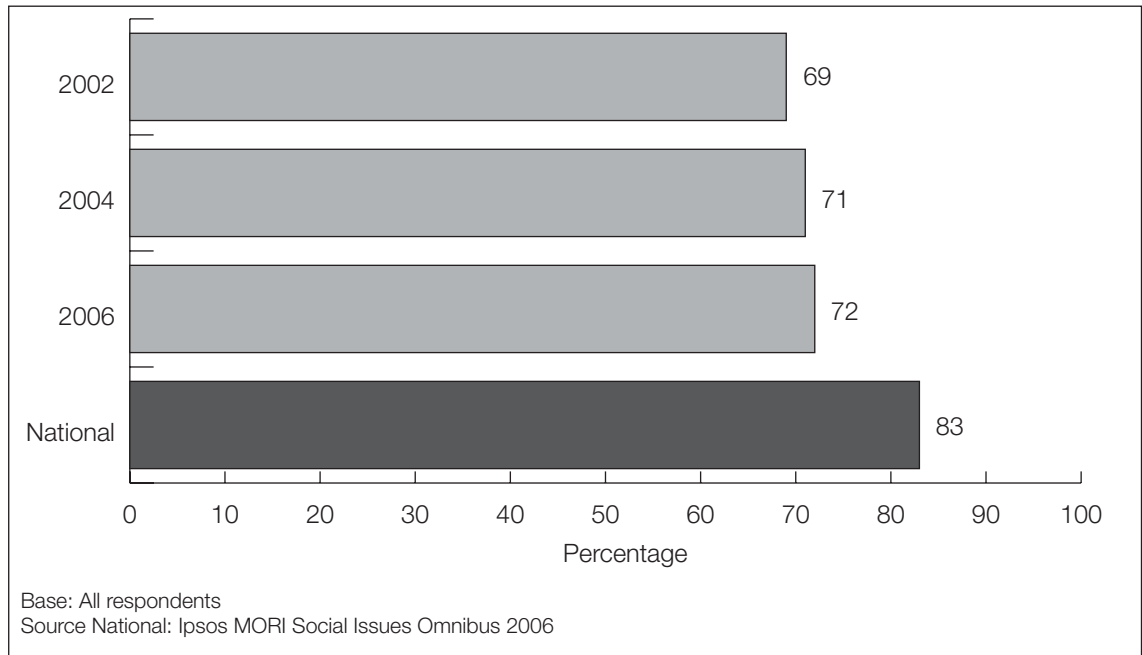
- indicators assessing attitudes to the area improved substantially, although the rate of change tended to be more marked during the 2002 to 2004 period, rather than in the following two years
- there was evidence of steady, if generally modest improvements, in relation to aspects of community solidarity.

## Housing and the Physical Environment

2.13. Partnerships are dealing with a range of problems arising from both poor quality housing and depressing local environments. Many local environmental improvement schemes have been implemented. These can be introduced relatively quickly and cheaply, and often reflect local priorities. However, where NDCs are working with other agencies to effect major housing refurbishment schemes, the full benefits arising from such developments may take many years to feed through.

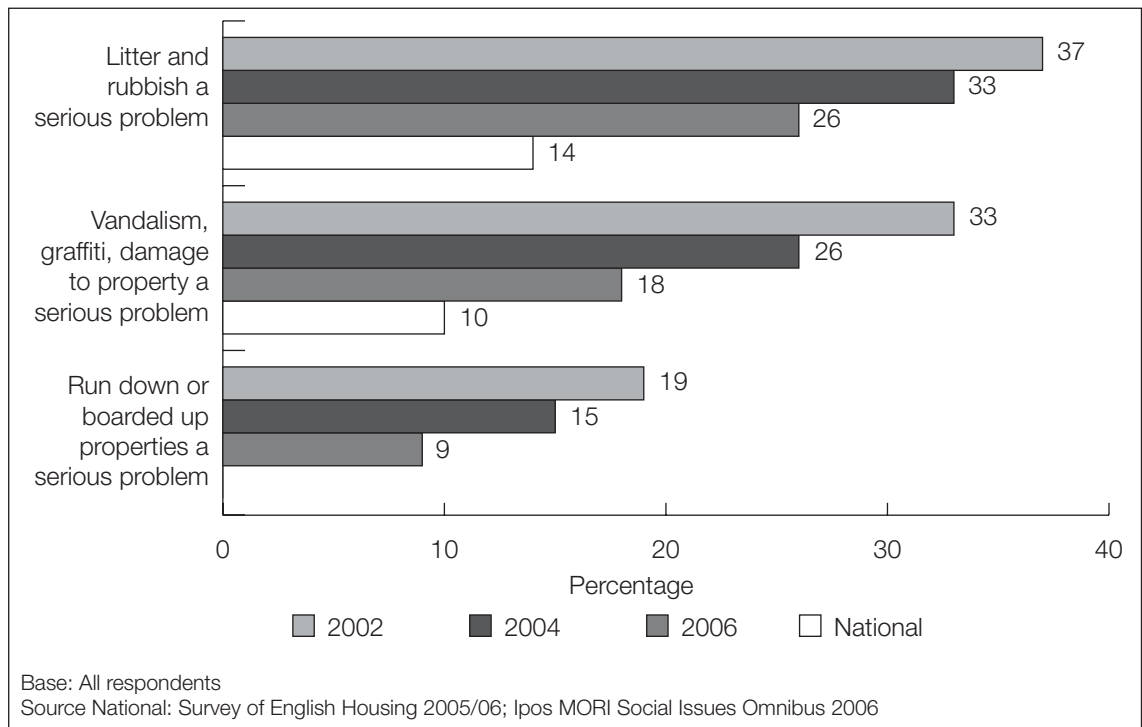
2.14. There has been a slight increase in the proportion of local residents who are **satisfied with the state of repair of their home**. Nevertheless, Programme wide averages are still some 11 percentage points lower than the national equivalent. This is likely partly to be explained by the composition of housing in NDC areas. 65 per cent of NDC households lived in rented accommodation in 2006, some 34 percentage points higher than the national average.

**Figure 2.10: Satisfied with state of repair of home**



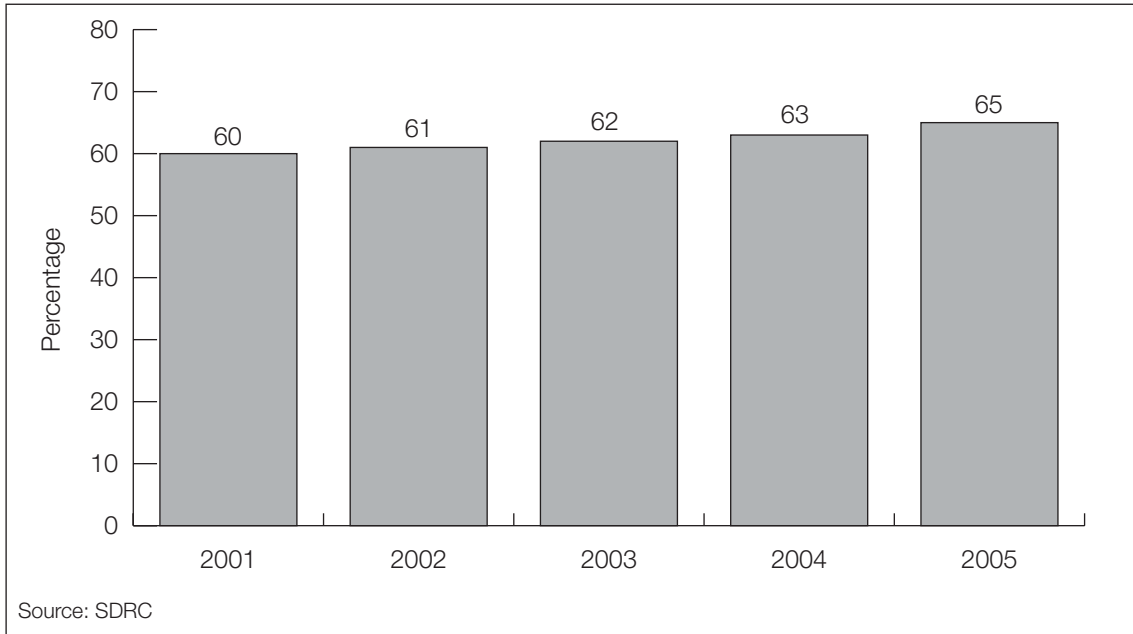
2.15. However, across the Programme residents are much more positive about changes **occurring to their local environment** (Figure 2.11). For instance those perceiving serious problems in relation to three environmental concerns, run down properties, vandalism and graffiti, and litter and rubbish fell by 10, 15 and 11 percentage points respectively between 2002 and 2006. If anything here the rate of change accelerated over this four year period. Even then NDC Programme wide averages remain considerably above national benchmarks.

**Figure 2.11: Environmental problems: resident perceptions**



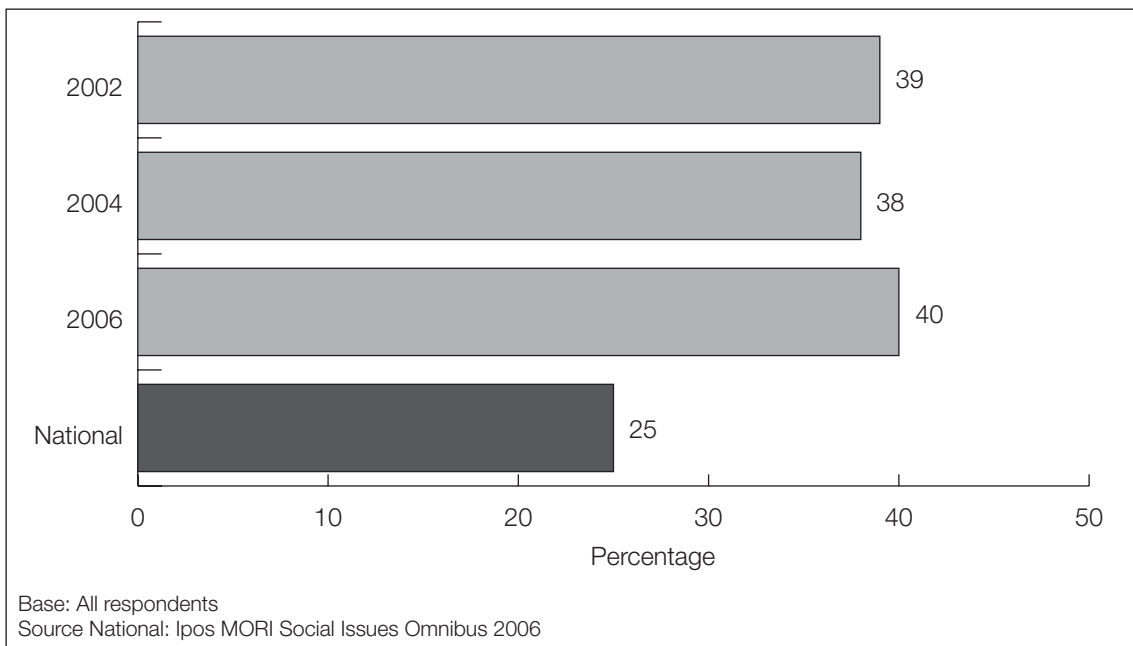
2.16. **House prices** in NDC areas have risen steadily in recent years compared with the national average (Figure 2.12). Analysis in this instance is based on a composite Programme wide average of average prices within the 39 individual areas, each of which is therefore given equal weighting. This is to avoid the bias which can occur if a disproportionately large number of sales occur in neighbourhoods with either relatively high, or low, prevailing house prices.

**Figure 2.12: Average NDC house prices as a proportion of the national average**



2.17. Bearing in mind perceived environmental improvements and increasing house prices it is perhaps surprising to see virtually no change in the proportion of local residents **wishing to move** (Figure 2.13). NDC averages remain considerably above national benchmarks.

**Figure 2.13: Residents wanting to move**



2.18. By returning in 2006 to those interviewed in 2004, it is possible to see why people **change their minds about moving intentions**. In 2006 those who indicated in 2004 that they thought they would leave the area were asked why they hadn't done so (Table 2.1). Similarly those who indicated in 2004 that they would not be moving from their property but by 2006 indicated that they wished to do so, were also asked why they had changed their views (Table 2.2). Two key conclusions emerge:

- there is nothing to suggest that area improvements were encouraging more people to stay
- but for those who intended to move in 2006, but hadn't wanted to do so in 2004, there was a fall in the proportion of those who intended to move because of area related factors: this may point to area improvements beginning to have an impact on mobility intentions.

**Table 2.1: 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
A great deal	8	5
A fair amount	17	16

Base: All longitudinal respondents who thought they would move in 2004 but now don't think they will, NDC Aggregate, 2004 (767), 2006 (543)

**Table 2.2: 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
Property related	40	45
Area related	36	28
Personal reasons	30	32
Work reasons	4	4
Retirement	1	1
Services	1	2
Financial reasons	4	6

Base: All longitudinal respondents who thought they would NOT move in 2004 but now think they will, NDC Aggregate 2004 (1,272), 2006 (999)

2.19. In relation to housing and the physical environment there is evidence of:

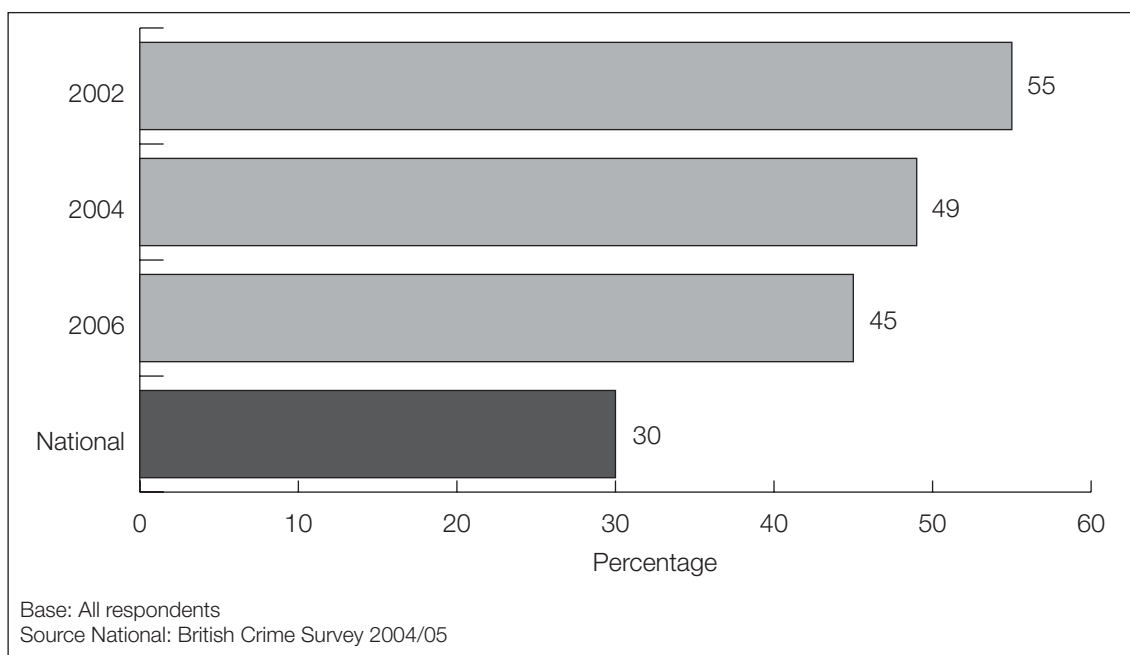
- modest but steady changes in NDC house prices relative to the national average
- substantial improvements with regard to resident perceptions of local environmental problems
- and perhaps a hint that area improvements are beginning to impact on mobility intentions.

## Crime

2.20. Across the Programme NDC Partnerships have put in place a range of initiatives designed to reduce fear and incidence of crime including increasing police and Police Community Support Officer resources, the installation of CCTV, target hardening projects, alleygating schemes, and so on.

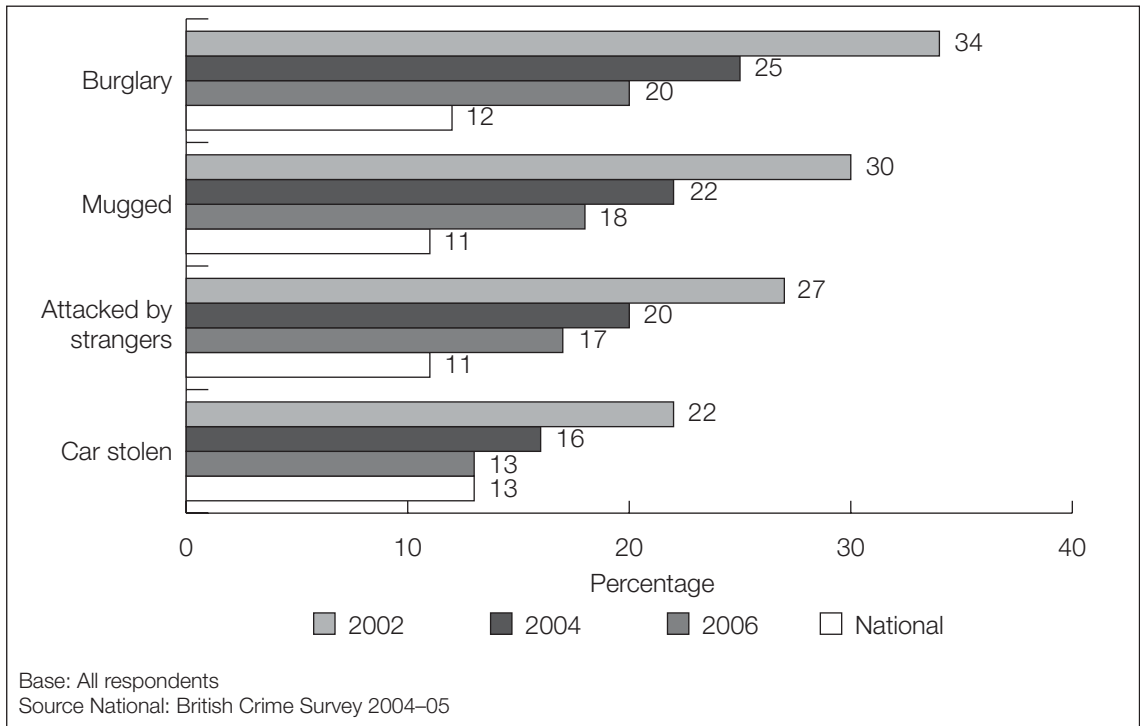
2.21. These kinds of initiatives may have helped reduce fear of crime (Figure 2.14). Between 2002 and 2006 there was a ten percentage points reduction in residents 'feeling unsafe in and around this area after dark'. Even with this reduction however rates remain considerably above the equivalent national statistic.

**Figure 2.14: Feel very/fairly unsafe in or around this area after dark**



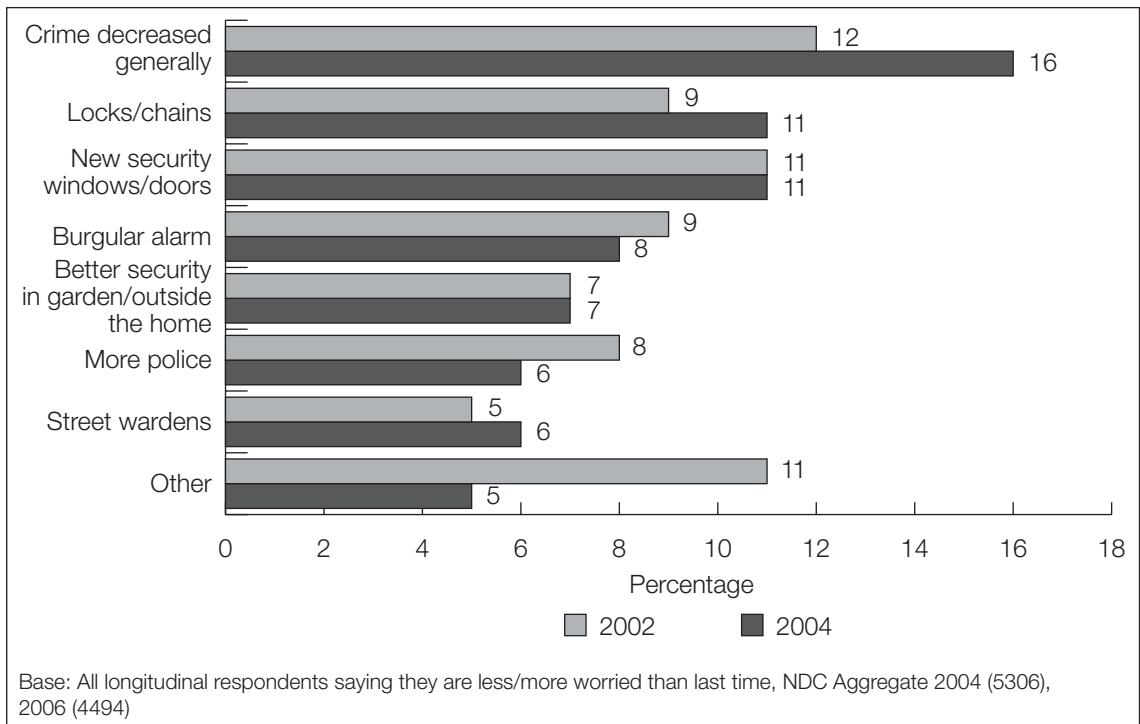
2.22. Fear of crime has fallen more or less consistently across different types of offence. For example, in relation to aspects of anti-social behaviour, those regarding 'teenagers hanging around on the street' as a serious problem fell from 41 per cent to 32 per cent between 2002 and 2006. With regard to crime, there was a 14 percentage point fall in those worried about burglary between 2002 and 2006. In all four crime categories, reduction in fear of crime was more marked between 2002 and 2004 than in the following years (Figure 2.15).

**Figure 2.15: Fear of crime: percentage feeling very worried**



2.23. Fear of crime has fallen for a number of reasons (Figure 2.16). NDCs themselves are unlikely directly to have impacted a great deal on the single most important factor: decreasing crime rates generally. But NDC and partner agency interventions to improve domestic security, introduce street wardens, and boost police have also clearly helped reduce fear of crime.

**Figure 2.16: Fear of crime: reasons for feeling less worried**

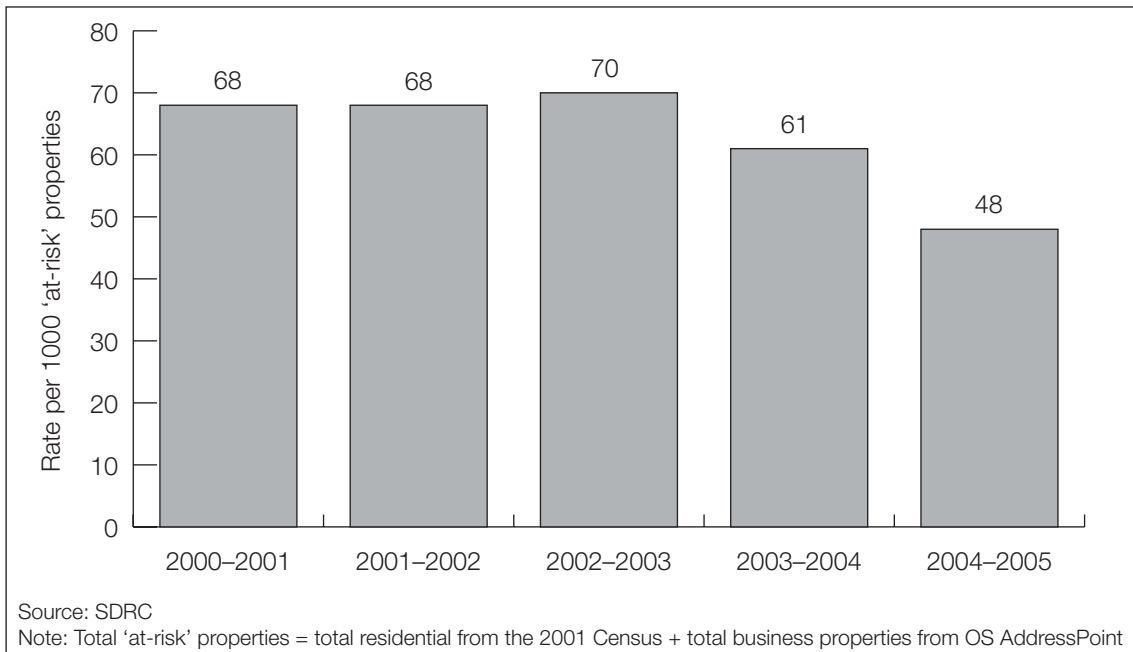


2.24. A decline in fear of crime has been matched by an **actual reduction in crime**. For instance between 2002/03 and 2004/05, recorded police crime data indicate that burglary rates fell from 70 per thousand dwellings to 48 per thousand across

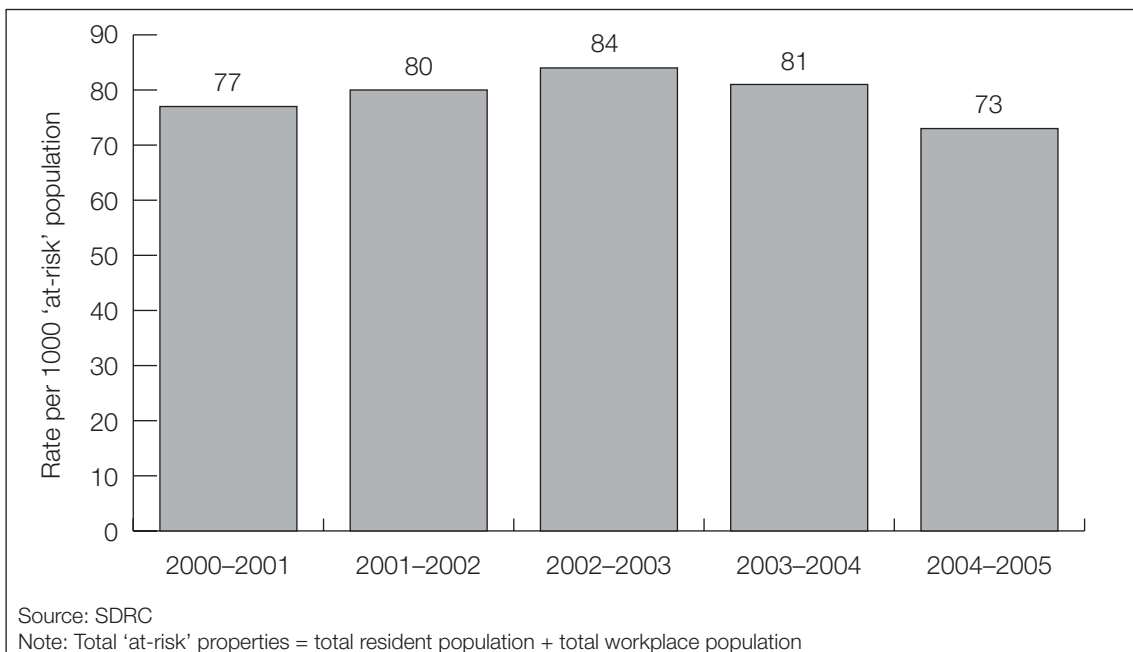
all NDC areas. This was greater than the national decrease from 38 to 29 per thousand dwellings over the same period. Survey data confirms falling burglary rates. In 2002 seven per cent of households had suffered from burglary in the previous 12 months; by 2006 that had fallen to four per cent.

2.25. Police recorded crime also indicates a fall in the total crime rate, in this instance from 84 to 73 per one thousand population between 2002/03 and 2004/05 (Figure 2.18). This was also greater than the national decrease from 55 to 51 crimes per one thousand population over the same period. The total crime rate used here refers to a selection of key offences under the headings of violence, burglary, theft and criminal damage in all NDC areas over a year.

**Figure 2.17: Burglary Rate**



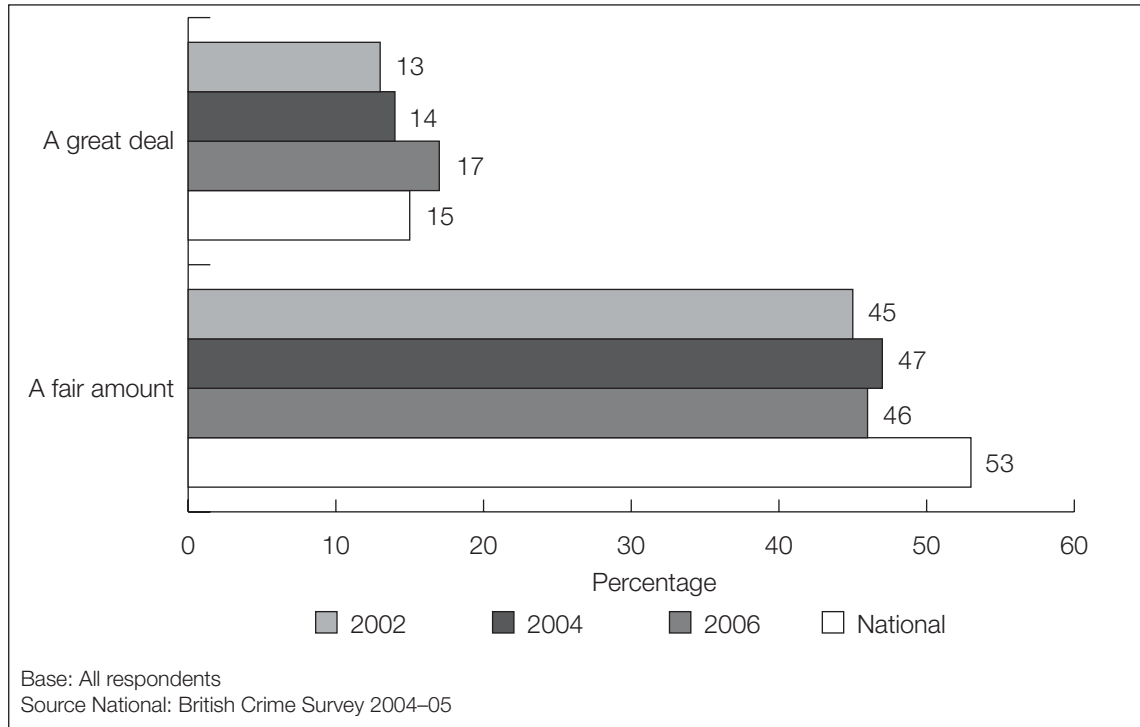
**Figure 2.18: Total crime rate**





2.26. 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 2.19). By 2006 a higher proportion of local residents trusted the police a great deal than was the case nationally.

**Figure 2.19: Trust in Police**



2.27. There is, as yet, greater evidence of improvements in crime than other key outcome areas such as health and worklessness. Table 4.1 below indicates that nine of the sixteen indicators showing greatest change are related to crime and fear of crime, the remainder are mainly concerned with housing and the physical environment and community. Fear and incidence of crime have fallen, probably partly as a result of neighbourhood level interventions, and trust in the police amongst NDC residents is in line with national figures.

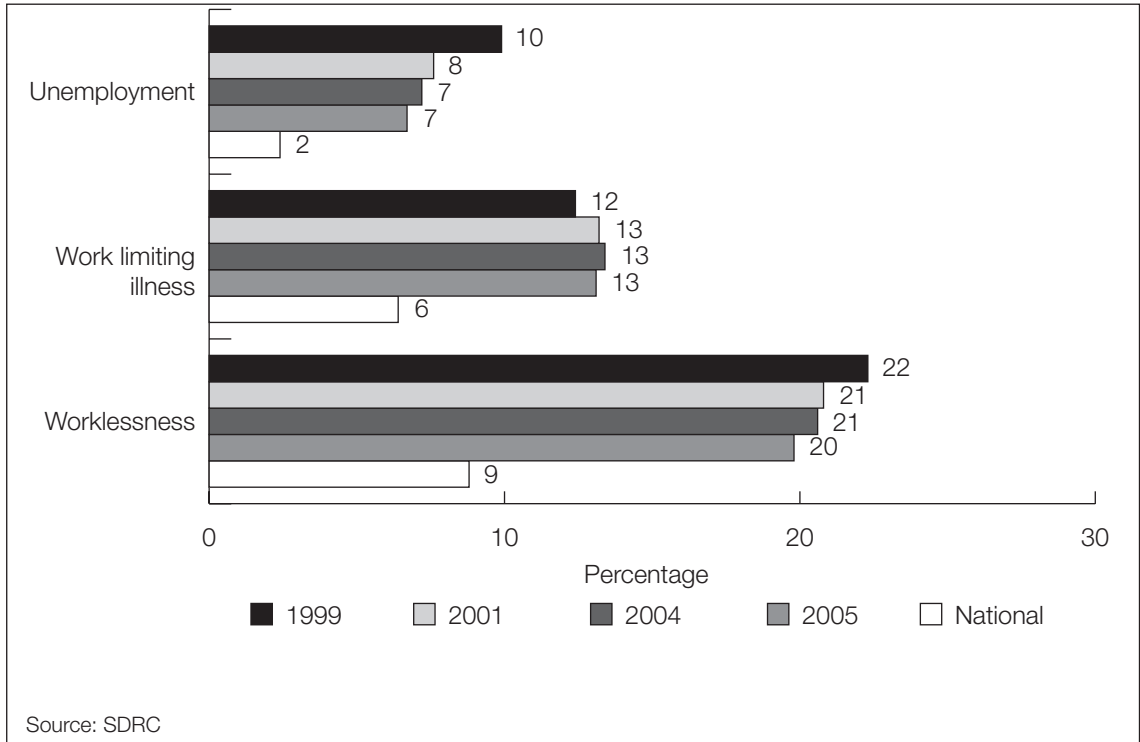
## 3. People Based Indicators of Change

- 3.1. This section of the report addresses three ‘people’ based aspects of deprivation: work and finance, education, and health.

### Work and finance

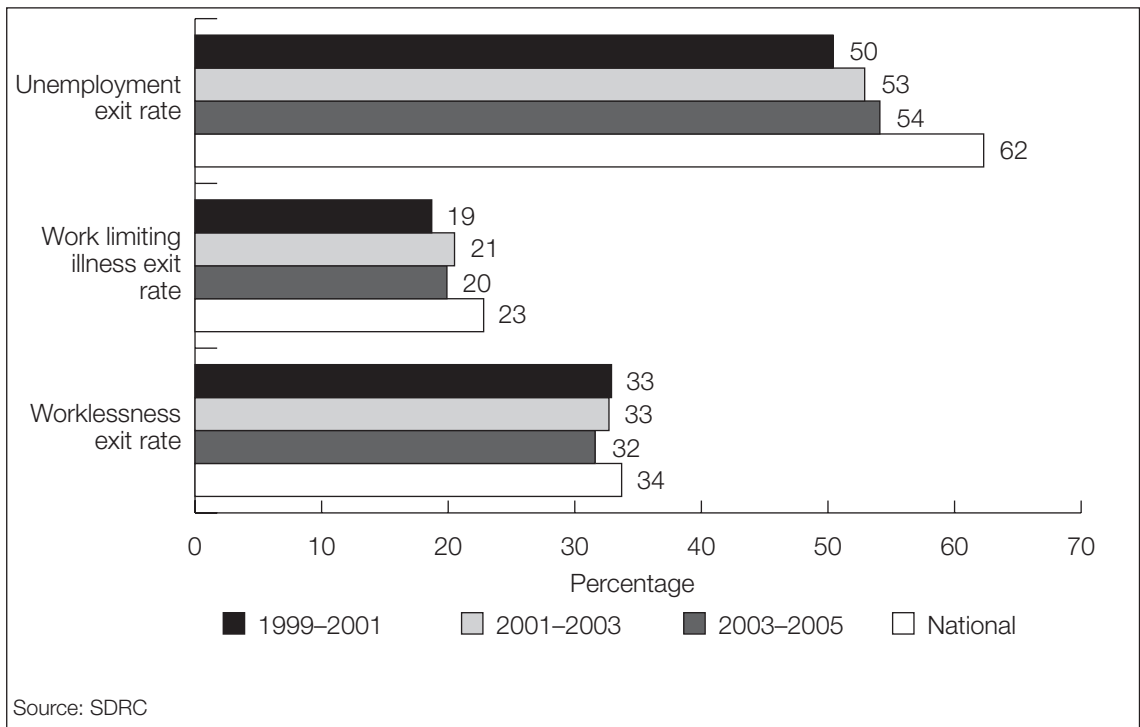
- 3.2. NDCs working with key agencies, notably Jobcentre Plus, have instigated a range of interventions to address aspects of worklessness and low income including job mentoring and training projects, Intermediate Labour Markets, infrastructural support for local businesses, debt counselling, and so on.
- 3.3. One mechanism by which to assess the impact of these kinds of initiatives is through analysis of administrative data encompassing three benefits: claimants of Jobseeker’s Allowance (JSA) are regarded here as the ‘unemployed’, and those claiming Severe Disablement Allowance (SDA) or Incapacity Benefit (IB) as suffering from a ‘work limiting illness’. Combining these two groups provides an indication of **worklessness amongst working age individuals** in an NDC area.
- 3.4. Between 1999 and 2005 unemployment in NDC areas fell by just over 3 percentage points, faster than the national decline of 1 percentage point over the same period (Figure 3.1). This fall in unemployment contributed towards an overall decrease in worklessness of 2.5 percentage points over the period and a narrowing of the gap with national levels. However, work limiting illness within NDC areas increased by almost one percentage point at a time when the national figure remained constant. This slight increase may be due to the gender balance of claimants in NDC areas: the trend is rising for female claimants nationally. It may also reflect the types of illnesses involved: there is a continuing rise nationally in those with mental health and behavioural disorders.

**Figure 3.1: Unemployment, work limiting illness and worklessness**



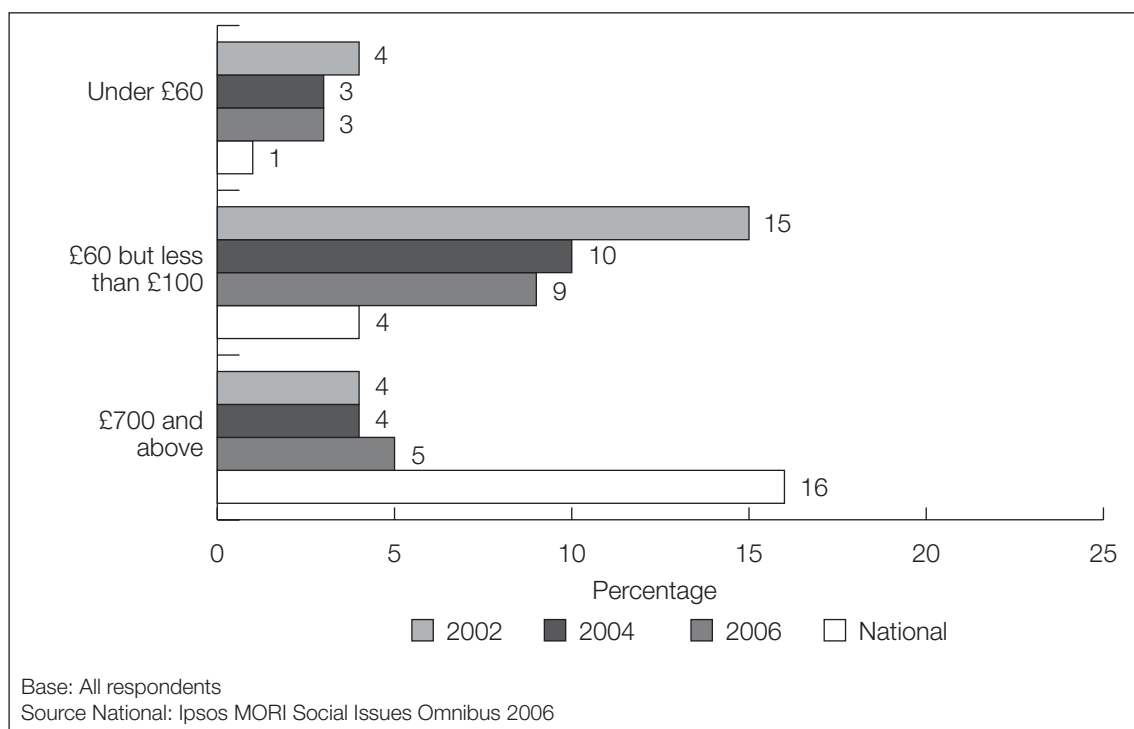
3.5. It is possible to compare the percentage of a particular claimant groups who had exited benefits at the end of the 1999-2001 period with those exiting benefits during the later two year period 2003-05 (Figure 3.2). The issue being considered here is the degree to which exit rates are increasing through time conceivably because of labour market initiatives introduced by NDCs working with partner agencies. Whereas 50 per cent of the unemployed in NDC areas in 1999 were no longer unemployed by 2001 this had risen to 54 of all claimants in the 2003 to 2005 period.

**Figure 3.2: Unemployment, work limiting illness and worklessness exit rates**



- 3.6. As is apparent from Figure 3.2, both the unemployment exit rate and the work-limiting illness exit rate increased in NDC areas between 1999-2001 and 2003-2005. However, these shifts resulted in a decline in the overall worklessness exit rate in NDC areas over the same period. Such observations are explained by the changing composition of worklessness over recent years, with unemployment becoming a progressively smaller element compared with work-limiting illness. Given that exit rates from IB/SDA are much lower than exit rates from JSA this shifting composition of worklessness towards IB/SDA, all other things being equal, puts downwards pressure on the worklessness exit rate. This is because the worklessness exit rate is essentially a weighted composite measure of the IB/SDA and JSA exit rates combined, with the shift within worklessness towards IB/SDA increasing the weight attached to the lower IB/SDA exit rate when all other things are constant. This pattern is also reflected in national figures.
- 3.7. The household surveys provide an overall assessment of the **employment rate for all household members of working age**. This figure remained constant from 2002 to 2006 at 52 per cent. The Labour Force Survey indicates that the national figure was also stable over the 2002 to 2006 period, although at a far higher rate of 75%.
- 3.8. As would be expected, the proportion of **households with an income of less than £100 per week** has declined through time (Figure 3.3). In 2002 19 per cent of households had a weekly income of less than this figure. By 2006 this had fallen to 12 per cent. There was also a slight increase in households at the other end of the spectrum earning more than £700 per week. But it is worth reiterating that these are deprived neighbourhoods: the proportion of NDC households having less than £100 per week is more than double, and those with more than £700 a week less than one-third, the national average.

**Figure 3.3: Household income (weekly)**



3.9. Hence in relation to worklessness and finance:

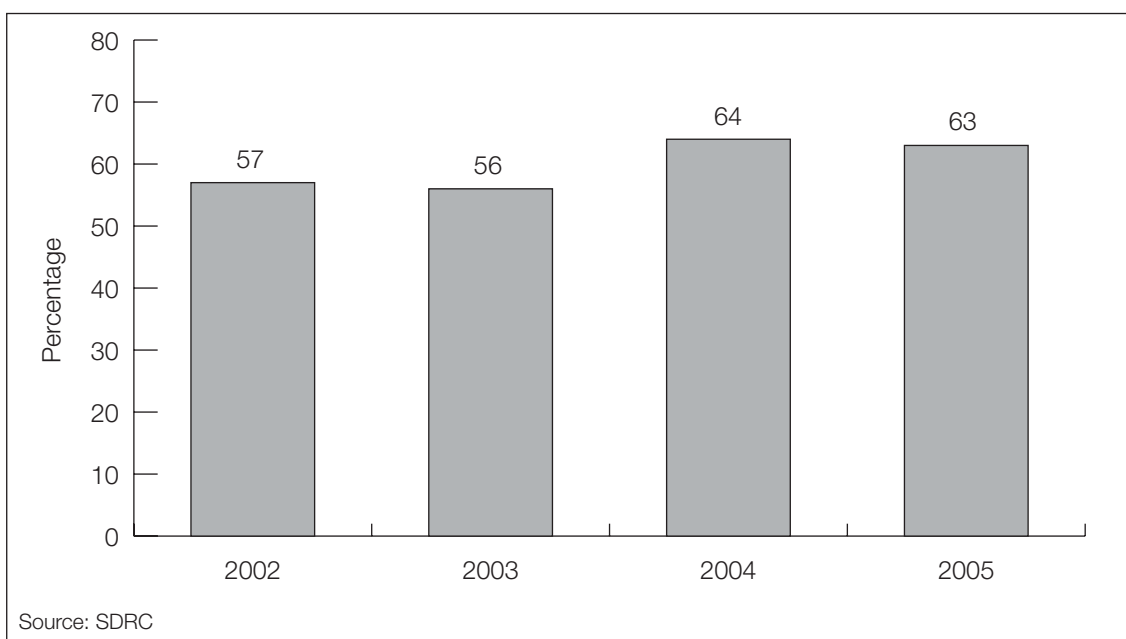
- survey data suggest employment rates remained steady between 2002 and 2006
- administrative benefits data indicate that between 1999 and 2005 NDCs areas did better than national averages would suggest in relation to falling JSA claimants but not as well with regard to those leaving work limiting illness benefits
- there is evidence that the speed with which claimants exited benefits in the 2003-2005 period was higher than that occurring between 1999 and 2001
- there was a modest reduction in low income households, although NDCs remain deprived neighbourhoods by national standards.

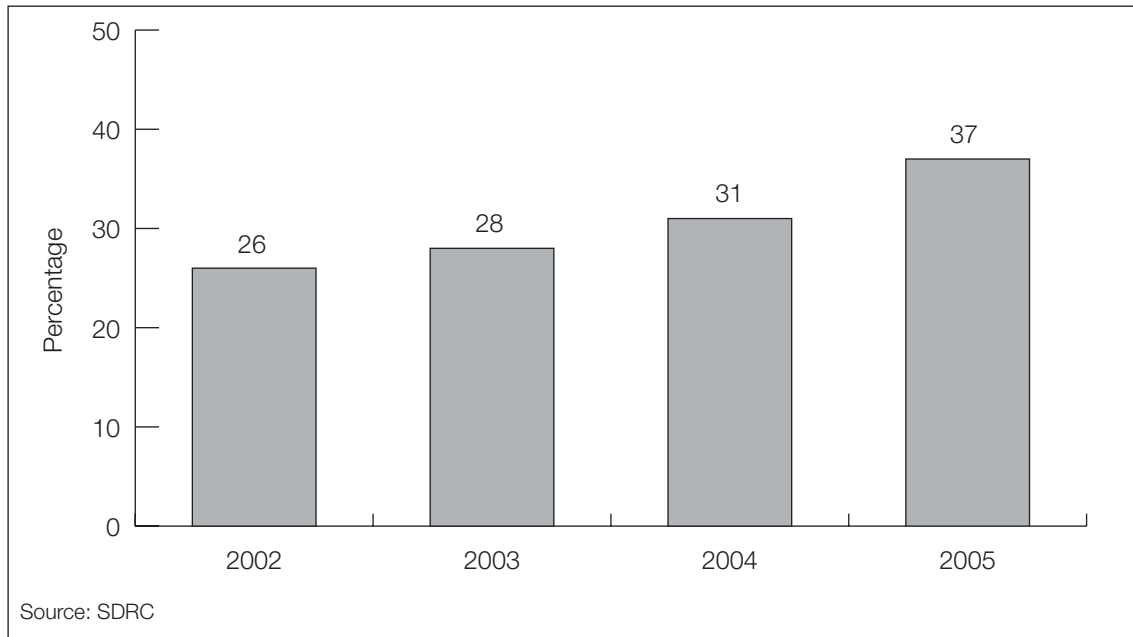
## Education and skills

3.10. 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 and LEAs to implement a range of initiatives such as additional teaching or support staff, small scale capital improvements, higher degree bursaries, and so on.

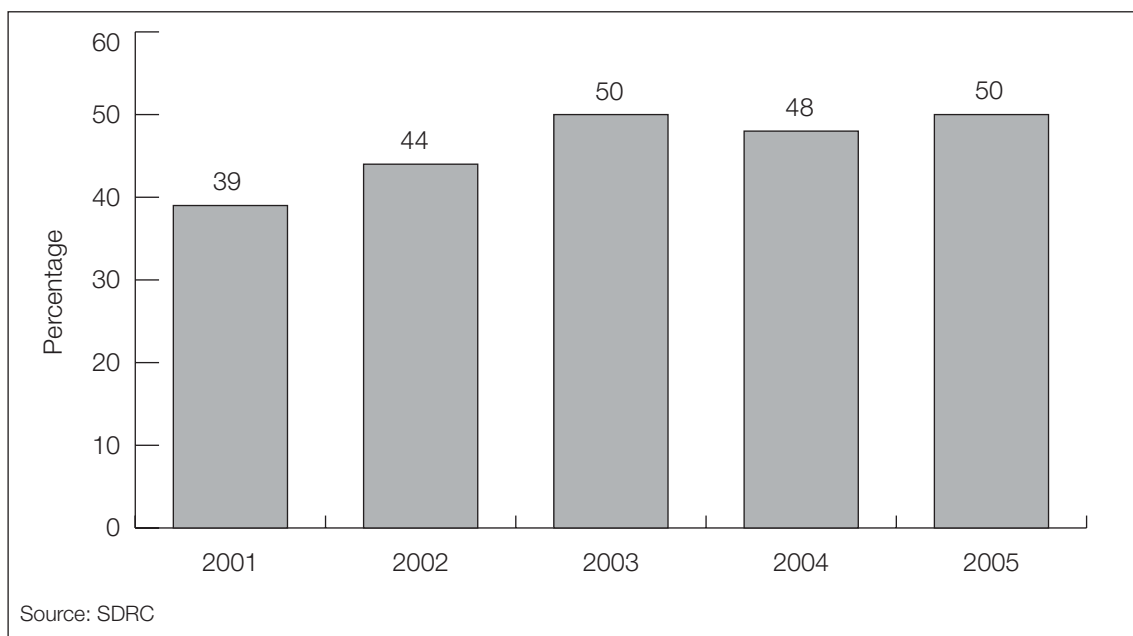
3.11. These kinds of initiatives may have helped to improve **educational attainment** rates such as Key Stage 2 (Figure 3.4) and especially Key Stage 4 (Figure 3.5) results. For the latter in particular these improvements helped narrow the gaps between attainment rates in NDCs and national equivalents, in this instance from a 23 percentage points gap in 2002 to one of 18 percentage points three years later.

**Figure 3.4: Key Stage 2 English**



**Figure 3.5: Key Stage 4 Proportion achieving 5 GCSEs**

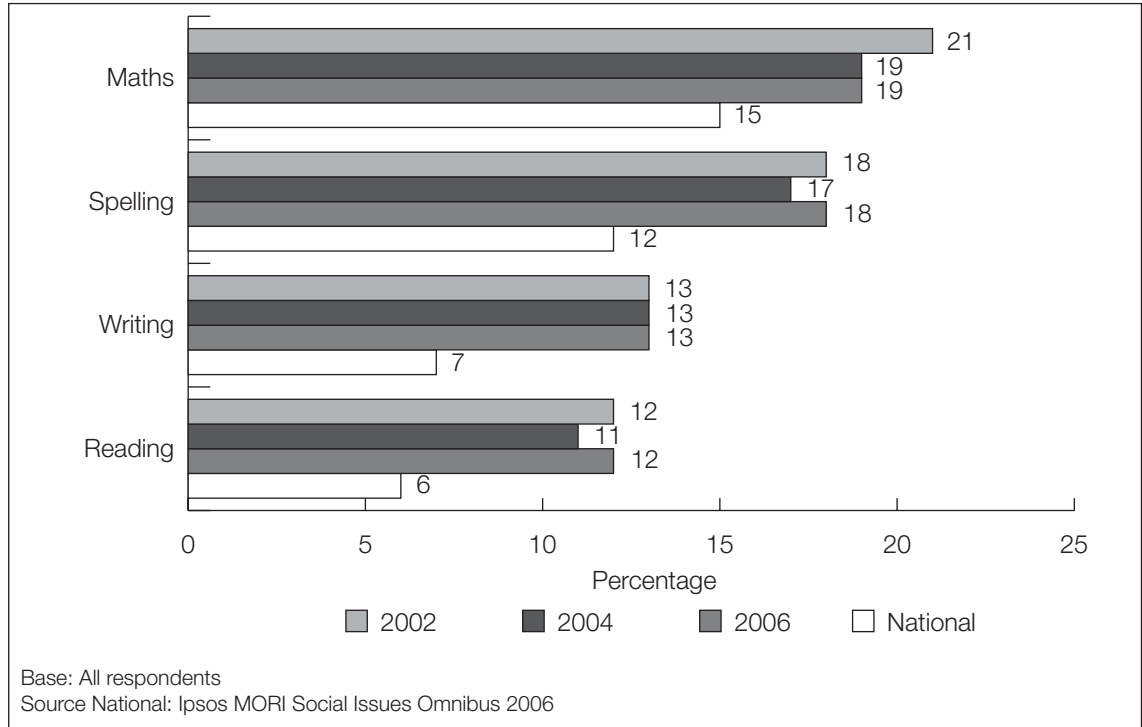
3.12. Across the Programme there has also been an increase in the estimated proportion of those aged 17 and 18 **staying on in non-advanced full time education** (Figure 3.6). The proportion rose from 39 per cent in 2001 to 50 per cent two years later and then held steady for the next two years. This was in line with trends in national figures which rose from 51 per cent in 2001 to 59 per cent in 2003, increasing again slightly to 61 per cent by 2005.

**Figure 3.6: Staying on Rates**

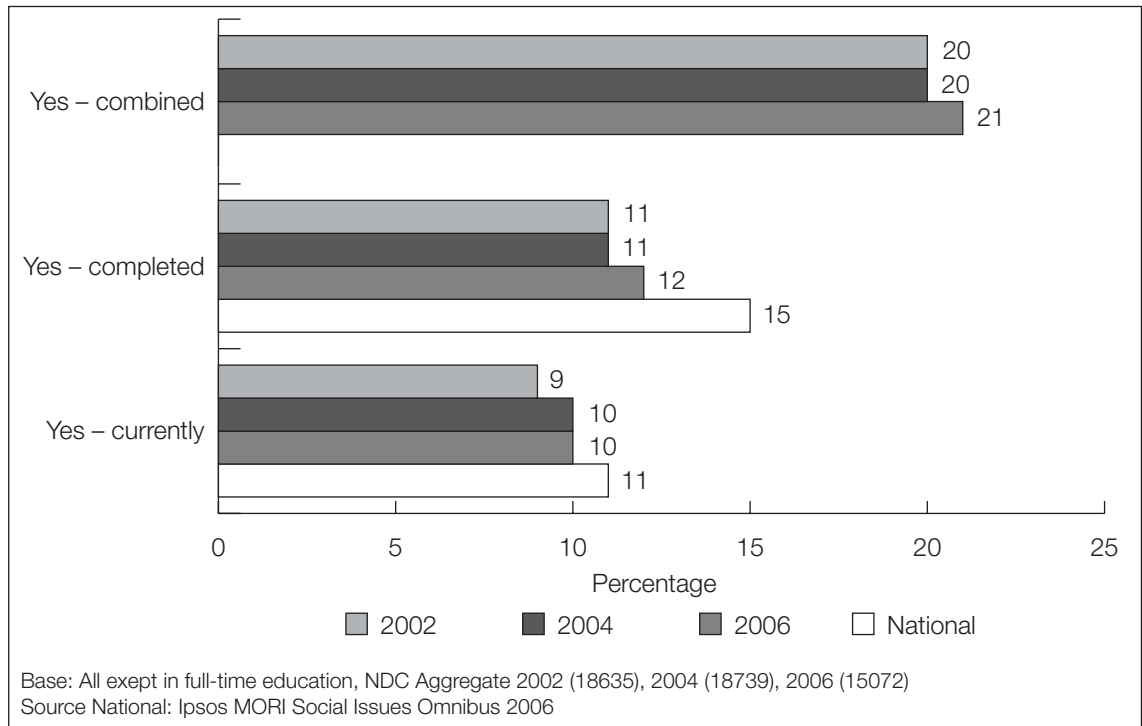
3.13. However although there are indications of improvements in relation to education attainment and staying on rates, the picture is somewhat less encouraging with regard to skills. There has been little change in relation to the proportion of **residents who think they need to improve their basic skills**, although it is heartening to see that far more of those living in NDCs think there is a need to improve these than is the case nationally (Figure 3.7). However,

there has not been any particular increase in the proportion of NDC residents who have completed **training** in the last year or are currently on a training course. And in this instance NDC figures are lower than national equivalents (Figure 3.8).

**Figure 3.7: Need to improve basic skills**



**Figure 3.8: Education or training in past year (not in FT education)**



3.14. With regard to education and training:

- between 2002 and 2005 educational attainment rates tended to rise for pupils living in NDC areas, especially at Key Stage 4

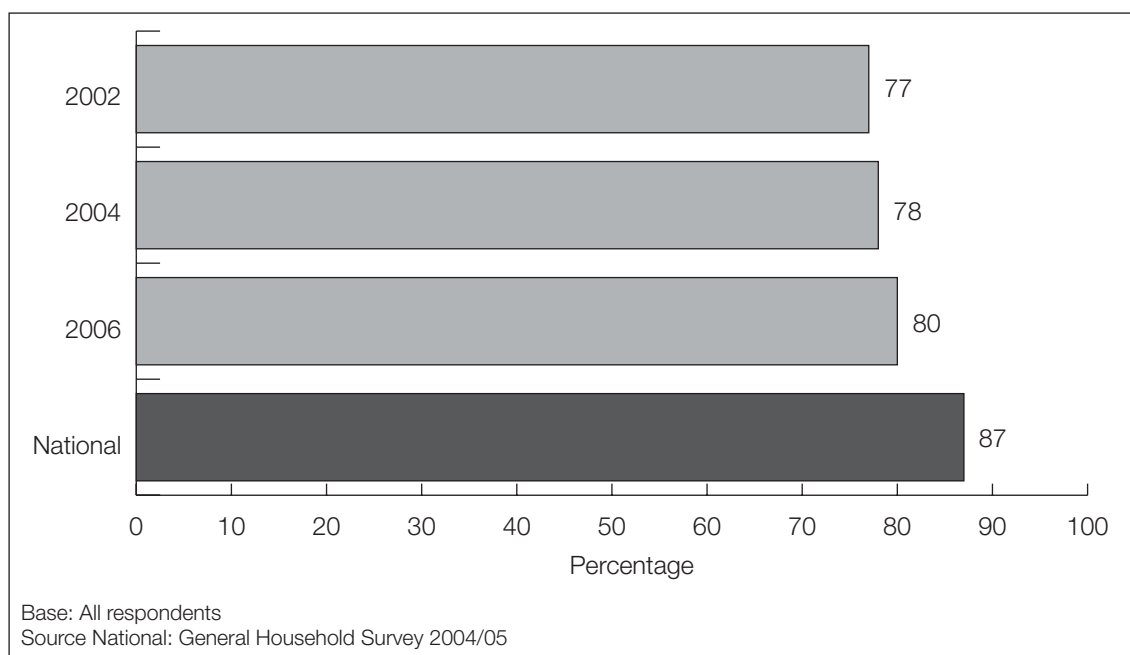
- between 2001 and 2003 there was a marked increase in those staying on in full-time education after age 16
- but there has been little change in relation to those thinking they need to improve their basic skills or who are undertaking training.

## Health

3.15. Partnerships are working with other delivery agencies, notably PCTs, to improve health standards amongst NDC residents. Across the Programme initiatives have been set in train to change life styles particularly in relation to smoking, exercise and diet. In addition many NDCs have helped implement health centres to improve the local delivery of relevant services.

3.16. Nevertheless on the broad canvas the time lag between interventions and any associated benefits will probably be longer for health than for any other outcome area. Certainly in relation to **self-reported health**, improvements have occurred but at a slow rate over the four year period 2002-06 (Figure 3.9). And by 2006 whereas 80 per cent of NDC residents considered their health to be good/fairly good, the national equivalent was fully seven percentage points higher.

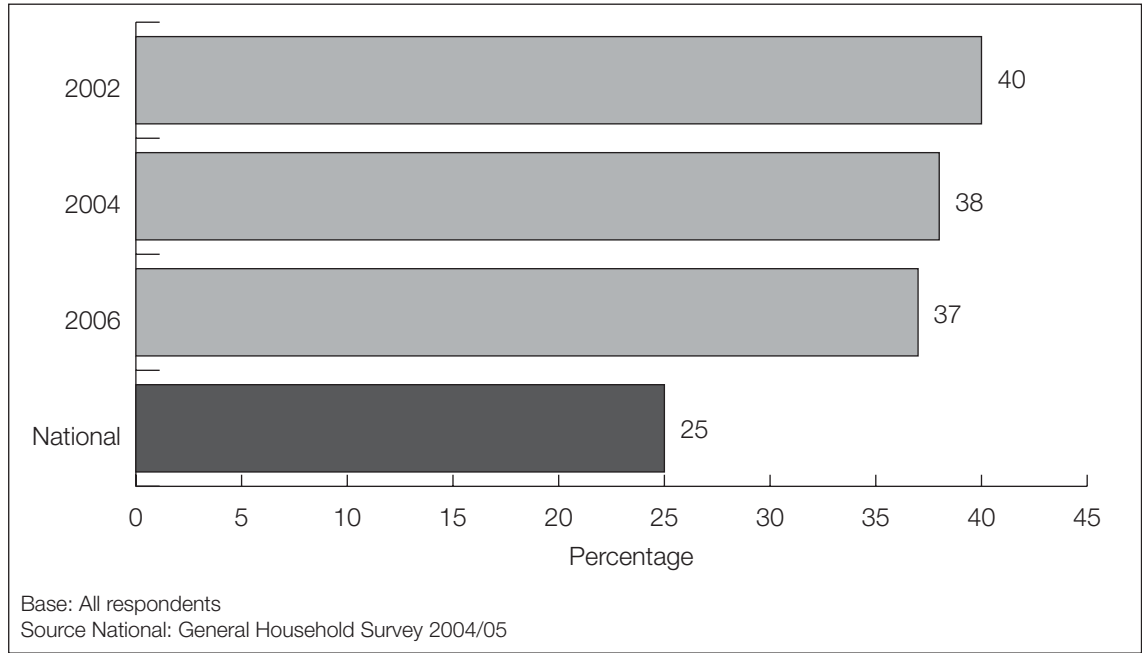
**Figure 3.9: Residents feeling health is good or fairly good**



3.17. Moreover, there has not, as yet, been a great deal of change in relation to life style issues. The proportion of residents who **smoke** has also fallen slowly but steadily over a four year period. However there is still a gap of over ten percentage points between NDC averages and the national equivalent (Figure 3.10). Between 2002 and 2006 there was no change at all in the proportion of NDC residents (nine per cent) who undertook **no spell of physical exercise** of at least 20 minutes duration each week.

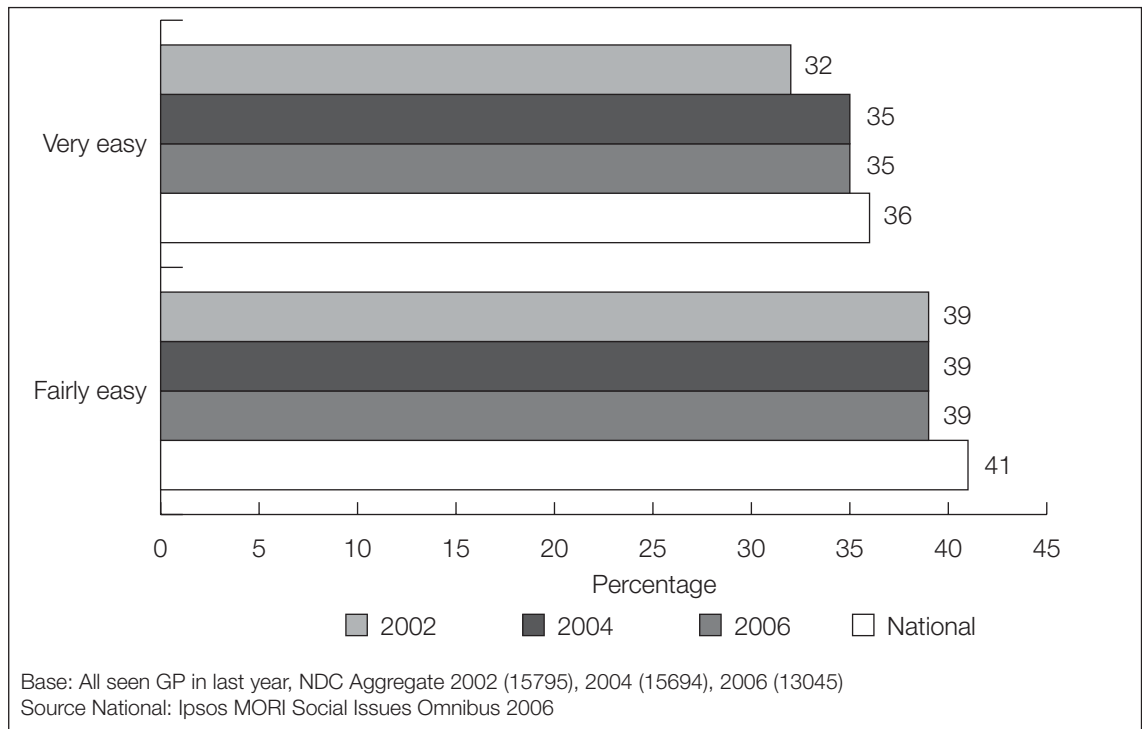


**Figure 3.10: Residents who smoke**

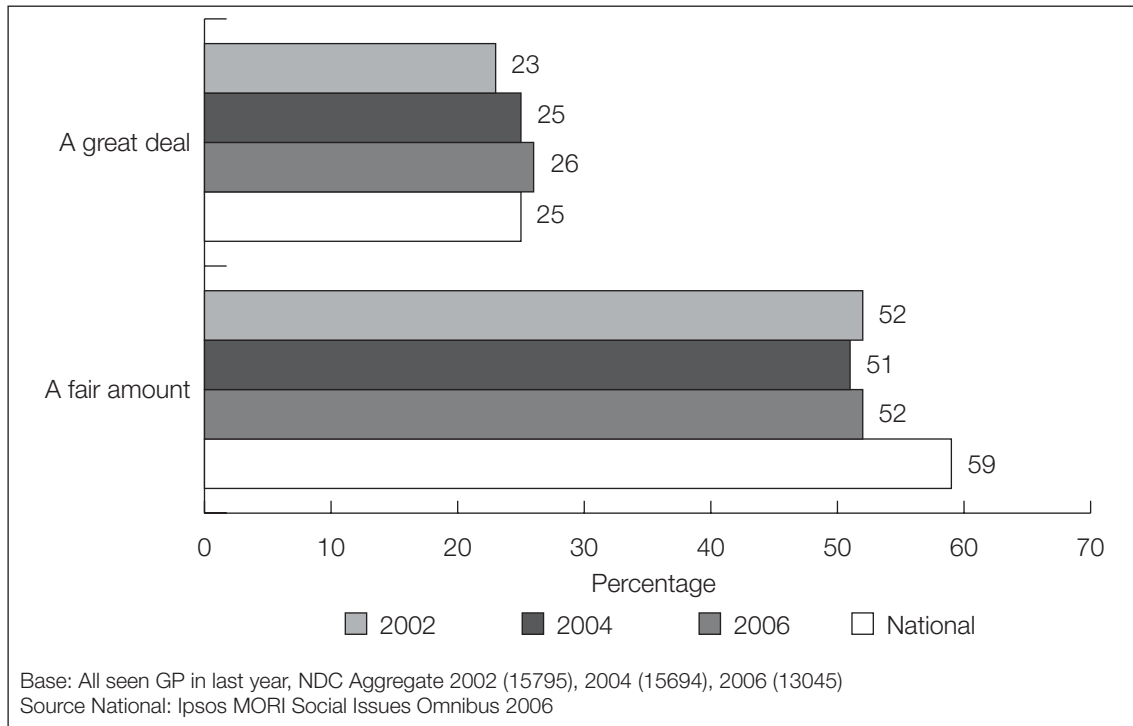


3.18. Household survey data also provides evidence in relation to **access to, and trust in, health services**. In terms of the former, NDC Programme averages did not change a great deal between 2002 and 2006 but were anyway not dissimilar to national equivalents (Figure 3.11). With regard to trust there was a slight increase in those trusting their local health services a great deal (Figure 3.12).

**Figure 3.11: How easy or difficult is it for you to see your family doctor/GP**



**Figure 3.12: Trust in local health services**



3.19. Perhaps predictably there have been fewer changes in relation to health than for other outcome areas. There were modest improvements between 2002 and 2006 in relation to smoking and those feeling their health was good or fairly good. But shifts were small and for some indicators such as those undertaking no physical activity, there were no changes at all. Improvements in health will take a long time to feed through.

## 4. Change data 2001/2 to 2006: a Programme Wide Overview

- 4.1. This brief report provides a flavour of Programme wide cross-sectional area based change data available to the national evaluation team as of late 2006. As is alluded to in the first chapter, this report should be seen as no more than an initial overview of this emerging evidence. Four issues are considered in this final chapter:
- what does this cross-sectional data say about change across NDC areas between 2001/02 and 2006?
  - how does change between 2004 and 2006 compare with what happened in the previous two years?
  - change in NDC areas compared with national benchmarks
  - what are the next steps in terms of data analysis?

### NDC Programme wide change 2001/02-2006

- 4.2. Across the Programme there is clear evidence that considerable improvements occurred in NDC areas between 2001/02 and 2006. Evidence from 63 key indicators drawn from the three household surveys (2002/04/06) suggests that:
- 59 moved in a positive fashion
  - and change for all of these 59 was statistically significant.
- 4.3. However, an overview of the 16 indicators achieving greatest change between 2002 and 2006 (Table 4.1), and other evidence presented in this report, both point to **more obvious signs of positive change in relation to place, rather than people, based outcomes.**
- 4.4. This may support the view that the neighbourhood is an ideal locale within which to achieve place based renewal outcomes: problems surrounding the environment, crime, liveability, community cohesion and so on are of areas, and can be resolved within them. On the other hand, people based outcomes may simply be relatively more difficult to sustain and record at the neighbourhood level because:
- 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; there may be real benefits to the individuals concerned but these 'ABI induced outcomes' will not be picked up in the cross-sectional area based data explored here

- individual level benefits are harder to capture: introducing area based improvements such as environmental schemes, neighbourhood management, or enhanced local security will impact on everyone and are thus much more likely to feed through into say improved perceptions of the area or reductions in fear of crime rates; person level interventions designed say to improve educational attainment levels or provide personalised training may well have profound implications for individuals but will be harder to identify
- some people based outcomes, notably in health and possibly education will take many years, even decades to become apparent: it may simply be easier to shift place based outcomes around say fear of, and actual, crime, attitudes to the area, or environmental perceptions, than is true for many people based outcomes
- there are well established delivery agencies in place, schools, PCTs, training organisations and so on, few of which will normally prioritise place; their remit is to improve outcomes for individuals and households.

4.5. This is not to suggest that person level interventions have no place in neighbourhood level interventions. But it is realistic to assume that it will take longer to shift these outcomes and that there is always the possibility that individual level benefits will seep away from ABIs as people leave the area concerned.

**Table 4.1: Survey data 2002-2006: indicators showing greatest change**

	Change				
	2002	2004	2006	2002-06	2004-06
NDC improved area (a)	33	51	57	24	6
Heard of NDC	63	79	80	17	1
Car crime a serious problem	38	27	21	-17	-6
Have Internet at home	25	32	41	16	9
Abandoned/burnt out cars a serious problem	21	11	5	-16	-6
Have a PC at home	35	42	50	15	8
Vandalism a serious problem	33	26	18	-15	-8
Household burglary a serious problem	25	16	11	-14	-5
Very worried about burglary	34	25	20	-14	-5
Very worried about being mugged	30	22	18	-12	-4
Satisfied with area as a place to live	60	66	71	11	5
Litter a serious problem	37	33	26	-11	-7
Very worried about vandalism	28	21	17	-11	-4
Feel very/fairly unsafe walking alone after dark	55	49	45	-10	-4
Run down or boarded up properties a serious problem	19	15	9	-10	-6
Very worried about being physically attacked by strangers	27	20	17	-10	-3

Base: All; (a) All heard of local NDC, (12,661), 2004 (15,749), 2006 (13,008)

## Rates of change: 2004-2006 compared with 2001/02-2004

4.6. Although cross sectional area based data developed in this report indicate an overwhelmingly positive trend across the Programme, a disproportionate amount of this improvement occurred between 2001/02 and 2004, rather than in the following two year period. It might have been assumed that the opposite would occur: change would accelerate through time. However there are several possible explanations for this apparently counterintuitive finding. It **may** be that:

- the initial positive effects arising from that wide range of **'quick wins' implemented by NDCs in their early days have diminished through time and most progress has been made in themes where it is easier to achieve quick wins**
- as the Programme has developed **the gap between better and less-well performing NDCs, or groups of NDCs, may have increased**; the achievements of better performing NDCs are hidden in the Programme wide averages presented in this report
- further analysis may well point to outcomes being more **positive for particular groups of people defined by age, gender, ethnicity** and so on, than these Programme wide averages suggest
- 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 such as incidence of crime the room for a great deal of additional positive change may be relatively limited; survey data suggest for example that burglary in the previous 12 months fell from 7 per cent to 4 per cent between 2002 and 2006: to what extent is it plausible to assume it will drop much further?
- and ultimately for some outcomes, notably health indicators such as morbidity and mortality, but also perhaps educational attainment rates and major shifts in worklessness, any **positive benefits arising from NDC, or indeed any other agency, funded initiatives may take many years to become apparent**: turning these areas round across all six outcomes is extremely challenging and might conceivably take decades to achieve.

## Change in NDC areas and National Benchmarks

4.7. As is alluded to throughout this report for some indicators it is possible to compare change in NDC areas with a national benchmark. These comparisons need to be treated cautiously. For instance change at the national level may not always equate with the same time period as is covered by the 2002, 2004, and 2006 NDC surveys. Nevertheless on the broad canvas of the 40 or so indicators, drawn from both survey and admin data sources, where it is possible to make some meaningful comparison:

- change in NDC areas proved to be at least five percentage points greater than national benchmarks would suggest for about a quarter of indicators; these mainly relate to fear and incidence of crime and perceptions of local environmental problems
- for most indicators change in NDC areas is often very similar, if generally slightly better, than national figures would suggest
- the one exception is that whereas there was a one percentage points rise on those wanting to move from their present property in NDC areas between 2002 and 2006, the equivalent national benchmark fell four points.

## Data Analysis: the next steps

4.8. Future tasks in relation to data analysis **include:**

- analysing **individual level** survey and administrative data to establish the degree to which change for those who remain in NDC areas is greater than cross-sectional area based data would suggest
- identifying, and explaining, **differential rates of change across individual Partnerships and also groups or categories of NDC areas:** there will be considerable variations across these 39 areas
- exploring rates of change across **different socio-demographic groups** and across **different themes:** is it easier for some groups to achieve greater positive change in certain themes?
- establishing the degree to which NDC areas **improve against a series of benchmarks** including similarly deprived comparator areas, local authorities, and national statistics.