



New Deal for Communities: A Synthesis of New
Programme Wide Evidence: 2006-07

NDC National Evaluation Phase 2

Research Report 39



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Executive Summary

1. An Introduction to the Programme and the Evaluation

The New Deal for Communities (NDC) Programme is one of the most important neighbourhood renewal initiatives in England. The NDC Programme was launched in 1998 with the aim of reducing the gap between deprived neighbourhoods and the rest of the country through community-led partnerships in 39 neighbourhoods.

The 39 NDC Partnerships each face unique combinations and types of disadvantage, but all tackle problems across six themes: poor job prospects, high crime, educational under-achievement, poor health, poor quality housing and physical environment. Between 1999/2000 and 2005/06 some £1.54 billion (2005/06 prices) has been spent by the 39 Partnerships, about a billion from Government investment and the rest from other sources, especially other public funds (£390m).

Communities and Local Government commissioned the Centre for Regional, Economic and Social Research (CRESR), at Sheffield Hallam University, together with its partners, to undertake the evaluation to explore the degree to which the Programme has been successful and to use this evidence to identify effective ways to plan long term renewal programmes. This report provides a synthesis of new evidence which emerged during 2006/07. Findings for the period from 2001 to 2005 are available in the 2005 Interim Evaluation report¹.

This report explores change over time across NDC areas:

- findings from the 2006 household survey for all 39 NDC areas are compared with the 2004 and 2002 survey findings
- survey and administrative data have been used to identify what happens to individuals who stay in NDC areas, compared with those who stay in equivalently deprived non NDC areas, the 'comparator areas'.

Analysis of the 2002 to 2006 NDC and comparator area household panels arising from the household surveys will be available in 2008 and are not covered in this report.

2. How have NDC areas changed?

In the early days of the Programme, NDC Partnerships carried out a wide range of 'bedding in' tasks and some struggled to complete these, whilst at the same time devising and driving forward strategic change in their neighbourhood. But new qualitative evidence indicates that the NDC Programme is widely seen by those working in, and with, NDCs as a successful and improving regeneration initiative. In particular, NDC Partnerships:

- have become more focussed on delivering local programmes designed to deal with the key issues in that locality
- are more strategic in their outlook and have learnt to work effectively with other agencies

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

- have become a recognised and valuable source of experience in community-led renewal
- the ten year time horizon of the Programme is valuable because it has allowed Partnerships to plan strategically in the knowledge that they have the time to secure and maintain mutually beneficial arrangements with other delivery agencies.

There is now good evidence **of change in these 39 areas between 2001/2 and 2005/6. Analysis is based on 36 key indicators covering crime, education, health, worklessness, housing and the physical environment, and the community:**

- analysis of the 36 key indicators suggests that 32 have improved; for seven of these improvement has amounted to 10 percentage points or more; evidence of change at the area level is overwhelmingly positive
- greatest positive changes have tended to occur in place based outcomes notably crime and fear of crime, and attitudes towards the area and the local NDC
- only four indicators moved in a negative fashion and only one by more than one percentage point; this relates to the number of residents receiving means tested benefits
- although in general residents are much more positive about the area and the local environment, there has as yet been no parallel reduction in the proportion of those wanting to move from their current residence.

The rate of change has varied through time: for 22 of the 36 indicators **more improvement occurred between 2001/02 and 2004 than between 2004 and 2006**, while 14 indicators showed more improvement between 2004 and 2006.

Reasons for this may be that:

- the initial positive effects arising from that wide range of 'quick wins' implemented by NDCs in their early days have moderated 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, capacity for a great deal of additional positive change may be relatively limited
- for some outcomes positive benefits arising from NDC initiatives will take many years to become apparent.

An analysis of the 20 'greatest change' indicators points to more **obvious signs of positive change in relation to place (attitudes to the area, crime, fear of crime, etc), rather than people (health, education, worklessness), based outcomes**. This may be due to a number of factors: NDCs have found it relatively easier to introduce place based initiatives and area based change data is more likely to identify place, rather than people, based outcomes.

In relation to key socio-demographic groups:

- men appear to be experiencing slightly more positive signs of change than women, although differences in rates of change by gender are small
- there are more evident signs of improvement amongst both older (60/65 and older) and younger age groups (16 to 24): older residents show most improvement across community, health, and housing and physical environment outcomes
- there are no clear patterns distinguishing outcomes amongst different ethnic groups; however, positive indicators of change include Black residents showing marked improvement in the proportion reporting health as 'not good' (down by six percentage points), Asian residents feeling unsafe after dark (down 12 percentage points), and White residents being satisfied with the area as a place to live (up 11 percentage points).

3. How do NDC neighbourhoods perform relative to their own local authorities and relative to other deprived areas?

The report compares **change in NDC areas with national benchmarks across 22 indicators:**

- in general NDCs are tending to close the gaps with national benchmarks more in relation to place, rather than people, based outcomes
- for 13 of these indicators, change across NDC areas is very similar or slightly better (2 percentage points or less) than equivalent national figures
- for six indicators, change in NDC areas proved to be at least three percentage points greater than national benchmarks: for example, whilst the proportion of NDC residents satisfied with the area as a place to live increased by 11 percentage points (from 60 per cent in 2002 to 71 per cent in 2006) the national level equivalent remained stable (87 per cent in 2002 and 2006)
- for three indicators (need to improve basic skills, want to move from their current residence, and feel can influence decisions affecting the area) improvements at the national level exceeded NDC level change by three percentage points or more.

Comparing crime, worklessness and education indicators between 2002 and 2005, on average, NDCs appear to be changing at a similar rate to their **parent local authorities**. The only noticeable difference is in terms of the proportion of children achieving five or more GCSE's at A*-C level which increased by three percentage points more in NDC areas than in their parent local authorities.

Arguably, the most important benchmark is against **other similarly deprived comparator areas**. The findings from this are mixed. On the basis of 31 indicators:

- for 18 indicators, improvements in NDC areas exceed those for comparator areas and for 13 the reverse is true
- both NDC and comparator areas have experienced similar levels of change on 25 indicators: for these indicators the differences between change in NDC and comparator areas is two percentage points or less
- as is the case for change against national benchmarks, where NDCs outperform comparator areas this tends to be in relation to place, rather than people, based indicators.

When considering this mixed picture, it is worth bearing in mind a number of factors:

- all deprived areas throughout the country have benefited from additional public spending and show improvements in relation to many outcomes
- comparator areas are not pure 'controls'; they too will have benefited from other regeneration initiatives
- comparator areas are slightly less disadvantaged as a group of neighbourhoods than are NDC areas; it may be that NDC areas found it easier to make early inroads, but because of their especially deprived nature then encountered more problems in sustaining change than proved to be the case in the relatively less deprived comparator areas.

NDCs saw substantially more change than the comparator areas on four indicators. These cover issues of environmental perceptions, satisfaction with the area, and neighbours looking out for each other. There is a sense that NDC areas are outperforming the comparators in indicators likely to help enhance the stability and attractiveness of these 39 areas in the longer term.

Some clusters of NDC areas, especially the 10 London NDC areas, have seen more positive change against similarly deprived comparator areas in the same local authority district, than have other clusters of NDC areas.

4. What is the most effective way to plan longer term renewal?

The evidence identifies a number of **key policy and Programme implications**.

(i) Even with well funded area-based regeneration programmes, it takes time before renewal spend impacts on change: **persistence pays**. By 2006 it was possible to identify **positive statistical relationships between NDC spend in relation to people based interventions, on the one hand, and change in relation to people based outcomes, on the other**.

(ii) In the longer run interventions focused on tackling one aspect of an area's problems are likely to reap benefits across a range of others. This provides a **strong rationale for area based renewal which adopt multi-outcome interventions and targets**.

There are strong and statistically positive relationships **across different dimensions of change**. For example, findings suggest that as the housing and physical environment in an area improves, crime rates reduce; as the worklessness rate of an area decreases, health outcomes improve.

(iii) While the NDC experience does not, as yet, provide **definitive** evidence in relation to whether a **people-based or place based approach is more effective**, the evaluation does indicate that NDCs have found it **relatively** easier to carry out place based interventions and there is more evidence of change across these outcomes.

There is an issue which will be explored further in the evaluation – that is the influence of residential churn on NDC areas, outcomes achieved and the ability to measure outcomes. Many NDC areas have seen considerable demographic change in recent years, as people moving into NDC areas have different socio-demographic characteristics than those moving out.

The scale, and implications, of this demographic change suggest that if the aim is to transform deprived neighbourhoods, **a balanced strategy needs to be adopted in order to:**

- stabilise the local neighbourhood by implementing **place based** interventions notably physical refurbishment programmes designed to enhance the quality and choice of housing and to improve the local environment: such interventions can encourage relatively less disadvantaged residents to stay who might otherwise leave NDC areas, increase private sector investment in the area, and help improve the longer term viability of regeneration areas
- these relatively better off and more economically active cohorts should then form a critical base from which **people based** outcomes in education, health and worklessness are most likely to be demonstrated in the longer term; and improvements to education and health services, may well encourage those who might otherwise prefer to leave renewal areas, to stay.

(iv) Whilst it is **not possible to prescribe an optimal spatial scale for regeneration and renewal**, some of the case studies suggest that progress in NDC areas might have been easier, and might more readily be sustained, had **NDC areas been somewhat larger**. Slightly larger areas would make it easier for renewal bodies to ‘fit’ the boundaries of ‘neighbourhood forums’ being adopted by many local authorities and also help in engaging other delivery agencies to sustain change through time. However, it will always be important to tailor the size and nature of area based work to prevailing local circumstances. Evidence from the Neighbourhood Management Pathfinders supports this finding.

(v) Additional benefits will arise if, area based interventions are concentrated, rather than being dispersed more widely. There is strong statistical evidence, from this evaluation, that positive area change across the 39 NDC areas is associated with **having more, and engaging actively with, overlapping ABIs**.

(vi) **ABIs seem more likely to create positive halo effects on surrounding localities in relation to crime rather than negative displacement effects: crime data** indicates that there are far more instances of possible positive diffusion of benefits to surrounding areas (in a radius of 1km) rather than possible negative displacement effects.

(vii) There is some evidence that the rate of change in NDC areas may be slowing down. If that proves to be the case, it seems likely that many neighbourhood regeneration areas will be faced with challenges in both sustaining change and in ensuring there is more positive change in people based outcomes.

(viii) There is clear evidence of the crucial role of the chief executive in securing neighbourhood renewal programmes. Accountable bodies, boards and other interested parties should ensure that **appropriate HR processes are adopted at the outset in order to attract the most capable candidates and to make sure that systems are in place to deal with changes in senior personnel in order to avoid institutional paralysis.**

5. Next Steps

During 2007/08, new evidence will become available from:

- an analysis of the longitudinal panel data arising from the 2002, 2004 and 2006 household surveys – this will consider what happens to individuals who stay in NDC areas, compared with those who stay in equivalently deprived non NDC areas
- an examination of the linkages between people focussed interventions and outcomes
- an overall assessment of the impact of the Programme and its value for money
- qualitative research on community involvement, NDC elections and population turnover in NDC areas.

Finally it is important to note that the data presented in this report may change, as a result of the Office for National Statistics recently revising their neighbourhood level population estimates for years 2001 to 2004. It is likely that the administrative data will be revised more substantially than the household survey data. Revised administrative data for NDC areas is currently scheduled to be available in April 2008 and will be used in all future analysis and reports for this study.

1. An Introduction to the Programme and the Evaluation

The NDC Programme

1.1 The New Deal for Communities (NDC) Programme is one of the most important Area Based Initiatives (ABIs) ever launched in England. Announced in 1998, the Programme's primary purpose is to **reduce the gap between some 39 deprived neighbourhoods and the rest of the country**. In these 39 areas, each on average accommodating about 9,800 people, local NDC Partnerships are implementing approved 10 year Delivery Plans. Each Delivery Plan has attracted approximately £50m of Government investment.

1.2 The Programme is based on a number of key principles:

- the 39 NDC Partnerships are carrying out 10 year strategic programmes designed to transform these deprived neighbourhoods and to improve the lives of those living within them
- decision making falls within the remit of 39 Partnership Boards, consisting of agency and community representatives
- the community is 'at the heart' of the Programme
- in order to achieve their outcomes, the 39 Partnerships are working closely with other delivery agencies such as the police and Primary Care Trusts
- Partnerships are to help close the gaps between their areas and the rest of the country in relation to a range of outcome areas: crime, education, health, worklessness, housing and liveability.

1.3 Indicators of activity across the Programme include:

- between 1999/2000 and 2005/06 some £1.54 billion (current prices) was spent on the 39 schemes, about a billion from the Programme and the rest from other sources, especially other public funds (£390m)
- NDC expenditure averaged about £26m across the 39 areas with extremes of less than £14m and more than £44m
- per capita spend averaged about £2,900, varying from less than £1,000, to more than £7,000
- more NDC investment has been allocated to housing and the physical environment (HPE) than for any other outcome area (27 per cent); health and crime each received the least, at about 11 per cent
- funding has supported a wide range of outputs across the Programme including, over 400 improved community facilities, 40 more police officers, 120 improved schools, more than 300 business start-ups, almost 18,000 new or improved dwellings, and more than 150 new neighbourhood level wardens

- reviews of a selection of individual NDC projects indicate that much of this activity is additional: outputs would not have occurred without NDC funding, and displacement of other activity is very low.

The National Evaluation

- 1.4 In 2001 a consortium headed up by the Centre for Regional Economic and Social Research (CRESR) at Sheffield Hallam University was commissioned to undertake the 2001-2005 Phase 1 of a Programme wide evaluation. This work culminated in the 2005 Interim Evaluation² which presents findings from across all of the evidence emerging from this first phase of the evaluation. Those interested in the evolution of this Programme are strongly advised to review this Interim Evaluation. The first 2001-2005 phase also produced a large number of other public outputs which can be accessed via the national evaluation team's website³.
- 1.5 In 2006 CRESR won the competition to undertake Phase 2 of the national evaluation working with a similar, albeit smaller, consortium⁴. During 2006-07 new evidence emerged from a number of sources of which seven are of particular relevance:
- during 2006 Ipsos MORI successfully completed a third household survey following those carried out in 2002 and 2004: an overview of the main findings from the 2006 survey has been published⁵
 - in 2004 Ipsos MORI traced and interviewed some 330 people who left NDC areas between 2002 and 2004; an analysis of this evidence was published in late 2006⁶
 - the Social Disadvantage Research Centre (SDRC) continued to provide administrative data for all 39 NDC areas including evidence in relation to worklessness benefits, pupil level educational attainment rates, house prices and police recorded crime; the SDRC has produced an overview report of the displacement effects of NDC crime interventions on surrounding localities⁷
 - research commenced in six case study NDC areas; this work is designed in particular to help unravel relationships between processes inherent to neighbourhood renewal and associated outcomes; this strand produced both a case studies overview report⁸, and also a synthesis of work in these six NDCs around 'Safer Communities'⁹ due to be published soon.

² NRU/ODPM 2005 New Deal for Communities 2001-2005 An Interim Evaluation: Research Report 17
www.neighbourhood.gov.uk/publications.asp?did=1625

³ extra.shu.ac.uk/ndc/

⁴ Consortium members are: Cambridge Economic Associates, European Institute for Urban Affairs at Liverpool John Moores University, Geoff Fordham Associates, Ipsos MORI, Local Government Centre at the University of Warwick, School of Health and Related Research at the University of Sheffield, Social Disadvantage Research Centre at the University of Oxford, Shared Intelligence, and SQW

⁵ New Deal for Communities National Evaluation: An Overview of Change Data: 2006.
www.neighbourhood.gov.uk/publications.asp?did=1898

⁶ The Moving Escalator? Patterns of Residential Mobility in New Deal for Communities areas. www.neighbourhood.gov.uk/publications.asp?did=1899

⁷ Problem displacement or diffusion of benefit?

⁸ The Six Case Studies: An Introduction, forthcoming

⁹ Delivering safer Neighbourhoods: experience from the NDC Programme, forthcoming

- practice case studies on community engagement, masterplanning, communications, and relationships between NDCs and LSPs and LAAs have been undertaken¹⁰ each typically drawing on experience in about four NDC areas
 - a postal survey was undertaken of all 39 NDCs in order to update a Programme wide data base in relation to issues such as staffing profiles, relationships with agencies, composition of Boards, scale of overlapping ABIs, and so on¹¹
 - a strand of 'Value for Money' work has been undertaken by Cambridge Economic Associates (CEA) including analysis of 34 new project reviews, a review of Programme wide financial data, and an examination of detailed outputs in the case study NDC areas; much of this work will inform Programme wide assessments of cost-benefit and cost-effectiveness, a key task for the remainder of the evaluation.
- 1.6 Work undertaken in this first year of Phase 2 provides a strong evidence base against which to assess change across the Programme. This overview report is designed to synthesise across all of the new 2006-07 evidence to help answer three over-arching questions:
- what changes have occurred in the NDC areas?
 - how have NDC areas performed against change occurring nationally, locally, and in other deprived neighbourhoods?
 - what is the most effective way to plan longer term renewal?

A brief comment on methodology

- 1.7 Much of the data embedded in this, and indeed other evaluation outputs for 2006/07, explore change through time across NDC areas. In essence findings from the 2006 survey for all of the 39 NDC areas are compared with previous snap-shots based on the 2004 and 2002 household surveys. However, the survey data also allow the evaluation team to consider what happens to individuals who stay in NDC areas, 'the NDC panel', compared with those who stay in equivalently deprived non NDC areas, the 'comparator areas panel'. It is important to make this distinction between area based and panel or longitudinal data. In Phase 1 of the evaluation outcomes for the NDC panel between 2002 and 2004 were more positive than area based data suggested. Analysis of the 2002 to 2006 NDC and comparator area panels may reveal that this pattern has continued. This evidence will be available later in 2008.
- 1.8 However, it is important to stress that although it not yet possible to indicate change in relation to panels drawn from the household surveys, administrative data already provides some insights into what is happening to those who stay in NDC areas compared with those in comparator areas. There are two sources of evidence here: educational attainment rates for pupils in NDC areas for the period 2002 to 2005 and also worklessness benefits data from 2000 to 2005. Findings emerging from this initial analysis of longitudinal data are developed in 3.16 below.

¹⁰ NDC Communications Practice Guide; NDCs, LSPs and LAAs: A Practice Guide; Devising and Delivering Masterplanning at the Neighbourhood Level; Community Engagement Practice Guide. All forthcoming

¹¹ CRESR 2007: The 2006 Partnership Questionnaire: a briefing note
http://extra.shu.ac.uk/ndc/downloads/reports/NDC_Partnership%20Survey%20Final%202007.pdf

- 1.9 One other methodological issue should be flagged up at the outset. The evaluation team now has access to change data for the 39 areas from 2001/2 to 2005/6. This provides an unprecedented evidence base through which to identify, and to begin to explain, change. More details of the methodology adopted are provided in Appendix 1. But here it is worth identifying key principles underpinning the approach and pointing out why this is important.
- 1.10 The overall approach has involved the creation of a Composite Index of Relative Change (CIRC). The CIRC is based on the degree to which, in relation to some 36 core indicators, each NDC area changed in the 1999/2000-01/02 to 2005/6 period relative to similarly deprived comparator areas in the same geographic context. There are various ways in which relative change across the 39 areas could be assessed. The national evaluation team has explored a number of options. One approach was based on establishing how each NDC area changed relative to the other 38. But the problem here is that NDCs are located in such diverse social and economic contexts that it is difficult to make sense of any conclusions. An alternative methodology involved looking at the extent to which each of the 39 NDC areas changed compared with equivalent national and local authority statistics. But national and local authority benchmarks are usually too 'blunt'. The approach adopted in this report assesses change across all 39 NDC areas with what has been happening in all of the 'comparator' areas in similar contexts.
- 1.11 The comparator areas are similarly deprived neighbourhoods, located in the same local authority district. To avoid any problems of possible 'contamination', comparator areas do not share common boundaries with NDCs. However, it should be appreciated that 'comparator areas' are not 'controls'. This is not a scientific experiment with NDC areas receiving all renewal and regeneration investment with none in the comparators. Indeed case study work suggests that some comparator areas may have received at least as much regeneration and renewal money in recent years as have NDCs. Nevertheless, across the Programme NDCs will usually have received more funding than their comparators. To give an indication of this, for some 36 local authorities it is possible to compare total Neighbourhood Renewal Funding (NRF) allocations against indicative NDC funding.¹² These 36 local authorities received about £360m in NRF funding for 2006/07. This investment is designed to pursue renewal schemes across substantial parts of these local authorities. Total NDC funding, for the previous year 2005/06, amounted to about £240m. The NDC Programme is undeniably a relatively well funded ABI compared with other renewal programmes. On the broad canvas NDCs will have received more renewal investment than their comparator areas.
- 1.12 But why is all of this important? There are three reasons. First, the net change in NDC areas over and above what happens in the comparator areas is the best indication of attribution: assessing the real effect of the Programme. This will prove immensely valuable during 2007 as the evaluation team moves towards an examination of the impact of the Programme.

¹² Birmingham has 2 NDCs; Southampton and Luton do not receive NRF funding.

- 1.13 Second, one of the key objectives of the national evaluation, as explored in Chapter 3, is to assess the degree to which NDC areas are performing against other benchmarks. One obvious way of doing this is to assess change in NDC areas with that occurring in the comparator areas: what is the scale of change occurring in NDC areas over and above that happening in similarly deprived neighbourhoods?
- 1.14 Third, the CIRC provides an indication of relative change across the 39 areas. This relative ordering of the 39 areas can then be used to explore relationships between change at the level of NDC areas, on the one hand, and a wide range of potentially 'explanatory' variables including variation in context, spend, operational characteristics of Partnerships, scale of overlapping ABIs, agency engagement, staffing, and so on, on the other. These findings, which have important implications for neighbourhood renewal policy, are developed in Chapter 4.
- 1.15 Much of the evidence developed in this report is quantitative in nature. However wherever possible this data has been validated through findings arising from qualitative work. Since 2001 the NET has undertaken a range of tasks designed to enhance the depth of the qualitative evidence base. Between 2001 and 2005, in Phase 1 of the evaluation, four largely qualitative overviews were undertaken on, and for all, 39 Partnerships. Subsequently in Phase 2 of the evaluation, case study analysis began in six NDCs in early 2006 (see 1.5). Qualitative work in both Phases 1 and 2 has involved semi-structured interviews and focus groups with those working for, or associated with NDCs, and with residents and businesses accommodated in NDC areas. The evaluation team has thus uncovered a considerable body of evidence in relation to what local observers believe are the benefits arising from the NDC approach. Two caveats should be made here regarding qualitative evidence.
- 1.16 First, it can be difficult to generalise from qualitative evidence: views as to the relative benefits of the NDC approach have varied through time and across Partnerships. Although it usually is possible to define a consensual view on many issues, there is often nevertheless, and very predictably, a divergence of views.
- 1.17 Second, one of the objectives of the national evaluation is to establish the added value of the NDC Programme. Ideally this would have involved undertaking qualitative work in comparator areas to complement the quantitative evidence on how NDCs perform against these comparators and which is alluded to in 1.11 above. However, the national evaluation team is not resourced to undertake a systematic qualitative review of the benefits arising from the NDC approach compared with other renewal and regeneration strategies being implemented in the comparator areas. Some limited qualitative work has been undertaken in the comparator areas for each of the six NDC case study areas. But this provides no more than a flavour of the relative benefits of the NDC approach compared with renewal strategies being carried out in these six comparator areas. And indeed a key conclusion to this work is that these six comparator areas, in common with NDC neighbourhoods, are generally 'regeneration busy' localities¹³. Case study work does not immediately suggest that what is happening in the 39 NDC areas provides a clear and distinctive 'model' easily distinguishable from what is occurring in other deprived localities.

¹³ The Six Case Studies: An Introduction: par. 2.34

1.18 Finally it is important to note that the data presented in this report may change, as a result of the Office of National Statistics recently revising their neighbourhood level population estimates for years 2001 to 2004. It is likely that the administrative data will be revised more substantially than the household survey data. Revised administrative data for NDC areas is currently scheduled to be available in April 2008 and will be used in all future analysis and reports for this study.

The Structure of the Report

1.19 This report is structured as follows:

- Chapter 2 explores the scale of change within the 39 NDC areas
- Chapter 3 assesses the scale of change in NDC areas compared with what is occurring nationally, at the level of the local authority, and within other deprived neighbourhoods
- Chapter 4 synthesises across new qualitative and quantitative evidence in order to tease out higher level policy implications
- Chapter 5 briefly considers the next steps to be carried out by the evaluation team.

2. How have NDC areas changed?

2.1 This chapter explores change in NDC areas since the start of the Programme. It provides an assessment of how NDCs are perceived by key stakeholders to have evolved over time. Change within these 39 areas is then explored, and the degree to which this has varied across key socio-economic groups is outlined.

A maturing Programme

2.2 There is no doubt that that qualitative evidence uncovered by the national evaluation team (see 1.15) points to NDC becoming an increasingly successful and 'embedded' Programme. Both the 2005 Interim Evaluation¹⁴ and case study work undertaken in 2006/07¹⁵ indicate that an increasing proportion of those working in, affected by, or having contact with, NDC Partnerships are overwhelmingly positive about this experience. This is not the place to rehearse all of this evidence in any detail. But several key headlines should be stressed.

2.3 There is a dynamism in all of this in that the Programme has moved on. In its early days there undoubtedly was a sense that at least some Partnerships were struggling. This is not surprising. In the early stages of the Programme Partnerships needed to carry out a number of often time consuming activities: developing relationships with agencies and the local community; forming working alliances with local authorities as their Accountable Bodies; devising and then refining longer term strategies; building up effective teams; and so on. Not surprisingly these tasks were not always easy to achieve. In the early days it would not have been possible to describe some Partnerships as genuinely effective neighbourhood level renewal agencies. Partly because of difficulties in achieving these ends, there was a sense too of volatility in at least some NDCs. Of course experience varied considerably across the 39. Some have been characterised throughout by stability, strategy and drive. But the history of a few has been different: dysfunctional Boards, rapid turnover of staff, difficult relationships with Accountable Bodies and agencies, the disruptive influence of a small group of activists, and so on.

2.4 The kinds of problems evident in the early years appear to have virtually disappeared. The Programme is now widely perceived by NDC staff, residents, agency representatives and other local observers as a mature, delivery focussed, professionally managed Programme with important lessons for regeneration and renewal policy more widely. This positive assessment is based on five premises.

2.5 First, Partnerships have become **more focussed on delivering local programmes to address local issues**. Agencies constantly refer to more obviously clear signs of 'professionalism' amongst NDC staff. And there is too a widespread perception that NDCs have become far more experienced in devising and pursuing local strategies to meet the needs of their local neighbourhoods.

2.6 Second, Partnerships have generally become **more strategic in their outlook**. As NDCs have matured they have proved increasingly able to devise and implement longer term visions for their neighbourhood. Some have looked to improve housing

¹⁴ NRU/ODPM 2005 New Deal for Communities 2001-2005 An Interim Evaluation: Research Report 17
www.neighbourhood.gov.uk/publications.asp?did=1625

¹⁵ The Six Case Studies: An Introduction.

and the physical environment. Others have wanted to attack issues prioritised by local residents including crime and environmental dereliction. Many have seen the need simultaneously to pursue both place based outcomes designed to 'stabilise' the area, together with person based outcomes to improve the life chances of local residents. Collectively NDCs contain a formidable array of experience and expertise in how to tackle longer term renewal and regeneration.

- 2.7 Third, they have learnt to **work more effectively with other agencies**. Each of the six case study NDCs, for instance, engages 'significantly' with at least six other agencies. Partnerships have worked tirelessly to sustain mutually supportive relationships with a wide range of mainstream agencies. Positive relationships have not always been easy to create and sustain. In general relationships have been better with agencies having a neighbourhood focus or remit, such as say the police or primary care trusts (PCTs), than with those having more of a regional or national focus such as say Learning and Skills Councils. The benefits to Partnerships of closer engagement with agencies are clear: more gets done; agencies bring with them ideas, individuals, drive and sometimes additional resources; and agencies are the most likely mechanism through which to sustain activity once NDC funding ceases. This all helps Partnerships 'punch above their weight'. And agencies benefit too in that they learn about how to put in place effective, community driven, neighbourhood level programmes. There is another potential benefit too for some agencies: they can pilot initiatives in NDC areas which, if successful, can subsequently be rolled out across local authority districts.
- 2.8 Fourth, they have become **beacons of experience in relation to the raft of issues surrounding 'the community dimension'**. There is a strong argument that the NDC Programme represents the most intensive experiment in community involvement ever undertaken by any ABI in England. Partnerships have become repositories of knowledge in engaging, involving and sustaining community interest. They have supported a myriad of projects designed to boost community confidence, help re-engage individuals and households within mainstream markets, employ community skills to refine and implement schemes, utilise community resources on Boards, and so on. And in so doing they have had to deal, in an increasingly professional and targeted fashion, with that nexus of problems inherent to this terrain: keeping interest, sustaining community involvement, ensuring a few vocal voices do not dominate debate, and helping to instil a community dimension into all aspects of renewal. It is difficult to imagine any other regeneration scheme providing such a wealth of experience in relation to the community dimension.
- 2.9 Fifth, they are **pushing the boundaries in relation to sustaining neighbourhood level renewal**. Perhaps exactly because this is a 10 year Programme, Partnerships have had more time both to influence what is happening locally and to consider how their activities might be sustained once NDC funding comes to an end. Partnerships have adopted a range of strategies here: creating longer term rental streams from physical assets, new modes of governance for a post NDC world, working with agencies to help mainstream investment in the longer run, and so on. Significantly too evidence suggests that NDCs are developing much closer links with LSPs and LAA funding streams¹⁶.

¹⁶ NDC National Evaluation: NDCs, LSPs and LAAs: A Practice Guide.

2.10 There is thus little doubt that qualitative evidence emerging from local observers points to an increasingly mature and effective Programme. To what extent are these assessments reflected in area based change data?

Programme wide change: 2001/02-2005/6

2.11 This section explores area based cross-sectional change between 2001/02 and 2005/6. In essence this analysis is based on an overview of change occurring in these 39 areas at three snap-shots in time: 2001/2, 2004 and 2005/6. This data is explored through four questions:

- what changes have occurred at the Programme wide level?
- has the rate of change varied though time: 2004-2005/6 compared with 2001/02-2004?
- is there more change for place, or for people, based outcomes?
- do some groups of residents experience more change than others?

What changes have occurred at the Programme wide level?

2.12 Across the Programme there is clear evidence that considerable improvements occurred in NDC areas between 2001/02 and 2005/06 (Table 2.1). Analysis of 36 core indicators drawn from the two household surveys (2002/06) and also from administrative data sources suggests that 32 indicators showed positive improvement. For seven of these indicators improvement amounted to 10 percentage points or more:

- NDC improved the area: an increase of 24 percentage points
- area improved in previous two years: an increase of 19 percentage points
- percentage with a high lawlessness and dereliction score: 16 percentage points decrease
- percentage with a high fear of crime score: 12 percentage points decrease
- Key Stage 4 attainment: 11 percentage points increase between 2002 and 2005
- satisfaction with the area as a place to live: 11 percentage points increase
- feel a bit/very unsafe walking alone after dark: 10 percentage points decrease.

2.13 In relation to the Programme's key outcomes, this area based data suggests greatest changes have occurred in the broad themes of crime and fear of crime, and also with regard to place based considerations such as attitudes to the area and the role which the local NDC has played in improving the neighbourhood. On the broader canvas this area based change data shows slower improvements in relation to worklessness, and health. Although there are exceptions, and certain health indicators have shown encouraging improvements. Between 2002 and 2004, numbers of people who smoke

has fallen by three percentage points. The number of people reporting their health as 'not good' has also fallen by three percentage points. Results for education are mixed. Survey data shows little change in relation to qualifications and training. But administrative data show considerable improvements in attainment levels at Key Stages 2, 3 and especially 4. It is also worth bearing in mind that people based outcomes (worklessness, education and health) take longer to achieve and are more difficult to identify at the area level, because they benefit fewer people. Place based outcomes, by their very nature, affect all residents living in an area.

- 2.14 Some four indicators moved in a negative direction, although only one by more than one percentage point: the number receiving means tested benefits. It is not immediately obvious why this should have occurred. It would not appear to be because of changing demographics. Residents who moved into the 39 areas between 2004 and 2006 were less likely to be in receipt of means tested benefits compared with the NDC average. Thirty-three per cent of in-movers received means tested benefits compared with an NDC average of 46 per cent. It may, however, reflect the effects of campaigns, instigated by NDCs and their partners, to inform local residents of their entitlements to claim benefits.
- 2.15 It is also intriguing to note that although in general residents are much more positive about the area and the local environment, there has as yet been no parallel reduction in the proportion of those wanting to move from their place of residence. Of those who wanted to move in 2006, 25 per cent were not satisfied with their accommodation, whilst 33 per cent were not satisfied with the area as a place to live. However of those who thought they would move in the next two years¹⁷, there was a marked increase in the proportion who thought they would relocate to within a 15 minutes walk of their current home: 22 per cent in 2002, compared with 27 per cent in 2006. Even amongst those who intend to move there would appear to be an increase in the proportion of residents who see a longer term future in, or close to, these 39 NDC areas.

Table 2.1: NDC area level change for 36 core indicators: 2001/02 to 2005/6

	2001/2 (Per cent)	2005/6 (Per cent)	Percentage Point Change 2001/2 to 2005/6
Education			
KS2 English – level 4 (a) (g)	57	63	6
KS3 English – level 5 (a) (g)	46	54	8
KS4 5+ GCSE's at A*–C level (a) (g)	26	37	11
No qualifications (b)	33	31	–3
Education or training (b) (e)	24	25	1
Need to improve basic skills	34	32	–2

¹⁷ Source: Ipsos MORI, Base: All who think they will move in next two years, 2002 (3,222), 2006 (4,596)

Table 2.1: NDC area level change for 36 core indicators: 2001/02 to 2005/6 (cont.)

	2001/2 (Per cent)	2005/6 (Per cent)	Percentage Point Change 2001/2 to 2005/6
Worklessness and Finance			
Unemployment rate (a) (h)	8	7	-1
Work limiting illness rate (a) (h)	13	13	0
Employment rate (c)	52	52	0
Household income less than £200 pw	45	38	-8
Receive means tested benefits (f)	43	46	3
Workless households (b)	41	39	-2
Health			
No physical activity for at least 20 minutes	9	9	0
Smoke	40	37	-3
Health not good	23	20	-3
SF36 mental health Index	70	72	2
Health is worse than a year ago	22	19	-2
Satisfied with doctor	84	84	0
Crime			
Feel a bit/very unsafe after dark	55	45	-10
Burglary rate (per 1,000) (a) (i)	68	48	-20
Theft rate (per 1,000) (a) (i)	22	17	-5
Total crime rate per 1,000 (a) (i)	77	73	-3
High lawlessness and dereliction score	31	15	-16
High fear of crime score	32	21	-12
Housing and the Physical Environment			
Trapped	14	13	0
Satisfied with area as a place to live	60	71	11
Want to move	39	40	1
Satisfied with accommodation	81	82	1
Area improved over past 2 years	24	43	19
High problems with local environment score	21	12	-9

Table 2.1: NDC area level change for 36 core indicators: 2001/02 to 2005/6 (cont.)

	2001/2 (Per cent)	2005/6 (Per cent)	Percentage Point Change 2001/2 to 2005/6
Community			
Feel part of the community	35	42	7
Neighbours look out for each other	59	61	2
NDC has improved the area (d)	33	57	24
Quality of life good	76	80	4
Can influence decisions that affect your local area	23	25	2
Involved in activities organised by NDC (d)	16	22	6

Source: Ipsos MORI, (a) SDRC

Base: All: 2002 (19574), 2006 (15792), (b) Working age 2002 (15158), 2006 (11711), (c) Working age, all household 2002 (28307), 2006 (23396), (d) All heard of local NDC 2002 (12661), 2006 (13008)

Period covered: 2002–2006, (g) 2002–2005, (h) 2001–2005, (i) 2000/01–2004/05

Note: Figures are percentages unless stated (e) Excludes full time education, (f) Excludes CB, Pension, CTB not in existence;

Shading: indicators moved in a negative fashion

Rows may not sum due to rounding

Has the rate of change varied though time: 2004-2005/6 compared with 2001/02-2004?

2.16 As is discussed immediately above, area based data overwhelmingly point to positive change across the Programme. However, evidence also suggests that more of this change occurred between 2001/02 and 2004, rather than in the following two year period (Table 2.2). For 22 of the 36 indicators explored here more improvement occurred between 2001/02 and 2004 than between 2004 and 2005/06. For 14 indicators the reverse was true.

Table 2.2: Rates of change for 36 core indicators: 2001/02 to 2004 and 2004 to 2005/06

	Percentage Point Change		
	2001/2 to 2005/6	2001/2 to 2004	2004 to 2005/6
Education			
KS2 English – level 4 (a) (g)	6	6	0
KS3 English – level 5 (a) (g)	8	5	3
KS4 5+ GCSE's at A*–C level (a) (g)	11	5	6
No qualifications (b)	–3	–1	–2
Education or training (b) (e)	1	0	1
Need to improve basic skills	–2	–4	3

Table 2.2: Rates of change for 36 core indicators: 2001/02 to 2004 and 2004 to 2005/06 (cont.)

	Percentage Point Change		
	2001/2 to 2005/6	2001/2 to 2004	2004 to 2005/6
Worklessness and Finance			
Unemployment rate (a) (h)	-1	-4	0
Work limiting illness rate (a) (h)	0	1	0
Employment rate (c)	0	0	0
Household income less than £200 pw	-8	-5	-2
Receive means tested benefits	3	2	1
Workless households (b)	-2	-2	0
Health			
No physical activity for at least 20 minutes	0	0	1
Smoke	-3	-1	-2
Health not good	-3	-1	-2
SF36 Mental Health Index	2	1	1
Health is worse than a year ago	-2	0	-2
Satisfied with doctor	0	0	0
Crime			
Feel a bit/very unsafe after dark	-10	-6	-4
Burglary rate (per 1,000) (a) (i)	-20	-7	-14
Theft rate (per 1,000) (a) (i)	-5	-1	-4
Total crime rate (per 1,000) (a) (i)	-3	5	-8
High lawlessness and dereliction score	-16	-8	-8
High fear of crime score	-12	-8	-3
Housing and the Physical Environment			
Trapped	0	-1	0
Satisfied with area as a place to live	11	6	5
Want to move	1	-1	2
Satisfied with accommodation	1	1	0
Area improved over past 2 years	19	14	5
High problems with local environment score	-9	-4	-5

Table 2.2: Rates of change for 36 core indicators: 2001/02 to 2004 and 2004 to 2005/06 (cont.)

	Percentage Point Change		
	2001/2 to 2005/6	2001/2 to 2004	2004 to 2005/6
Community			
Feel part of the community	7	4	3
Neighbours look out for each other	2	3	-1
NDC has improved the area (d)	24	18	6
Quality of life good	4	2	2
Can influence decisions that affect your local area	2	1	1
Involved in activities organised by NDC (d)	6	3	3

Source: Ipsos MORI, (a) SDRC

Base: All: 2002 (19574), 2004 (19633), 2006 (15792), (b) Working age 2002 (15158), 2004 (14858), 2006 (11711), (c) Working age, all household 2002 (28307), 2004 (29026), 2006 (23396), (d) All heard of local NDC 2002 (12661), 2004 (15749), 2006 (13008)

Period covered: 2002-2006, (g) 2002-2005, (h) 2001-2005, (i) 2000/01-2004/05

Note: Figures are percentage point change unless stated (e) Excludes full time education, (f) Excludes CB, Pension, CTB not in existence;

Shading: more improvement occurred between 2004 and 2005/6 than between 2001/02 to 2004

Rows may not sum due to rounding

2.17 It might have been assumed that change would accelerate through time: as NDCs introduced more initiatives into local neighbourhoods, this would in due course lead to a speeding up of the rate and intensity of change. However in practice this has not consistently proved to be the case. This finding needs to be treated cautiously. Trends through time vary across the six outcome areas. HPE and community indicators do show more evidence of change in earlier years. There is more of a mixed picture in relation to other outcome areas, however. Most health indicators improved more between 2004-05/06 than in the previous two years. And there is also evidence of a considerably increased rate of change through time with regard to some crime related indicators. It should be remembered too that these are Programme wide figures which hide Partnership level trends. For example one NDC area saw a six percentage point reduction in the percentage of workless households between 2002 and 2004, then a further seven percentage point fall between 2004 to 2006: the respective NDC Programme wide figures were two percentage points and no change.

2.18 Nevertheless, the evidence does not point to the rate of change consistently increasing across the board. This may have occurred because:

- the initial relatively rapid positive effects arising from 'quick wins' implemented by NDCs in their early days have diminished through time; for at least eight of the indicators examined here, for example, positive change continued in the 2004-2005/06 period but this was at a slower rate than had been the case in the earlier period

- outcomes associated with more substantial longer term projects NDCs have implemented in their more mature years will take longer to become apparent
- 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, capacity for a great deal of additional positive change may be relatively limited; administrative data suggest for example that the theft rate per 1,000 people fell from 22.4 (or 2.2 per cent of the population) to 17.2 (1.7 per cent of the population) between 2001 and 2005: to what extent is it plausible to assume it will drop much further when the national rate in 2005 of 1.2 per cent was not a great deal lower than this?

Is there more change for place, or for people, based outcomes?

- 2.19 There is an important distinction to be drawn between place and people based outcomes. People based outcomes relate to individual or household circumstances: educational attainment, employment status, personal health and so on. Place based indicators assess change for NDC areas as a whole: the attractiveness of the area, environmental considerations, views on the local community, crime and fear of crime, and so on.
- 2.20 The 20 indicators achieving greatest change between 2002 and 2006 points to more obvious signs of positive change in relation to place, rather than people, based outcomes (Table 2.3). All but three of these indicators essentially relate to 'place'.

Table 2.3: Indicators with the greatest change (all indicators from Ipsos MORI NDC Household Survey): 2002 to 2006

	2002 (Per cent)	2006 (Per cent)	Percentage Point Change 2002-06
NDC improved area (b)	33	57	24
Area improved over past 2 years	24	43	19
Heard of NDC	63	80	17
Car crime a serious problem	38	21	-17
High lawlessness and dereliction score	31	15	-16
Have Internet at home	25	41	16
Abandoned/burnt out cars a serious problem	21	5	-16
Household burglary a serious problem	25	11	-14
Very worried about burglary	34	20	-14
Have a PC at home	35	50	15
Vandalism a serious problem	33	18	-15
Very worried about being mugged	30	18	-12
High fear of crime score	32	21	-12
KS4, 5+ GCSE's at A*-C level (a)	26	37	11
Satisfied with area as a place to live	60	71	11
Litter a serious problem	37	26	-11
Very worried about vandalism	28	17	-11
Feel a bit/very unsafe after dark	55	45	-10
Run down or boarded up properties a serious problem	19	9	-10
Very worried about being physically attacked by strangers	27	17	-10

Source: Ipsos MORI, (a) SDRC: data covers period 2002-2005

Base: All: 2002 (19574), 2006 (15792); (b) All heard of local NDC, (12,661), 2006 (13,008)

Note: Figures are percentage point change unless stated. Shading: people based outcomes

Rows may not sum due to rounding

2.21 This bias towards achieving place based outcomes may be, in part, because people based outcomes are more difficult to sustain, and to identify, at the neighbourhood level because:

- the argument is sometimes made that individuals benefiting from person based interventions in areas such as job training and mentoring may find their material circumstances improve, 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 area based data

- a few individual level benefits may be harder to identify; 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; some person level interventions say to reduce smoking may well have considerable implications for the individuals concerned, but will be harder to identify through area based surveys because benefits accrue to fewer individuals; however the relevant and appropriate base population for most of the people based indicators examined here is either the entire working age NDC population, or, in the case of specific educational attainment rates, the relevant peer group
- place based changes may also be easier to pick up because relevant indicators allow respondents to provide a range of graded responses ('very', 'fairly', 'not at all', etc) to many attitudinal questions; person based indicators often require a 'yes/no' answer to, say, being in a job or having a particular qualification; 'graded' place based questions are thus more able to pick up positive responses even when these are relatively luke-warm
- ultimately for some outcomes, notably health indicators such as morbidity and mortality, but also perhaps educational attainment rates and worklessness, positive benefits arising from NDC funded initiatives may take many years to become apparent.

Do some groups of residents experience more change than others?

- 2.22 Using some 18 key indicators of change from the 2002 and the 2006 household surveys, it is possible to explore the degree to which outcomes vary for particular groups of people as defined by gender, age and ethnicity.
- 2.23 In relation to gender, outcomes for women exceed those for men in relation to eight of these 18 core indicators (Table 2.4). These are strongly concentrated in two areas: fear of crime and community 'well-being'. For instance the proportion of women feeling part of their community increased by eight percentage points between 2002 and 2006 compared with a six percentage point improvement amongst men. For 10 indicators outcomes for men exceed those for women. However, in only two instances (need to improve basic skills and satisfaction with the area as a place to live) do improvements for men exceed those for women by two percentage points or more.

Table 2.4: Change 2002 to 2006 by gender

	2006 (Per cent)		Percentage Point Change 2002 to 2006	
	Males	Females	Males	Females
Education				
No qualifications (a)	29	32	-3	-3
Education or training (a) (d)	23	27	1	2
Need to improve basic skills	29	35	-4	0
Worklessness and Finance				
Employment rate (b)	58	45	1	0
Receive means tested benefits (e)	40	52	3	4
Economic activity rate (b)	69	51	0	-2
Health				
Health not good	18	22	-3	-3
SF36 Mental Health Index	75	70	1	2
Satisfied with doctor	84	84	0	0
Crime				
Feel a bit/very unsafe after dark	33	57	-9	-11
High lawlessness and dereliction score	14	17	-16	-15
High fear of crime score	13	28	-8	-15
Housing and the Physical Environment				
Satisfied with area as a place to live	72	69	12	10
Satisfied with accommodation	84	81	2	0
Want to move	38	41	1	1
Community				
Feel part of the community	42	43	6	8
Can influence decisions that affect your local area	24	26	2	3
NDC has improved the area (c)	56	59	24	24

Source: Ipsos MORI

Base: All: 2002 males (8033) females (11541), 2006 males (6367) females (9425), (a) Working age 2002 males (6477) females (8681), 2006 males (4853) females (6858), (b) Working age, all household 2002 males (13549) females (14758), 2006 males (11193) females (12203), (c) All heard of local NDC 2002 males (5083) females (7623), 2006 males (5080) females (7928)

Note: (d) Excludes full time education, (e) Excludes CB, Pension, CTB not in existence;

Shading: more improvement occurred for women than men

Rows may not sum due to rounding

2.24 In relation to age (Table 2.5), there are more evident signs of improvement amongst both older (60/65 and older) and younger age groups (16 to 24). For example of all the age groups older residents tended to show most improvement across community and health outcomes. Of the four age groups, those 60/65 and older indicate higher levels of improvement for all six indicators in these two outcome areas.

2.25 Other key findings include:

- the proportion of older people feeling unsafe out alone after dark fell by 14 percentage points from 68 to 54 per cent; however, this group remains substantially more fearful than the NDC average of 45 per cent would suggest; this is consistent with findings from the British Crime Survey, showing that the likelihood of feeling unsafe after dark tends to increase with age¹⁸
- 16 to 24 year olds indicate least positive change in thinking the local NDC has improved the area.

¹⁸ Home Office 2006, Worry about crime in England and Wales: Findings from 2003/04 and 2004/05 British Crime Surveys, www.homeoffice.gov.uk/rds/pdfs06/rdsolr1506.pdf

Table 2.5: Change 2002 to 2006 by age: 18 key indicators

	Percentage Point Change 2002 to 2006				
	16-24	25-49	50-59/64	60+/65+	NDC average
Education					
No qualifications (a)	-2	-3	-5		-3
Education or training (a) (d)	2	1	2		1
Need to improve basic skills	-6	-1	-2	0	-2
Worklessness and Finance					
Employment rate (b)	-2	1	3		0
Receive means tested benefits (e)	3	2	3	6	3
Economic activity rate (b)	-3	0	2		-1
Health					
Health not good	-3	-3	-3	-3	-3
SF36 Mental Health Index	2	2	1	3	2
Satisfied with doctor	-2	0	0	1	0
Crime					
Feel a bit/very unsafe after dark	-10	-8	-12	-14	-10
High lawlessness and dereliction score	-16	-17	-17	-13	-16
High fear of crime index	-16	-11	-11	-11	-12
Housing and the Physical Environment					
Satisfied with area as a place to live	13	10	9	11	11
Satisfied with accommodation	1	1	0	1	1
Want to move	5	0	1	-2	1
Community					
Feel part of the community	3	7	6	9	7
Can influence decisions that affect your local area	3	1	3	4	2
NDC has improved the area (c)	19	25	24	26	24

Source: Ipsos MORI

Base: All: 2002 16-24 (2726) 25-49 (9442) 50-59/64 (2990) 60+/65+ (4416), 2006 16-24 (1653) 25-49 (7513) 50-59/64 (2545) 60+/65+ (4081), (a) Working age 2002 16-24 (2726) 25-49 (9442) 50-59/64 (2990), 2006 16-24 (1653) 25-49 (7513) 50-59/64 (2545), (b) Working age, all household 2002 16-24 (6719) 25-49 (16470) 50-59/64 (5118), 2006 16-24 (5641) 25-49 (13315) 50-59/64 (4440), (c) All heard of local NDC 2002 16-24 (1464) 25-49 (6390) 50-59/64 (2077) 60+/65+ (2730), 2006 16-24 (1131) 25-49 (6213) 50-59/64 (2253) 60+/65+ (3411)

Note: (d) Excludes full time education, (e) Excludes CB, Pension, CTB not in existence;

Rows may not sum due to rounding

2.26 Data from the household surveys can also be used to identify the absolute positions of, and change within, different ethnic groups. Because of sample size it is only possible to consider in detail three broad categories: White (British, Irish and other white); Asian (Indian, Pakistani, Bangladeshi, White/Asian, Chinese and other Asian); and Black (Caribbean, African, White/Black Caribbean, White/Black African and other Black). It is important to make one caveat about this evidence:

- the breakdown of ethnic groups varies widely across the 39 NDC areas¹⁹: in 13 at least 90 per cent, and in 30 at least 50 per cent, of residents are White; on the other hand, in seven NDC areas (all in London) at least 25 per cent of residents are Black and in a further seven at least 25 per cent are Asian.

2.27 In terms of the absolute picture in 2006 (Table 2.6) key headlines include:

- Black residents are the least likely of the three major ethnic groups to feel unsafe after dark (37%), report 'not good' health (13%) and have no qualifications (24%); they are also most likely to want to move (50%) and the least likely to be satisfied with their accommodation (73%)
- Asian residents have the lowest employment rate (45%), but also the lowest proportion in receipt of means tested benefits (42%); they are more likely to have no qualifications (37%) and to need to improve basic skills (41%); however they are most likely to feel part of the community (51%)
- White residents have the highest employment rate (57%), the lowest proportion in need of improving basic skills (29%), the lowest percentage with a high fear of crime score (19%), are least likely to want to move (38%), and are most likely to be satisfied with their accommodation (85%); however, they are the least likely to feel part of their community (40%) and most likely to report 'not good health' (22%).

¹⁹ Source: Ipsos MORI NDC Household Survey, 2006

Table 2.6: Outcomes by ethnicity: absolute position 2006

	2006 (Per cent)			
	White	Asian	Black	NDC average
Education				
No qualifications (a)	30	37	24	31
Education or training (a) (c)	24	23	33	25
Need to improve basic skills	29	41	37	32
Worklessness and Finance				
Employment rate (a)	57	45	55	52
Receive means tested benefits (d)	47	42	49	46
Economic activity rate (a)	67	54	68	60
Health				
Health not good	22	17	13	20
SF36 Mental Health Index	72	72	74	72
Satisfied with doctor	85	80	85	84
Crime				
Feel a bit/very unsafe after dark	46	47	37	45
High lawlessness and dereliction score	16	14	13	15
High fear of crime score	19	24	24	21
Housing and the Physical Environment				
Satisfied with area as a place to live	70	73	74	71
Satisfied with accommodation	85	80	73	82
Want to move	38	41	50	40
Community				
Feel part of the community	40	51	47	42
Can influence decisions that affect your local area	25	26	30	25
NDC has improved the area (b)	57	57	60	57

Source: Ipsos MORI

Base: All: 2002 White (15227) Asian (1664) Black (2408), 2006 White (11772) Asian (1567) Black (2136), (a) Working age 2002 White (11308) Asian (1532) Black (2061), 2006 White (8271) Asian (1413) Black (1745), (b) All heard of local NDC 2002 White (10172) Asian (917) Black (1459), 2006 White (9969) Asian (1145) Black (1698)

Note: (c) Excludes full time education, (d) Excludes CB, Pension, CTB not in existence

2.28 In relation to **change between 2002 and 2006** (Table 2.7):

- Black residents showed marked improvement in the proportion of respondents reporting health as 'not good' (down by six percentage points), satisfaction with accommodation (up by five percentage points), and the proportion feeling part of the community (up by ten percentage points)
- there was a considerable reduction in the proportion of Asian residents feeling unsafe after dark (12 percentage points) and those needing to improve basic skills (five percentage points); although there was a 19 percentage points increase in those thinking the NDC had improved the area, this was less than for the Programme as a whole (24 percentage points)
- White residents showed greatest improvement in satisfaction with the area as a place to live (11 percentage points), although there was no change in satisfaction with accommodation and a one percentage point increase in those wanting to move.

Table 2.7: Change 2002 to 2006 by ethnicity

	Percentage Point Change 2002 to 2006			
	White	Asian	Black	NDC average
Education				
No qualifications (a)	-4	-1	0	-3
Education or training (a) (c)	1	2	1	1
Need to improve basic skills	-2	-5	0	-2
Worklessness and Finance				
Employment rate (a)	3	6	4	0
Receive means tested benefits (d)	3	2	6	3
Economic activity rate (a)	2	4	1	-1
Health				
Health not good	-2	-2	-6	-3
SF36 Mental Health Index	2	1	1	2
Satisfied with doctor	0	1	0	0
Crime				
Feel a bit/very unsafe after dark	-10	-12	-7	-10
High lawlessness and dereliction score	-16	-16	-12	-16
High fear of crime score	-12	-16	-11	-12
Housing and the Physical Environment				
Satisfied with area as a place to live	11	10	8	11
Satisfied with accommodation	0	3	5	1
Want to move	1	0	-2	1
Community				
Feel part of the community	6	3	10	7
Can influence decisions that affect your local area	3	-1	-1	2
NDC has improved the area (b)	25	19	24	24

Source: Ipsos MORI

Base: All: 2002 White (15227) Asian (1664) Black (2408), 2006 White (11772) Asian (1567) Black (2136), (a) Working age 2002 White (11308) Asian (1532) Black (2061), 2006 White (8271) Asian (1413) Black (1745), (b) All heard of local NDC 2002 White (10172) Asian (917) Black (1459), 2006 White (9969) Asian (1145) Black (1698)

Note: (c) Excludes full time education, (d) Excludes CB, Pension, CTB not in existence

A Concluding Comment

2.29 Reflecting on 2006/07 evidence the key messages in terms of change in the 39 areas are generally positive:

- virtually all key indicators have moved in a positive direction
- there is especially strong evidence of change in relation to place based indicators
- there are interesting variations by age, gender and ethnicity with, for instance, older and younger people, and also men showing more obvious signs of change than might have been expected.

2.30 But there are also some intriguing findings about the rate and scale of change across these 39 areas. In particular across the board there is marginally less evidence of change between 2004 and 2006 compared with that occurring between 2001/02 and 2004.

3. How have NDC neighbourhoods changed relative to other areas: benchmarking change?

- 3.1 The previous chapter explored change across these 39 areas. This chapter considers how NDC neighbourhoods perform compared with change occurring elsewhere by:
- pulling out key conclusions from qualitative evidence on the benefits of the NDC approach
 - and by validating these conclusions against benchmarked change data.

Benefits of the NDC approach: qualitative evidence

- 3.2 Qualitative evidence uncovered by the national evaluation team (see 1.15) points to four overarching benefits apparently arising from the NDC approach when compared with other strategies to renewal.
- 3.3 First, NDCs are in an ideal position to **focus and enhance activity** in these 39 areas. The practice case study review of Masterplanning²⁰ suggests that NDCs have the relative 'freedom' to initiate action on their own behalf, facilitate and co-ordinate activity by other agencies, add value to other programmes, and generally act as champions for these 39 neighbourhoods and their residents. For example, NDC resources can be used flexibly by mainstream agencies to address emerging local needs, a situation not always apparent in other regeneration programmes.
- 3.4 Second, this ability to focus activity in the 39 areas is assisted by adopting an implementation model based on the creation of **'embedded' and 'autonomous' renewal agencies** operating at the local level. Unlike some approaches to regeneration, the NDC Programme assumes that the 39 Partnerships will drive the local renewal agenda and not, say outposts of central or local government. NDC Partnerships are widely seen as being in an ideal position to set local renewal strategies to meet local needs, bring relevant expertise to bear in facing up to local problems, and seek cross-theme benefits: a local presence enhances local renewal.
- 3.5 Third, innate benefits arise **from a ten year renewal Programme**. There are a number of strands to this thinking. The ten years horizon uniquely available to the NDC Programme is seen as an entirely appropriate time scale if decades of relative decline are to be reversed. This longer time horizon allows Partnerships to plan strategically in the knowledge that they have the time to secure and maintain mutually beneficial arrangements with other delivery agencies. This timeframe also allows Partnerships an opportunity to reflect more on 'the post NDC world' than has been apparent in other ABIs. Effective renewal takes a long time.
- 3.6 Fourth, **the Programme's commitment to the 'community being at the heart of the initiative' helps enhance the intensity and quality of neighbourhood renewal**. Community engagement has its costs. However, the evidence suggests that it can directly improve renewal outcomes. Local residents may be ideally placed to rank the scale of problems impacting on the neighbourhood. They are also well placed to explore the 'service additionality' issue: do agency proposals involving NDC

²⁰ Devising and Delivering Masterplanning at the Neighbourhood Level.

spend genuinely reflect new services or should these be delivered anyway? And of course local residents are one of the key resources through which to sustain renewal activity after NDC funding ceases. The community dimension can be seen as both a central component to the Programme, but also one which can directly enhance the quality, and the sustainability, of renewal.

Measuring change in NDC areas against national, district and local benchmarks

3.7 Qualitative evidence outlined above suggests that many of those working at the neighbourhood level, or living and working in deprived localities, consider that the NDC approach does indeed bring genuine advantages. But to what extent does data support the assumption that NDC areas are changing more rapidly than elsewhere? Change in NDC areas can be compared with what has been happening in other areas across a range of indicators covering crime, health, education, worklessness and housing and the physical environment. Comparisons with four other spatial scales are considered:

- the national level
- the local authority district
- NDCs and similarly deprived comparator neighbourhoods
- clusters of NDCs against comparator neighbourhoods.

NDC change against national benchmarks

3.8 For some 22 indicators it is possible to compare change in NDC areas with national benchmarks (Table 3.1). These indicators allow an assessment to be made of the degree to which NDC areas as a whole are closing the gaps with national standards. However, these comparisons need to be treated with a degree of caution. For instance the time horizons governing change data at the national level may not always exactly equate with those for NDC level data.

3.9 Key findings indicate a mixed picture in terms of NDC areas closing the gap with national standards:

- for six indicators, change in NDC areas proved to be at least three percentage points greater than national benchmarks: for example, whilst the proportion of NDC residents satisfied with the area as a place to live increased by 11 percentage points (from 60 per cent in 2002 to 71 per cent in 2006) the national level equivalent remained stable at 87 per cent; therefore although NDC areas continue to be in a worse absolute position than the national average, they appear to be closing the gap on these six indicators.
- for 13 of these 22 indicators, change across NDC areas is very similar or slightly better (2 percentage points or less) than equivalent national figures. This suggests that the gap is not widening between NDC areas and the national average on most indicators.

- in general NDC areas are tending to close the gaps with national benchmarks more in relation to place based indicators (crime, HPE, and the community) rather than people based outcomes.
- however, for three indicators (need to improve basic skills, want to move, and feel can influence decisions affecting the area) improvements at the national level exceeded NDC level change by three percentage points or more, thus indicating a widening of the gap in relation to these indicators.

Table 3.1: Change in NDC areas and nationally: 2001/02 to 2005/06

	Change 2001/2-2005/6		
	NDC	National	Difference
Education			
KS2 English – level 4 (e) (p)	6	5	1
KS3 English – level 5 (e) (p)	8	7	1
KS4 5+ GCSE's at grade A*-C (e) (p)	11	5	6
No qualifications (a) (f)	-3	-2	-1
Need to improve basic skills (g)	-2	-5	3
Worklessness and Finance			
Unemployment rate (e) (q)	-1	0	-1
Work limiting illness rate (e) (q)	0	0	0
Employment rate (b) (h)	0	0	0
Workless households (c) (i)	-2	-1	-1
Health			
Smoke (j)	-3	-2	-1
Health not good (j)	-3	-2	-1
Crime			
Feel a bit/very unsafe after dark (k)	-10	-3	-7
Burglary rate per 1,000 (e) (r)	-20	-7	-14
Theft per 1,000 (e) (r)	-5	-3	-2
Total crime rate per 1,000 (e) (r)	-3	3	-6
Housing and the Physical Environment			
Satisfied with area as a place to live (l)	11	0	11
Want to move (g)	1	-4	5
Satisfied with accommodation (m)	1	1	0
Area improved over past 2 years (d) (n)	19	0	19

Table 3.1: Change in NDC areas and nationally: 2001/02 to 2005/06 (cont.)

	Change 2001/2-2005/6		
	NDC	National	Difference
Community			
Feel part of the community (g)	7	3	4
Neighbours look out for each other (o)	2	-1	3
Can influence decisions that affect your local area (o)	2	8	-6

Base: NDC only: All 2002 (19,574) 2006 (15,792), (a) Working age, NDC Aggregate 2002 (15,158), 2006 (11,711) (b) Working age, all household, NDC Aggregate 2002 (28,307), 2006 (23,396) (c) All of working age 2002 (15,821) 2006 (12,398) (d) Lived in the area for at least 2 years NDC 2002 (16,663) 2006 (13,209)

Source: Ipsos MORI, (e) SDRC

Source national: (f) Labour Force Survey Summer 2002, Labour Force Survey Quarter 2 (April-June) 2006, (g) MORI Omnibus 2002, Ipsos MORI Social Issues Omnibus 2006, (h) Labour Force Survey Quarter 2 (April-June) 2002, Labour Force Survey Quarter 2 (April-June) 2006 (i) Labour Force Survey Spring 2002, Labour Force Survey Spring 2006, (j) General Household Survey 2000/01, General Household Survey 2004/05, (k) British Crime Survey 2001, British Crime Survey 2004/5, (l) Survey of English Housing 2000/01, Survey of English Housing 2005/06, (m) Survey of English Housing 2000/01, Survey of English Housing 2004/05, (n) Survey of English Housing 1999/00, Survey of English Housing 2004/05, (o) General Household Survey – Social Capital Module 2000, Ipsos MORI Social Issues Omnibus 2006

Period covered: 2002-2006, (p) 2002-2005, (q) 2001-2005, (r) 2000/01-2004/05

Shading: national change is three percentage points or more greater than in NDC areas.

Rows may not sum due to rounding

NDC change against parent local authority benchmarks

3.10 For some 12 indicators²¹ it is possible to compare change in NDC areas with that occurring in parent local authorities between 2001/02 and 2005 (Table 3.2). In this instance these data allow for an assessment of the degree to which NDCs are closing the gaps with their parent local authorities. This evidence suggests that although NDC areas are not closing the gap with their parent local authority, gaps are not widening either. For all but one of these indicators, differences in the rate of change are one percentage point or less. The proportion of children achieving five or more GCSE's at A*-C level increased by three percentage points more in NDC areas than in their parent local authorities. However, it is difficult to assess the significance of this particular indicator for the NDC Programme. The question arises: to what extent can this positive change plausibly be ascribed to NDC interventions? Post 11 pupils living in NDC areas attend many different secondary schools: in one of the London case studies apparently more than 50. It may be difficult to identify a realistic logic chain to explain what NDCs are doing which might plausibly affect the Key Stage 4 performance of pupils living in their area, but potentially attending a considerable number of secondary schools.

²¹ These indicators are all drawn from administrative data sources.

Table 3.2: Change in NDC and Local Authority areas: 2001/02 to 2005

	Percentage point Change		
	NDC	LA	Difference
KS2 English: level 4 (a)	6	6	0
KS3 English: level 5 (a)	8	8	1
KS4, 5+ GCSE's at A*-C level (a)	11	8	3
Unemployed	-1	-1	0
Work limiting illness	0	0	0
Burglary rate (b)	-2	-1	-1
Criminal damage rate (b)	0	0	0
Theft rate (b)	-1	-1	0
Violent crime rate (b)	0	1	0
Total crime rate (b)	0	0	0
Entry to higher education	2	2	0
Staying on in education	11	11	0

Source: SDRC

Period covered: 2001-2005, (a) 2002-2005, (b) 2000/01-2004/05

Rows may not sum due to rounding

NDCs and comparator area change

3.11 The most important benchmark against which to assess change in NDC areas is that derived from other similarly deprived comparator areas (see 1.11). Local authority and national statistics provide a useful context within which to locate change across the 39 NDC areas. But all local authority districts include neighbourhoods accommodating more affluent households. Local authority districts, even more so national benchmarks, do not therefore provide an especially sensitive benchmark against which to assess change within these 39 small and relatively deprived neighbourhoods. The most useful benchmark is how NDCs perform against similarly deprived localities.

3.12 In practice the evaluation team has developed two benchmarks:

- in 2002, 2004 and 2006 Ipsos MORI obtained some 2,014, 4,048 and 3,062 respectively, of completed questionnaires from residents in equivalently deprived but non NDC comparator areas
- NDC level administrative change data can be compared with what is happening in 39 tailor made comparator areas.

3.13 Using some 31 indicators where comparisons are possible, in general between 2002 and 2006 NDCs and comparator areas showed similar rates of change (Table 3.3):

- for 25 indicators, differences between changes in NDC and comparator areas are two percentage points or less, indicating a similar rate of change across the majority of indicators
- in 18 instances improvements in NDC areas exceed those for comparator areas, in 13 instances the reverse is true
- as is the case for change against national benchmarks, where NDCs see more change than comparator areas this tends to be in relation to place, rather than people, based indicators
- for four indicators change in NDC areas exceeded that recorded in comparator areas by four percentage points or more:
 - the proportion of residents with a high lawlessness and dereliction score fell by sixteen percentage points in NDC areas compared with only eight percentage points in the comparator areas
 - the proportion of NDC residents satisfied with the area as a place to live rose by 11 percentage points compared with four percentage points in comparator areas
 - an additional 19 per cent of NDC residents felt the area had improved in the previous two years in 2006 compared with 2004; this is nine percentage points more than occurred in the comparator areas
 - the proportion of NDC residents feeling that neighbours look out for each other increased by two percentage points, but fell by three percentage points in comparator areas.

Table 3.3: Change in NDC and Comparator areas: 2001/02 to 2005/6

	Percentage Point Change 2001/2 to 2005/6		
	NDC	Comparator	Difference
Education			
KS2 English – level 4 (g) (i)	6	7	-1
KS3 English – level 5 (g) (i)	8	10	-1
KS4 5+ GCSE's at grade A*-C (g) (i)	11	10	0
No qualifications (a)	-3	0	-3
Education or training (b)	1	0	1
Need to improve basic skills	-2	-3	2

Table 3.3: Change in NDC and Comparator areas: 2001/02 to 2005/6 (cont.)

	Percentage Point Change 2001/2 to 2005/6		
	NDC	Comparator	Difference
Worklessness and Finance			
Unemployment rate (g) (j)	-1	-1	0
Work limiting illness rate (g) (j)	0	0	0
Employment rate (c)	0	0	0
Household income less than £200 pw	-8	-6	-2
Receive means tested benefits (h)	3	2	1
Workless households (d)	-2	-3	1
Health			
No physical activity for at least 20 minutes	0	0	0
Smoke	-3	-2	-1
Health not good	-3	-2	-1
SF36 Mental Health Index	2	1	1
Health is worse than a year ago	-2	-1	-2
Satisfied with doctor (e)	0	1	-1
Crime			
Feel a bit/very unsafe after dark	-10	-9	-1
High Lawlessness and dereliction score	-16	-8	-8
High Fear of crime index	-12	-13	1
Housing and the Physical Environment			
Trapped	0	2	-2
Satisfied with area as a place to live	11	4	7
Want to move	1	2	-1
Satisfied with accommodation	1	1	-1
Area improved over past 2 years (f)	19	11	9
High problems with local Environment Index	-9	-6	-2

Table 3.3: Change in NDC and Comparator areas: 2001/02 to 2005/6 (cont.)

	Percentage Point Change 2001/2 to 2005/6		
	NDC	Comparator	Difference
Community			
Feel part of the community	7	8	-1
Neighbours look out for each other	2	-3	5
Quality of life good	4	5	-1
Can influence decisions that affect your local area	2	3	0

Base: All respondents NDC 2002 (19,574) 2006 (15,792) Comparator 2002 (2,014) 2006 (3,062) (a) Working age, NDC Aggregate 2002 (15,158), 2006 (11,711), Comparator 2002 (1,508), 2006 (2,197), (b) Working age but not in full time education NDC 2002 (14,219) 2006 (10,991) Comparator 2002 (1,413) 2006 (2,094) (c) Working age, all household, NDC Aggregate 2002 (28,307), 2006 (23,396), Comparator 2002 (2,993), 2006 (4,515) (d) All of working age NDC 2002 (15,821) 2006 (12,398) Comparator 2002 (1,583) 2006 (2,343) (e) Seen doctor in the past year NDC 2002 (15,795) 2006 (13,045) Comparator 2002 (1,608) 2006 (2,482) (f) Lived in the area for at least 2 years NDC 2002 (16,663) 2006 (13,209) Comparator 2002 (1,732) 2006 (2,571)

Source: Ipsos MORI, (g) SDRC

Note: (h) Excludes CB, Pension, CTB not in existence

Period covered: 2002-2006, (i) 2002-2005, (j) 2001-2005

Shading: NDC Change is four percentage points or more than for Comparators.

Rows may not sum due to rounding

3.14 In broad terms therefore NDC areas are tending to see the same level of change as their comparator areas. They do marginally better across some indicators and in a few instances substantially outperform the comparator areas. And, there are no indicators where the comparator areas substantially outperform NDC areas.

3.15 After four or more years it might have been anticipated that NDC areas would show more obvious signs of positive change than that occurring in the comparator areas. It may be that this pattern reflects reality and NDCs are indeed improving, but at only a slightly greater rate than other deprived neighbourhoods. But other factors might also help explain this pattern:

- deprived areas throughout England have benefited from renewal funding: in such an environment it may be difficult for NDCs consistently to outperform improvements occurring within deprived neighbourhoods as a whole
- comparator areas are not pure 'controls': they too will have benefited from a wide range of other regeneration investment including potentially from SRB, EU regional funding streams, Housing Market Renewal Pathfinder spend, NRF, and so on
- although efforts have been made to create equivalently deprived comparator areas, in practice this is not possible: in general they are marginally less disadvantaged as a group of neighbourhoods than are NDC areas; it may therefore be that NDCs found it easier to make early inroads, but because of their especially deprived nature, then encountered more problems in sustaining change than proved to be the case in less deprived comparator areas

- finally, these conclusions are based on area based change data; a major task for 2007 is to analyse household survey data in order to identify individual level outcomes for those who stayed in NDC areas, (the NDC panel) benchmarked against changes for those who remained in the comparator areas between 2002 and 2006; in Phase One of the evaluation, outcomes for the 'NDC panel' were consistently better than for the 'comparator areas' panel.
- 3.16 Although results from the analysis of panel data arising from the 2002, 2004 and 2006 **household surveys** will only become available later in 2007, some initial work has already been carried out on **administrative data** exploring both educational attainment rates and transitions off worklessness benefits into employment. This work provides an initial overview of what has happened to those who stayed in NDC areas compared with those in comparator areas. This evidence should be seen as potentially indicative of broader trends. It should be pointed out here that administrative data provides a particular perspective on change. Administrative data on worklessness for instance is based on the specific relationships individuals have with the benefits system. This is an important reflection on worklessness. Nevertheless this evidence will not necessarily pick up all of the nuances around the employment/unemployment debate. For instance administrative data will not pick up the myriad moves individuals may make in moving slowly from unemployment to employment, and not all unemployed people will in any event be picked up through the benefits system. So this evidence from administrative data sources should be seen as an initial taste of what has happened to the longitudinal panels. Later in 2007 the national evaluation team will be analysing what the 2002, 2004 and 2006 household surveys say about what happens to those who remain in NDC areas through time.
- 3.17 Nevertheless, this initial administrative data panel evidence suggests that NDCs do not appear to be outperforming comparator areas in any consistent and statistically significant manner on certain education and worklessness indicators. However, there are positive messages. In general NDC areas tend to perform marginally (although not statistically significantly) better than comparator areas and the most deprived of NDC areas and NDC pupils tend to see most positive change. But it is not possible from these administrative data sources to identify significant differences between change in NDC and comparator areas. Analyses of the panel data arising from the household surveys carried out between 2002 and 2006 in NDC and comparator areas will explore this further.

Are some clusters of NDC areas changing more than others?

- 3.18 To what extent do certain types of NDC area find it easier to make progress against their comparator areas than others? In order to answer this the national evaluation team has on a number of occasions explored methodologies through which to create clusters or classifications of NDC areas.²² The methodology underpinning the final classification agreed in 2006 is outlined in Appendix 1, together with a description of each of the five clusters (Table 3.4).

²² See for instance NRU/ODPM 2003 NDC National Evaluation Annual Report 2002/03 NRU Research Report 7 parag 2.24 onwards www.neighbourhood.gov.uk/publications.asp?did=374

Table 3.4: Classification of NDC areas

Final validated group membership				
Cluster 1 (N = 5)	Cluster 2 (N = 14)	Cluster 3 (N = 10)	Cluster 4 (N = 4)	Cluster 5 (N = 6)
Liverpool Nottingham Knowsley Doncaster Coventry	Norwich Middlesbrough Leicester Brighton Bristol Walsall Southampton Salford Oldham Rochdale Hartlepool Derby Kings Norton Luton	Hackney Newham Southwark Lewisham Brent Islington Haringey Fulham Lambeth Tower Hamlets	Bradford Sandwell Wolverhampton Aston	Newcastle Hull Manchester Sunderland Sheffield Plymouth

3.19 It is possible to assess the degree to which NDC areas within each of these five clusters changed in the 2001/2 to 2006 period against their comparator areas: similarly deprived neighbourhoods within the same local authority. To give a flavour of how change varied across these five clusters:

- Cluster 1: NDC areas in this cluster saw more positive change than their comparator areas for 15 of 36 core indicators; those in this cluster fared least well of all clusters in relation to the community dimension but did better in relation to health and crime
- Cluster 2: NDC areas in this cluster saw more positive change in the comparator areas for half of 36 indicators; relative improvement was most obvious in relation to housing and the physical environment, least evident with regard to worklessness
- Cluster 3: NDC areas in this London cluster saw more positive change against their comparator areas for more indicators than was true for any other cluster: 24 of the 36
- Cluster 4: NDCs in this cluster saw more positive change than their comparator areas for just under half of the 36 indicators; they outperformed the comparator areas for two-thirds of the education and the worklessness, but only one third of health and community indicators
- Cluster 5: NDC areas in this cluster outperformed their comparators in 22 of the 36 indicators; this trend was consistent across all six themes with NDCs areas outperforming the comparator areas for at least half of the six indicators in each of the six outcomes.

3.20 There is thus evidence to suggest that change against similarly deprived neighbourhoods is more likely to occur in some types of NDC areas than in others. The national evaluation team will continue to explore change across these five clusters. An initial task for instance will be to consider patterns of change across the five emerging from an analysis of the 2002-2006 longitudinal panel data.

- 3.21 However, at this stage it is not possible to indicate why change should apparently vary across these five clusters. It is possible, as is developed in Chapter 4, to identify relationships amongst spend, change and a range of other variables across all of the 39 areas. But a 'population' of five clusters perhaps represents too blunt an instrument for further detailed statistical analysis. It is important to note here that there is a case study NDC within four of the five clusters, and the 'London Cluster 3' group has two. It may be that through time evidence arises from case study work explaining relative rates of change across these clusters. But reflecting on evidence from the two key case study outputs for 2006/07²³, it is not readily apparent that this has as yet occurred.
- 3.22 However, one issue is worth commenting on: the relative level of change of the London NDCs. This is not about change in the ten London NDCs areas compared with other NDCs, but about their relative success against their comparator areas. The national evaluation team cannot give any definitive answers as to why this should be so. But throughout the evaluation it is probably true to say that qualitative evidence has also tended to suggest that London NDCs 'work'. Speculating from the evidence base it may be that:
- there is a richer skills base in London than elsewhere: NDCs have been able to recruit more experienced staff
 - in at least some London boroughs it may be that the NDC is the main renewal game around, it has simply received more political and policy support than has been the case for some NDCs located in larger authorities in other regions
 - the London NDCs have been able to build on stronger community links and resources than is the case in many non-London areas: there was more of a dormant community base on which to build longer term success for a Programme designed to put the 'community at the heart of the initiative'.
- 3.23 Of course none of these factors applies exclusively to London. But there does appear to be something happening to these ten Partnerships. The evaluation team will continue to explore this issue through both quantitative and qualitative work.

Concluding comment

- 3.24. Local observers tend to be positive about the specific benefits arising from the NDC Programme including its 10 year time horizon and its commitment to community engagement. Change data tend broadly to confirm these assumptions. When comparing NDC areas against national, local authority, and comparator area benchmarks:
- change in NDC areas tends to be more positive, although not always to any marked or statistically significant degree
 - where change in NDC areas is greater than that occurring elsewhere this tends to be most apparent in relation to place based indicators reflecting environmental improvements and satisfaction with the area: in the long run these positive changes may well help stabilise these 39 areas and ultimately make them more attractive neighbourhoods within the wider urban context

²³ The Six Case Studies: An Introduction; Delivering safer Neighbourhoods: Experience from the NDC Programme.

- there are very few instances of NDC areas significantly underperforming change occurring elsewhere; there is for instance very little evidence of any widening in the gaps between what is happening in NDCs and either local authority districts or national benchmarks.

3.25 However it is interesting to note that change in NDC areas is not consistently and significantly greater than that occurring in the comparator areas. There may be a number of reasons for this. In particular comparator areas are not scientific control areas: many will themselves have seen substantial regeneration and renewal investment. It appears also to be the case that some clusters of NDC areas, especially that consisting of the 10 London ones, have found it easier to make positive change against similarly deprived comparator areas than have other groupings of NDCs.

4. What is the most effective way to plan longer term renewal?

- 4.1 This chapter is designed to draw on **new evidence** from the national evaluation in order to identify lessons for renewal and regeneration policy more generally. Such lessons need now to be set within a wider context laid down by the government in its recent 'sub-national review of economic development and regeneration'²⁴. Some of the key lessons developed in this chapter, arising from new evidence emerging from the NDC evaluation, both reflect and help contextualise policy implications outlined in that review.
- 4.2 It is important to stress here too that both the Phase 1 Interim Evaluation Report²⁵ in particular, but also Phase 2 case and practice case study outputs, highlight implications for policy makers and practitioners arising from national evaluation evidence. No point is served in repeating those conclusions. Rather the intention here is:
- to identify 'higher level' policy implications
 - arising from new evidence emerging in 2006/07
 - using both qualitative and quantitative sources.
- 4.3 Many of the policy implications outlined below are based on analyses surrounding the Composite Index of Relative Change – a set of core indicators covering the range of outcome themes – education, worklessness, crime, health and housing and the physical environment. The overall approach to the CIRC is discussed in Chapter 1 and in greater detail in Appendix 1. But briefly to reiterate some key issues here. Harder-edged quantitative evidence available to the national evaluation team is immensely powerful when compared with that emerging from previous ABI evaluations because for all 39 NDC areas and their comparators there is:
- good 'base line' data for 2001/02
 - change data from 2001/02 through to 2005/6
 - Partnership level expenditure patterns
 - evidence in relation to change across a range of other variables including, spend, staffing trends, operational issues, overlapping ABIs, agency engagement, etc.
- 4.4 This wealth of evidence can be used to identify Programme wide messages with implications for regeneration and renewal policy more generally. Eight themes are developed below:

²⁴ HM Treasury, Department for Business, Enterprise and Regulatory Reform, Communities and Local Government 2007 Review of sub-national economic development and regeneration. www.hm-treasury.gov.uk/media/9/5/subnational_econ_review170707.pdf

²⁵ NRU/ODPM 2005 New Deal for Communities 2001-2005 An Interim Evaluation: Research Report 17: chapters 13 and 14. www.neighbourhood.gov.uk/publications.asp?did=1625.

- persistence pays
- a rationale for area based work?
- people, or place based outcomes?
- is there a right spatial scale for renewal?
- focus or disperse area based interventions?
- positive or negative displacement effects?
- diminishing returns?
- the role of senior staff.

Persistence pays

- 4.5 One of the conclusions to emerge from Phase 1 of the evaluation was that 2002-2004 evidence did not identify any statistical relationship between change across the 39, on the one hand, and individual NDC level spend, on the other. Change did not seem to reflect how much each NDC had spent. However on reflection this is what might have been expected. Much of the change and spend data covered just two years or so, of a ten year Programme. In reality too NDC spend is actually relatively small scale compared with mainstream investment going into these areas each year. It is notoriously difficult to map public, and even more so private, spending going into any neighbourhood. Anecdotal evidence suggests however that as much mainstream spending goes into a typical NDC area in any one year as the total sum of about £50m of NDC investment which each Partnership has to spend in a decade. Although the NDC Programme is undoubtedly funded at a more generous rate than many previous ABIs, this resource is to embrace at least five outcome areas. In practice between 1999/2000 and 2005/06 total per capita NDC spend amounted to less than £3,000 on average.
- 4.6 Nevertheless it is interesting to note that by 2006 it was possible to identify positive statistical relationships between NDC spend on people based interventions, on the one hand, and change to people based outcomes, on the other. In particular the CIRC score for the people element of the Index is significantly related to total NDC people spend (0.359, significant at the 5 per cent level). In other words – the more an NDC has spent on projects that aim to impact on people based outcomes, the greater the change in the people based outcomes for that area. This is the first indication to date that spend is impacting on relative change across the 39 areas.
- 4.7 This finding very much echoes what tends to be said locally in the case studies: it simply takes a long time before all of the processes involved in renewal feed through to impact. To give just one example. Commentators frequently point out how long it takes for Partnerships to engage effectively with other delivery agencies. But eventually this ‘on the ground’ activity does reap rewards. In 2006 there was a statistically significant relationships between place based spend and an agency assist

delivery score²⁶ (0.346; significant at the 5 per cent level). It may take time to forge mutually beneficial links with delivery agencies, but it is likely to bring rewards in the longer run.

- 4.8 The key message is that even with well funded ABIs such as the NDC Programme **it takes time before processes central to renewal, such as agency engagement, impact on spend, and even longer before spend impacts on change: persistence pays.**

A rationale for area based work?

- 4.9 There is a long standing debate about whether problems impacting on those living in deprived urban neighbourhoods are best addressed through area based initiatives and/or improvements to mainstream services²⁷. There is an argument that a neighbourhood based focus is entirely appropriate because area effects accentuate deprivation for those living with them. Area effects may include households being distanced from wider job markets, the reputation of areas affecting life chances, a reluctance on the part of professional service staff to work in some areas, and so on. Hence living in certain areas may accentuate deprivation. On the other hand, it can be argued that poorer residents tend to live in particular deprived areas because housing markets concentrate them into neighbourhoods with poorer quality social and rented, or cheaper owner-occupied, accommodation. Their real needs are not confined to areas but are about educational, health and job training services operating across city regions.
- 4.10 New evidence from the NDC evaluation helps inform this debate. In particular the 2006 household survey, has been examined to identify the degree to which there are inter-relationships across different dimensions of deprivation: jobs, crime, education, health and so on. The more such relationships can be identified, the more plausible it is to argue that different components of deprivation are best addressed holistically through neighbourhood level interventions. Analysis of the 2006 survey confirms earlier findings from Phase 1 that there are indeed strong and statistically positive relationships across different dimensions to change. To give just a few examples:
- housing and physical environment change scores are significantly positively correlated with crime scores (0.493; 1 per cent level) and community scores (0.387; 5 per cent level): it appears that as the housing and physical environment in an area improves, crime rates reduce
 - community change scores are significantly positively correlated with education theme score (0.325; 5 per cent level): in areas where people feel more of a part of their community, there are also better education attainment outcomes
 - worklessness change scores are significantly positively correlated with health theme scores (0.506; 1 per cent level); hence as the worklessness rate of an area decreases health outcomes improve.

²⁶ Agency assist delivery score: for each of 18 agencies listed NDCs scored +1 if engagement 'significantly helped' or 'helped' delivery and -1 if engagement 'severely constrained' or 'constrained' delivery. Scores for each NDC are summed to obtain an Agency Assist delivery score.

²⁷ See for instance DETR 2001 A Review of the Evidence Base for Regeneration Policy and Practice.

- 4.11 These kinds of relationships point to the importance of recognising the interdependency of elements of neighbourhood renewal activity, of seeing renewal in the round: change in one outcome area is associated with change in others. There is also some evidence of emerging relationships across change and spend at the outcome area level. To give one example: change in worklessness at the NDC level is significantly and positively correlated with NDC HPE spend (0.375; significant at the 5 per cent level). One possible implication here is that NDCs have been able to facilitate the training and employment of local people as major capital projects have come on stream: spend in one outcome area is thus associated with change in another.
- 4.12 These harder edged statistical relationships very much reflect local sentiment. Those working in, or partnering, the six NDC case studies frequently refer to the importance of seeing renewal as an holistic process: change in one outcome area should help change others. Observers point, for example, to the importance of ensuring new housing developments improve the environment and help 'design out' crime; training schemes can provide local residents with the skills required for new housing schemes in the area whilst at the same time helping the most disadvantaged into jobs; new health projects can train local people; and so on. Local practitioners are fully aware of the benefits which arise from renewal programmes adopting an holistic approach.
- 4.13 These findings are echoed in the recent sub-national review which stresses the importance of developing co-ordinated area based activities, especially those that bring together housing with other regeneration outcomes. Housing in particular can play an important role here in levering in private sector investment, thus increasing the longer term viability of areas subject to regeneration schemes²⁸.
- 4.14 Evidence from the NDC evaluation generally supports the view that in the longer run **interventions in one outcome area are likely to reap benefits across a range of other outcome areas. This provides a rationale, and support, for area based renewal and regeneration schemes which adopt multi-outcome interventions and targets.**

People or place based outcomes?

- 4.15 Should area based work seek to achieve place and/or people based outcomes? On the one hand, it can be argued that because ABIs are in defined places they are best able to deal with place based outcomes such as environmental improvements, housing renewal, crime and fear of crime. On the other hand, some would suggest that programmes like NDCs should major on people based outcomes in health, education and worklessness because positive changes in these areas are more likely to improve the material circumstances of individuals and households.
- 4.16 In practice evidence from the NDC evaluation is mixed. It is true that across the Programme area data suggests more positive change in relation to place rather than people based outcomes (see 2.12), although this may be because people based outcomes are more difficult to sustain and to identify (see 2.21). However, as is discussed in 4.6 above, for the first time the evaluation has identified relationships

²⁸ HM Treasury, Department for Business, Enterprise and Regulatory Reform, Communities and Local Government 2007 Review of sub-national economic development and regeneration; par 4.25. www.hm-treasury.gov.uk/media/9/5/subnational_econ_review170707.pdf

between spend and change across people based, outcomes. As is also outlined above (4.10) positive relationships can now also be identified across different dimensions to deprivation, suggesting a holistic approach to renewal is entirely appropriate.

4.17 However, on balance evidence from the national evaluation suggests that NDCs have nevertheless found it relatively easier to introduce place based interventions:

- local communities have consistently prioritised place based outcomes notably environmental improvements and crime
- NDCs probably have a relatively more 'open field' within which to effect change in place rather than people based outcomes; other than the police and some local authority departments, there tend to be few, powerful agencies with a place based remit; this is not true of education, health and worklessness which are dominated by established agencies, often working to national rather than neighbourhood level targets
- place based interventions can be attractive to any renewal agency because more people are directly affected by them; a large proportion of local residents will feel benefits from projects designed to reduce crime or improve the local environment; people based interventions will impact on fewer residents.

4.18 However, it is increasingly apparent that a further layer of complexity is impacting on the place versus people debate. Population churn represents one of the most pressing contextual issues for many NDC Partnerships, although data is not currently available on the exact rate of churn. The national evaluation team has explored this issue both by analysing findings from interviews with 330 people who moved out of NDC areas between 2002 and 2004²⁹ and also within the six case study NDC areas³⁰. Those interested in how issues of population churn, change, and intervention play out in the local context are strongly advised to read the latter publication. Taking all of the quantitative and qualitative evidence in the round, key headlines include:

- across the Programme there has as yet been no reduction in those wanting to move from their current address, although there are indications of a slight reduction in those wishing to move because of area based factors
- people wish to leave primarily because of factors such as better choice and quality of housing, lower crime rates, lower levels of ASB, and the quality of the local environment
- there is evidence that mobility is linked to 'life stage': over a third of out movers between 2002 and 2004 were aged 25 to 34 and nearly half (48 per cent) were living in owner occupation when interviewed in 2004, 10 percentage points higher than in 2002
- those who move out of NDC areas tend to be more satisfied with their new location
- when asked if they were likely ever to return to their previous NDC address very few indicated they intended to.

²⁹ Communities and Local Government 2007 The Moving Escalator? Patterns of Residential Mobility in New Deal for Communities areas. www.neighbourhood.gov.uk/publications.asp?did=1899

³⁰ Communities and Local Government 2007 The Six Case Studies: An Introduction: paragraph 6.6. onwards.

4.19 In addition, new evidence from the 2006 household survey is now available regarding the nature of inmoving, staying, and outmoving populations (Table 4.1). The most interesting comparisons are between those who **stayed** in the 39 areas between 2004-06 and those who **moved in** during this two year period. Compared with the stayers, inmovers were:

- younger
- more likely to be White not British/Irish, or from a BME background
- live in a larger household
- be accommodated in the private rented sector.

Table 4.1: Characteristics of 'mover groups': 2006 (Per cent)

	NDC average: 2006	Area stayers: 2004-06	Inmovers: 2004-06	Percentage Point Difference: inmovers-stayers
Age				
16-24	18	15	40	25
25-34	21	19	38	19
55+	26	29	3	-26
Ethnicity				
White – British/Irish	67	70	46	-24
White – Other	5	3	18	15
Non White	28	27	35	8
Household Composition				
Couple, no dependent children	20	20	13	-7
Couple with dependent children	18	18	15	-3
Lone parent family	15	15	16	1
Single person household	33	33	30	-3
Large adult household	15	13	26	12
Tenure				
Owner occupier	34	37	13	-24
Social Renter	54	55	40	-15
Private Renter	11	7	44	37

Table 4.1: Characteristics of 'mover groups': 2006 (Per cent) (cont.)

	NDC average: 2006	Area stayers: 04-06	Inmovers: 04-06	Percentage Point Difference: inmovers- stayers
Worklessness				
In Employment	55	55	52	-3
Unemployed	10	10	10	0
Economically active	65	65	62	-3
Health				
Health good	46	43	63	20
Long term limiting illness	25	27	10	-17
Education				
No qualifications	31	32	22	-10
NVQ 4+	21	19	32	14

Base: All: NDC average (15,792), Area stayers (14,128), Inmovers (1,664) (a) working age: NDC average (11,711), Area stayers (10,101), Inmovers (1,610)

Source: Ipsos MORI

Rounding may mean rows do not sum

Bold indicates a significant difference at a 5 per cent level

4.20 It is also possible to consider the degree to which the **nature of inmovers has changed** by comparing those who moved into the 39 areas between 2002 and 2004 with those making the same move during the following two years (Table 4.2). Some clear differences emerged almost certainly driven by international and national forces such as the scale of immigration from EU Accession States, and the marked increase in the 'buy to rent' sector. Compared with those who had moved in between 2002-2004, the 2004-06 inmovers were more likely to:

- be White but not British/Irish
- live in larger households
- be concentrated in the private rented sector
- be employed.

Table 4.2: Characteristics of in-movers: 2002/04 -2004/06

	In mover 2002-04 (Per cent)	In mover 2004-06 (Per cent)	In mover Percentage Point Change 2002-04 to 2004-06
Age			
16-24	41	40	-1
25-34	36	38	2
55+	5	3	-1
Ethnicity			
White – British/Irish	52	46	-6
White – Other	12	18	6
Non White	35	35	0
Household Composition			
Couple, no dependent children	13	13	0
Couple with dependent children	16	15	-1
Lone parent family	16	16	0
Single person household	32	30	-2
Large adult household	23	26	3
Tenure			
Owner occupier	16	13	-3
Social Renter	46	40	-5
Private Renter	36	44	8
Worklessness			
In Employment	48	52	4
Unemployed	13	10	-2
Economically active	61	62	1
Health			
Health good	60	63	4
Long term limiting illness	13	10	-4
Education			
No qualifications	23	22	-1
NVQ 4+	30	32	3

Base: All: Area stayers 2004 (17,408), 2006 (14,128); Inmovers 2002 (2,225), 2006 (1,664) (a) working age: Area stayers 2004 (12,722), 2006 (10,101); Inmovers 2004 (2,136), 2006 (1,610)

Source: Ipsos MORI

Rounding may mean rows do not sum

Bold indicates a significant difference at a 5 per cent level

4.21 The current scale of demographic change is widely acknowledged by those working for Partnerships, and living in NDC areas. Clearly the rate and composition of this change varies across the 39 areas. But in general **local observers** tend to identify this process as potentially leading to a number of tensions:

- the rate of change may cause additional problems for delivery agencies: on average by 2006 English was not the first language for some 21 per cent of NDC residents, compared with 16 per cent in 2002; NDCs and their partner agencies, especially, but by no means exclusively, those in London, may be having to face up to additional short-term demands on health, education, training services and so on
- substantial and largely unanticipated immigration is likely to impact on community cohesion at the neighbourhood level
- if NDC areas continue to see this scale of immigration, and the outmigration of the relatively better off, there is an argument that these processes may make it increasingly difficult to achieve people based outcomes in themes such as education and worklessness: in general in-movers may be starting off from a lower base than out-movers and require specific, enhanced, levels of support; as the recent sub-national review points out: 'economically and socially mobile populations may choose to move to other areas, resulting in a static or higher level of deprivation as the individuals who remain or move into the area are often hardest to help'³¹.

4.22 There are **policy implications** in all of this. Longer term renewal strategies such as those being carried out across the NDC Programme are inherently complex because so many contextual and institutional parameters will change over such a time period. Few would have predicted the scale of demographic change which has occurred in NDC areas in recent years. In the light of these processes it seems reasonable to conclude that if NDCs are to achieve their longer term outcomes they need both to address place and people based outcomes simultaneously:

- to help 'stabilise' their local neighbourhood by instigating **place based** interventions notably physical refurbishment programmes designed to enhance the **quality and choice of housing** and to improve the local environment; such developments should help retain relatively less disadvantaged residents who might otherwise leave NDC areas
- at the same time these relatively better off and more economically active cohorts will form a critical base from which **people based** outcomes in education, health and worklessness are most likely to be achieved; and the more improvements occur in education and health services the more likely it will be that those who might otherwise prefer to leave NDC areas, will in time be inclined to stay.

4.23 Partnerships have had to face a range of complex and dynamic processes impacting on their ability to achieve transformational change. Demographic 'churn' now represents one of the most pressing issues for many NDCs. In this context **longer**

³¹ HM Treasury, Department for Business, Enterprise and Regulatory Reform, Communities and Local Government 2007 Review of sub-national economic development and regeneration; par 1.32. www.hm-treasury.gov.uk/media/9/5/subnational_econ_review170707.pdf

term transformatory neighbourhood level change needs to be based on a physical transformation of these areas, combined with interventions designed to achieve people based outcomes: sustainable renewal requires both place, but also people, focused interventions.

Is there a right spatial scale for renewal?

- 4.24 For many years there has been a debate about relationships between geographical scale and area based interventions: **what interventions are appropriate and which outcomes should be pursued, at which spatial scale?** There is a generally held assumption that the typical NDC area represents an appropriate spatial scale within which to introduce place based interventions, such as neighbourhood management schemes or crime reduction initiatives. Some people focussed interventions in primary schooling, personal health, or job mentoring might also be most sensibly introduced at this neighbourhood level. However, some initiatives surrounding training, employment creation, secondary schooling, transport, and specialist health services need to embrace wider spatial scales. As the recent 'sub-national review' points out at times area based interventions can be 'isolated and ... not well co-ordinated with wider economic development and regeneration activity'³².
- 4.25 As is discussed above there are strong arguments to suggest that renewal needs to embrace both place and people based outcomes. If that argument is accepted then renewal is likely to be carried out within boundaries covering areas not dissimilar to those administered by NDCs. As is developed in the recent sub-national review local circumstances will in any event play a role in defining 'best fit regeneration boundaries'. But having said that there is an argument that slightly larger NDC areas might have helped in defining and sustaining renewal because this would have assisted in:
- embedding NDC Partnerships within the larger administrative boundaries generally adopted by most delivery agencies
 - creating a closer fit between NDC areas and the range of neighbourhood level forums which many local authorities are introducing and which again tend to be pitched at a somewhat larger scale
 - providing a more appropriate scale through which to sustain activity after NDC funding ceases: the larger the area the more likely it is that NDCs can work with agencies and communities to sustain longer term interventions.
- 4.26 It is perhaps significant to note here that a 2006 overview of the Neighbourhood Management Pathfinders³³ suggests that economies of scale tended to peter out once the relevant population exceeded 15,000 people, somewhat more than 50 per cent greater than the current NDC average of about 9,800. There could be mileage in exploring the degree to which this larger figure might be seen as a norm for area based interventions.

³² HM Treasury, Department for Business, Enterprise and Regulatory Reform, Communities and Local Government 2007 Review of sub-national economic development and regeneration; par 6.18. www.hm-treasury.gov.uk/media/9/5/subnational_econ_review170707.pdf

³³ Neighbourhood Management at the Turning Point: NRU Research Report 23 2006 www.neighbourhood.gov.uk/publications.asp?did=1728

Focus or disperse area based interventions?

4.27 There is strong statistical evidence suggesting that change across the 39 NDC areas is positively associated with having more, and engaging actively with, overlapping ABIs. Of all of the relationships across change, spend, and other potential explanatory variables, the impact of ‘overlapping ABIs’ emerges as quite the most consistent. For example:

- an increase in the number of other overlapping ABIs on average leads to an increase in the benchmarked relative **change** score for NDC areas
- total **spend** (NDC plus levered) is significantly correlated with the number of ABIs that the NDC engages with ‘a lot’ or a ‘fair amount’ (0.502; 1% level) and the number of ABIs in the area (0.361; 5% level).

4.28 Evidence suggesting that having overlapping ABIs can be an important factor in helping to explain change at the NDC level, is supported by qualitative evidence from the case studies. It could not be said that this issue inevitably emerges as a dominant theme in locality work. But it does arise in different guises in different contexts. Those NDCs which overlap with HMRPs frequently comment on the degree to which this relationship has helped drive forward physical refurbishment. Other ABIs are also frequently mentioned by NDCs as being important partners in helping to secure change within particular domains, notably Drug Action Teams, Sure Start and Youth Inclusion Programmes. And the national evaluation team has not come across any instance where NDCs have suggested their own activities have been hindered, or complicated, by other ABIs. Having overlapping ABIs seems to enhance the quality of renewal and the degree to which outcomes are attained. It is not possible definitively to say why this is happening. It may be due to more money going into these defined areas, more expertise, more projects, or a more strategic feel to intervention. In some NDC areas there is a buzz which appears to come from interactions across different ABIs: there is a depth and intensity of intervention and activity which may well help improve outcomes for all ABIs. Having this synergy may create additional collective benefits over and above what each ABI might otherwise achieve. Interestingly a recent report by the Sure Start evaluation team³⁴ came to similar conclusions. And this message also permeates the recent sub-national review in that the government is exploring reforms which ‘focus neighbourhood renewal funding more intensively on fewer areas, and according to more acute deprivation at the neighbourhood level’³⁵.

4.29 National, regional and local authorities and renewal agencies frequently have to face up to a dilemma central to the ABI debate: is it better to focus activity in a relatively small number of areas or to spread resources more thinly across more areas? The evidence presented here suggests one clear direction. Having overlapping ABIs is one of the very few variables which helps explain both positive change and spend at the NDC level. This evidence suggests that **additional benefits will arise if policy makers tend to nest area based interventions rather than spread their impact more widely.**

³⁴ DfES 2006 Changes in the characteristics of SSLP areas between 2000/01 and 2003/04: Sure Start Report 016

³⁵ HM Treasury, Department for Business, Enterprise and Regulatory Reform, Communities and Local Government 2007 Review of sub-national economic development and regeneration; par 6.33. www.hm-treasury.gov.uk/media/9/5/subnational_econ_review170707.pdf

Positive or negative displacement effects?

- 4.30 To what degree have NDC interventions had either negative displacement or positive spillover effects on surrounding localities? It can be hypothesised that enhancing area based activity will simply deflect problems into surrounding neighbourhoods. Crime represents the most obvious outcome area within which to explore this question. It is relatively less likely that displacement effects will arise from other outcome areas. The argument in relation to crime is that as NDC Partnerships, working with the police and other partners, introduce new crime reduction and prevention schemes so recorded crimes might fall in NDC areas, but may well increase in surrounding localities. Even if crime falls in NDC areas, such benefits may be cancelled out by rises in surrounding neighbourhoods.
- 4.31 However evidence obtained during both Phase 1³⁶ and Phase 2³⁷ of the evaluation suggests that this tends not to be the case. Police recorded crime data for the four years from 2000/01 has been analysed for four different types of offence. Analysis covers both NDC areas, and also buffer zones of 1km surrounding NDC areas. Results indicate that there are far more instances of possible positive diffusion of benefits to surrounding areas rather than possible negative displacement effects.
- 4.32 The suggestion that NDC activities may lead to more positive rather than negative effects tends to be supported by local qualitative evidence. The national evaluation team is not in a position systematically to examine this issue: work has to focus on the NDC areas themselves. But some inferences can be drawn from case study work including:
- NDCs are themselves aware that they impact positively on surrounding areas: support for educational projects in primary schools will for instance help children from the wider area
 - as NDCs look to the future they are becoming increasingly aware of the need to see sustainability in the wider geographical context: one case study Partnership talks about '*dissolving its boundaries*' in order to work with other agencies to secure longer term renewal within the NDC area, but also in the wider district.
- 4.33 Hence, the evidence to date from the national evaluation suggests that there may be a 'halo effect' arising from the NDC Programme in relation to crime reduction. Data suggest that surrounding neighbourhoods benefit, rather than suffer, from interventions in these 39 areas. There is a clear policy implication: **this would suggest that ABIs like the NDC are more likely to create positive halo effects on surrounding localities in relation to crime, rather than negative displacement effects.**

Diminishing returns?

- 4.34 One of the messages which appears to be emerging from quantitative evidence is that the rate of positive change is tending to decrease. On the broad canvas the area based data suggests relatively more tended to happen between 2002 and 2004 than

³⁶ NRU/ODPM 2005 New Deal for Communities 2001-2005 An Interim Evaluation: Research Report 17: par 8.37. www.neighbourhood.gov.uk/publications.asp?did=1625

³⁷ SDRC 2007 Problem displacement or diffusion of benefit?

in the following two years. This finding needs to be treated cautiously at this stage. The evidence is not conclusive and the reverse is in any event true for health and, to a lesser extent, crime. It should be pointed out too that even if the rate of change is indeed levelling off, the general direction of change is nevertheless in a positive direction. Moreover, analysis of the 2002 to 2006 longitudinal household survey data, which will become available later in 2008, may point to different conclusions. But it may not. It could be that across the Programme the evaluation will pick up more evidence of positive change in the early, rather than in the 'mature', years.

4.35 It could not be said that the qualitative evidence consistently supports this tentative conclusion. In general local observers tend to the view that more happened in say the 2003-2006 period than was the case in the earlier years of the Programme. But findings from the quantitative and qualitative evidence may not be entirely consistent here:

- the fact that 2002-2004 saw relatively more change in relation to place based issues may well reflect the impact of quick wins introduced in the early years which tended overwhelmingly to be in the broad areas of crime prevention and environmental improvements
- initiatives designed to shift more deep rooted problems in relation to people based outcomes in education, health and worklessness will take longer to appear
- hence taking a broad overview of change between 2002 and 2006: quick wins in place based outcomes were reflected in change between 2002 and 2004 and that rate of change was unlikely to be sustained in the 2004-2006 period; people based outcomes will always take longer to feed through; and it may well be anyway that the effects of the intensive delivery years around say 2003-2006, will be reflected not in 2004-2006 data but in change emerging in the 2006-2008 period.

4.36 Despite a degree of incongruence here between quantitative and qualitative evidence, it may be best to assume for the time being at least that the rate of change is levelling off. There are policy implications here. Evidence from the NDC Programme suggests that renewal and regeneration schemes may find it relatively easier to make initial positive changes in relation to place based outcomes. The real challenge is likely to be in sustaining this and in ensuring there is positive change in relation to people based outcomes. Meeting this challenge will require different strategies in different contexts but is likely to involve:

- a widespread appreciation amongst the policy and practice community that the rate of change in ABIs may well moderate through time
- targeted interventions to address the most intractable of problems
- a willingness to be flexible in relation to resource allocation in order to meet evolving issues identified by change data
- a commitment to enhance the quality of a detailed evidence base on how to deal with specific issues in particular contexts
- a willingness to share leadership skills across regeneration and renewal initiatives by for instance placing a group of area based interventions under the overall

direction of a 'Regeneration Director': there is an argument here, for instance, that the skills of some NDC Chief Executives should be made available more widely.

The role of senior staff

- 4.37 Finally brief mention should be made of an issue which emerged in Phase 1 of the evaluation and has again been identified as a variable in explaining spend at the Partnership level: stability in relation to chief executives. There is an inverse relationship between place based spend and the number of changes in chief executive since the Partnership was founded (-0.354; 5% level): as the number of times a chief executive changes so spending falls. This is likely to reflect, and in turn potentially accentuate, tendencies such as a lack of drive and commitment, reduced activity, fewer projects being approved, less joint activity with delivery agencies, and so on.
- 4.38 To date this issue has not been picked up in qualitative case study work during Phase 2 of the evaluation. But evidence gleaned during Phase 1 very much confirmed this relationship. Losing a chief executive tended to be associated with considerable delays in spend and delivery. Although interim arrangements were usually put in place, it was often difficult for acting chief executives to make strategic decisions, operating within governance structures which placed considerable emphasis on the role of Boards. Sometimes too there were delays in advertising and recruiting new senior posts either because of the complex nature of these posts and/or because of inefficiencies within HR processes adopted by Accountable Bodies.
- 4.39 The implementation of area based interventions tends to depend on the drive and leadership of the chief executive. **Accountable bodies, boards and other interested parties should ensure that appropriate HR processes are adopted at the outset in order to attract the most capable of candidates and to make sure that systems are in place to deal with changes in senior personnel, hence avoiding institutional paralysis.**

5. Next Steps

- 5.1 The national evaluation team will continue to analyse emerging data, and to use these findings to inform the renewal agenda. Three core activities are likely to be of particular interest.
- 5.2 First, the team will analyse the longitudinal panel data arising from the 2002, 2004 and 2006 household surveys and also from various administrative data sources. There is a strong argument that an indication of the benefits accruing to those who stayed in NDC areas between 2002 and 2006, over and above benefits for those who stayed in the comparator areas, is likely to prove the most accurate indication of that change which can plausibly be attributed to the Programme.
- 5.3 Second, the team will be examining household survey data in order more accurately to establish linkages between individual level interventions and outcomes. In the 2004 household survey respondents were asked to identify the degree to which they had engaged with a number of named local projects. To what extent does the panel data suggest these 'engagements' improved individual level outcomes between 2004 and 2006?
- 5.4 Third, all of the evidence available to the evaluation team will be pulled together into an overall assessment of the impact of the Programme and hence its value for money.

Appendix 1: Refining the assessment of neighbourhood level change: An updated typology of NDC areas

Introduction

The National Evaluation Team (NET) has previously undertaken a number of 'NDC typology' exercises³⁸. A robust classification or grouping of NDCs is important because:

- it helps answer questions such as: 'is it easier for some types of NDCs to make progress rather than others' and 'is there any evidence that some types of NDCs find it easier to make progress in some types of outcomes?'
- creating a five-fold grouping as is outlined below means that the Ipsos MORI comparator area survey can be used as a benchmark; survey sample size means it cannot be used to assess change against individual NDCs, but it can be used for groups of NDCs.

The approach outlined here is based on a cluster analysis using the revised list of core indicators which includes 28 household survey variables and eight SDRC secondary and administrative variables (Annex A below). In addition an indicator for **population stability/mobility** has also been introduced.

The core indicators are also utilised to provide a full description of the characteristics of the clusters at the beginning of the Programme and assess the degree to which the areas have changed.

Rationale

There is no single solution to producing a typology or grouping of NDC areas. Different solutions will be arrived at depending on which characteristics of the area are employed and which data is used. Several possible approaches to constructing a typology of NDC areas could be adopted including:

- considering the nature of the problems in the areas at the start of the Programme
- the context within which NDCs are located eg the health of the wider economy
- key underpinning characteristics of the areas such as population growth, concentration of BME populations and the nature of the housing stock in the areas
- combinations of these three approaches.

The analysis has now been taken forward and arrives at a final typology of NDC areas which makes sense both analytically and in the context of what we know of the local Partnerships.

³⁸ See for instance NRU/ODPM 2003 NDC National Evaluation Annual Report 2002/03 NRU Research Report 7 parag 2.24 onwards www.neighbourhood.gov.uk/publications.asp?did=374

The exercise is driven by the **baseline situation in the 39 local areas at the start of the Programme**. This approach is similar to that previously used by Barnes et al (2005)³⁹ for a classification of Sure Start areas.

The 36 core indicators chosen cover the full range of policy areas and outcomes that the Programme would hope to impact upon. In addition a derived variable⁴⁰ from the household survey is also included in the cluster analysis to reflect population mobility. Population churning is increasingly seen as a potentially important factor in influencing the ability of some NDCs to achieve 'person based' outcomes.

The **'starting position'** has been chosen as the key determinant as it:

- reflects the nature and scale of the problem in the areas at the beginning of the period
- and it also has a bearing on a Partnership's ability to achieve change over time.

Wider area **'contextual information'** has been excluded from factors determining cluster membership. This is because many of these variables would need to be considered at a higher geographical scale than the parent local authority. For example the health of the local economy given by employment rates would need to be considered at travel-to-work or NUTS 3 levels to reflect the reality of how labour markets operate. This would, however, lead to all NDCs located within these areas being given the same measure, thereby inherently creating a degree of clustering.

Measures of the **characteristics of the local area**, such as the concentration of social housing or BME populations, also have not been included as they result in very unclear cluster structures.

Therefore both 'local characteristics' and 'wider contextual' measures are used to help **describe and explain differences between the groupings** rather than underpin the cluster analysis used to derive them.

Method

A Wards hierarchical cluster analysis is used as the basis for the typology. To cross validate the membership of each cluster a Principal Component Analysis (PCA) is used first to identify the key dimensions in the data which in turn is fed into a Discriminant Analysis to predict and validate group membership. A detailed explanation of the methodology used is contained in Annex B below.

³⁹ Barnes J, Belsky J, Broomfield K, Dave S, Frost M, Melhuish E. Disadvantaged but different: variation among deprived communities in relation to child and family well-being. *Journal of Child Psychology and Psychiatry* 46:9 (2005), pp 952–962.

⁴⁰ This 'churning' variable is based on the number of times an individual has moved within the previous 5 years. This variable cannot be included in the core 36 indicators and CIRC analysis over time due to the nature of the longitudinal design effect of the survey. Consequently although a relevant indicator at wave 1 of the survey in 2002 it increasingly becomes biased towards longer term residents as subsequent waves of the survey occur.

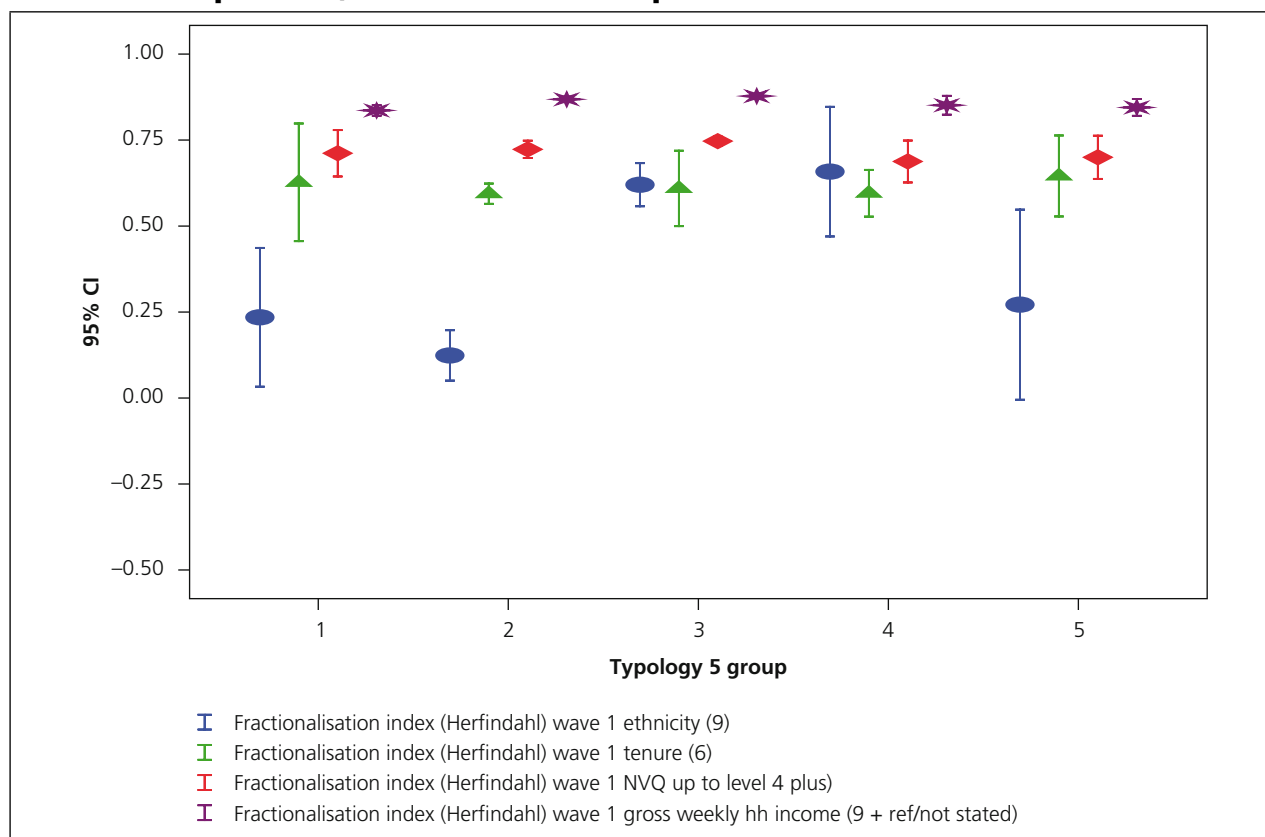
Results

Table 1: Final typology of NDC areas

Final validated group membership				
Cluster 1 (N = 5)	Cluster 2 (N = 14)	Cluster 3 (N = 10)	Cluster 4 (N = 4)	Cluster 5 (N = 6)
Liverpool Nottingham Knowsley Doncaster Coventry	Norwich Middlesbrough Leicester Brighton Bristol Walsall Southampton Salford Oldham Rochdale Hartlepool Derby Kings Norton Luton	Hackney Newham Southwark Lewisham Brent Islington Haringey Fulham Lambeth Tower Hamlets	Bradford Sandwell Wolverhampton Aston	Newcastle Hull Manchester Sunderland Sheffield Plymouth

By utilising the key factors in the data identified by the Principal Components Analysis it allows us to consider how areas within each of these five clusters are similar to each other or differentiated from other groups. This aids interpretation in how best to describe each of the five groups. In addition the error plots in Figure 1 indicate the degree to which the areas differ from each other in terms of underlying characteristics such as diversity of ethnic make up, social housing, income levels, and qualifications.

Figure 1: Error plots of Herfindahl-Hirshman Index⁴² scores for ethnicity, housing composition, income levels and qualifications for each cluster



⁴¹ HHI – Measure of concentration. High score indicates an area is more diverse.

Taken together with the plots presented in Annex B evidence points to the five clusters best being described in broad terms as outlined below. It should be stressed that comments on each cluster relate **to relative positioning versus other NDC clusters not against national benchmarks eg thriving means relative to other NDC clusters.**

Cluster 1: Low on human capital, high on fear of crime and relatively unstable

- low on human capital (worst of 5 together with cluster 5)
- relatively unstable (not as marked as cluster 3)
- high fear of crime and problems with the area (the worst of all 5 clusters)
- not thriving
- quite varied in terms of population churn and high crime rates (has slightly the highest score but with big spread).

Cluster 2: Relatively stable, 'working class' with fewer entrenched problems

- lack of human capital is less of a problem in these areas compared with other clusters (though score is better than London NDCs it is not significantly so)
- most stable of all clusters
- fear of crime and problems with the area are an issue
- less thriving than clusters 3 and 4
- transient population and recorded crime less of an issue than in most of the other groups except cluster 4
- least ethnically diverse of clusters.

Cluster 3: London NDCs; unstable population, least deprived

- lack of human capital is less of a problem compared with most other clusters
- least stable of all clusters
- fear of crime and problems with the area less of an issue than for clusters 1, 2 and 4
- significantly more thriving than clusters 1, 2 and 5 though not quite as much as cluster 4
- more transient with higher crime than clusters 2 and 4
- ethnically diverse.

Cluster 4: Relatively thriving NDC areas with higher BME populations outside London

- human capital an issue
- middle ranking on both stability and fear of crime and problems with the area
- the most thriving of all the clusters (significantly more so than all other clusters bar London)
- middling in terms of transience and recorded crime
- most ethnically diverse of all clusters, though not significantly different from London.

Cluster 5: Low on human capital but relatively stable with low fear of crime

- low on human capital (worst of 5 together with cluster 1)
- relatively stable
- this cluster reveals least fear of crime and problems in the area of all the groups
- not thriving locally
- relatively transient population and recorded crime.

An in-depth description of the clusters

The same 36 Core Indicators underpinning the typology are also combined together to create a Composite Index of Relative Change (CIRC)⁴². This index combines standardised scores for these indicators on change achieved over time and **is benchmarked against similarly deprived comparator areas**. The secondary and administrative data are benchmarked against individually constructed comparator areas and the household survey data is benchmarked against pooled survey comparator areas on the basis of the typology groupings⁴³.

It is important to understand the **nature of the data underpinning CIRC calculations**:

- areas may not necessarily be doing badly across all themes to end up with a relatively low score: it may be one or two elements which pull down the overall score
- an area may have made improvements which are on a par with other NDCs for one or more outcome areas but still end up with a poor score; this may be because change has not kept pace with their comparator areas

⁴² A full list of the indicators is included in Appendix 2.1.

⁴³ Full details of the methodology of CIRC are found in 'NDC National Evaluation: Refining the assessment of neighbourhood change: An updated Composite Index of Relative Change (CIRC)' (C. Beatty and I. Wilson, 2007).

- the comparator areas do not represent pure ‘controls’: the intensive and diffuse nature of urban regeneration in England means that the comparator areas will themselves almost invariably have benefited from other types of support: in some instances where there might have been -say-EU and SRB funding, comparator areas may have received more investment than the ‘linked’ NDC area.

It is possible to examine sub groups of indicators underpinning CIRC calculations to consider the:

- **‘people’** dimension of the score which consists of outcomes which are associated with dealing with individual based deprivation; includes education, worklessness and health
- and the **‘place’** element captures aspects of the area as a place to live; includes housing and the physical environment, community and crime.

Each of the clusters is described in turn.

Cluster 1 – Low on human capital, high on fear of crime and relatively unstable

Members of this cluster:

Liverpool
Knowsley
Nottingham
Doncaster
Coventry

At the beginning of the Programme these areas were characterised by high levels of worklessness, and a poorly qualified working age population which suffered from both poor general and mental health. Consequently residents were more likely to be on low incomes and/or be benefit dependent. The areas were not thriving and were more likely to suffer from poor school results. The population was relatively unstable with residents more likely to want to leave, feel trapped, and be dissatisfied with accommodation, the area and quality of life. Residents were also less likely to feel part of the community or think neighbours look out for each other. Of all the clusters, these areas were most likely to have high fear of crime, recorded crime rates and area related problems such as lawlessness and dereliction and problems with the physical environment. On a more positive note residents in this cluster were most likely to have been involved in NDC activities at the beginning of the programme.

The extent of the problems in this cluster are confirmed by the fact that at the beginning of the period this group of areas was on average in the ‘top ten of Partnerships’ for only four of the 36 core indicators and in the bottom 10 for half of the 36. On this measure cluster 1 had the most entrenched problems of all the groups.

Cluster 2 – Relatively stable, ‘working class’ with fewer entrenched problems

Members of this cluster:

Leicester

Walsall

Bristol

Middlesbrough

Southampton

Derby

Oldham

Salford

Rochdale

Luton

Birmingham Kings Norton

Brighton

Norwich

Hartlepool

At the beginning of the Programme these 14 areas were characterised by relatively stable, predominantly white populations. Residents in this cluster were most likely to be satisfied with their accommodation and to think the quality of life in the area was good. They were also likely to want to stay in the area and did not feel especially ‘trapped’. Residents felt strongly that neighbours in these areas look out for one another. However, conversely they did not necessarily feel part of the community. There were, nevertheless, issues with satisfaction with the area as a place to live. Area related problems existed such as lawlessness and dereliction, high theft and overall recorded crime rates and feeling unsafe after dark. Levels of individual deprivation were less entrenched. On the whole the group was above average in terms of being healthier, better qualified and skilled, with a greater degree of engagement with the labour market and consequently lower concentrations of benefit dependency or low income levels existed. The areas were middling in terms of school results. Finally, residents within this cluster were least likely to have been involved in NDC activities at the beginning of the Programme, think that the area had improved or that NDC had improved the area.

Overall this cluster may be seen as ‘middling’ overall and that the problems in the area were more associated with place rather than people. Residents were relatively disengaged with the NDC Programme and pessimistic as to its likely effect. On average, this group was in the ‘top ten of NDCs’ for nine of the 36 core indicators at the beginning of the Programme and in the bottom 10 for 8 of the 36. On this measure cluster 2 was on par with the average across all NDCs.

Cluster 3 – London NDCs; unstable population, least deprived

Members of this cluster:

Brent
Southwark
Islington
Lewisham
Hackney
Lambeth
Haringey
Newham
Tower Hamlets
Fulham

The London NDCs are ethnically diverse areas with high concentrations of social sector housing. This was the least 'stable' of the five clusters. London NDC residents were the most dissatisfied with accommodation; the most likely to feel trapped and to want to move; least likely to think neighbours look out for each other; and were relatively unhappy with the quality of life in the area. Area level characteristics were however relatively favourable. Fear of crime, recorded crime and problems with lawlessness, dereliction or the local environment were at levels on a par with, or below, the NDC Programme wide average. There was to a certain degree a sense that these areas had improved, that the NDC had helped, that residents could influence decisions in the area and a feeling of community existed. On average, this group could be seen as the least deprived of the Partnerships at the beginning of the Programme. On the whole this group had the healthiest, best qualified and skilled working age population, who were least likely to be registered unemployed or on Incapacity Benefit, and had the lowest concentrations of benefit dependency or low income households. London NDCs also had the best school results of all the groups.

Overall although London NDCs had particular issues with the nature of the housing stock in the areas, in the main the problems were not as extensive as in the other clusters. On average, this group of areas was in the 'top ten of Partnerships' for 13 of the 36 core indicators at the beginning of the Programme and in the bottom 10 for only six. On this measure cluster 3 was the 'best' cluster of NDCs at the beginning of the Programme. It should be remembered that within this large group there was considerable variety: Hackney came in the top 10 for only two indicators compared with 26 for Fulham.

Cluster 4 – Relatively thriving NDC areas with higher BME populations outside London

Members of this cluster:

Bradford

Sandwell

Birmingham Aston

Wolverhampton

This group of NDCs was the most ethnically diverse of all the clusters with 57 per cent of the total population from BME communities. The areas also collectively had the lowest concentration of social sector housing. Individual level deprivation was an issue in these areas, but perhaps not as extreme as in some of the other groups. On the whole the group was below average for a range of health measures with the exception of having the lowest prevalence of smoking. Working age basic skills, qualifications and taking part in training were an issue with these areas containing the highest levels of all the clusters on all three measures. School results were less of a problem. The proportion of households on low incomes, mean tested benefits and working age employment rates were all on par with the NDC average. Worklessness was as likely to take the form of conventional unemployment as work limiting illness.

The cluster could be seen as relatively stable with satisfaction with accommodation on par with the NDC average, a below average proportion of residents wanted to move, but a slightly higher than average number felt trapped. This group had the lowest rate of churners of all the areas. Although burglary rates were high in these areas, total recorded crime rate was the lowest of all the clusters as were perceived problems with lawlessness and dereliction. However, this group had the highest fear of crime of all the clusters and residents tended to feel unsafe after dark. Other area level characteristics were relatively favourable: by far the strongest sense of community; most likely to feel they could influence decisions in the area; and residents feeling that neighbours looked out for each other. Although a below average number of residents felt that the area had improved in the past two years or that the quality of life was good, they were more likely to think that the NDC had improved the area.

This group can be seen as a relatively middling group with problems spread across both people and place. On average, this group of areas was in the 'top ten of Partnerships' for seven of the 36 core indicators at the beginning of the Programme and in the bottom 10 for a further eight. On this measure cluster 4 was close to the average across the Programme.

Cluster 5 – Low on human capital but relatively stable with low fear of crime

Members of this cluster:

Sheffield
Newcastle
Hull
Plymouth
Manchester
Sunderland

At the beginning of the Programme these areas were characterised by high levels of worklessness, and a poorly qualified working age population which suffered from relatively poor general health. Consequently there were a large number of residents on low incomes and/or benefit dependent. The areas were not thriving and were most likely to suffer from poor school results. The population was however relatively stable with residents in these areas least likely to want to leave or feel trapped. Residents in this cluster were most likely to be satisfied with the area as a place to live; they were also relatively satisfied with their accommodation, felt the quality of life in the area was good, were more likely to feel part of the community and think that neighbours looked out for each other. Having said this there was an element of ‘churning’ within these neighbourhoods when the proportion of residents who have moved frequently within the past five years is considered.

Of all the clusters, these areas were least likely to have residents expressing high fear of crime or feeling unsafe after dark. On the whole recorded crime was below average and area related problems such as lawlessness and dereliction and problems with the physical environment were on par with the NDC average. Residents within this cluster were very positive in their view that the area had improved and that the local NDC had contributed to this improvement.

Overall this cluster may be seen as ‘middling’ overall, with problems more associated with people rather than place. Residents were relatively engaged with the NDC Programme and positive as to its possible effect. On average, this group was in the ‘top ten of NDCs’ for 10 of the 36 core indicators at the beginning of the Programme and in the bottom 10 for a further 10. On this measure cluster 5 was close to the average across all NDCs.

Annex A: Updated list of indicators included in CIRC

INDICATORS	SOURCE
Education	
Key Stage 2 English % reaching level 4	SDRC
Key Stage 3 English % reaching level 5	SDRC
Key Stage 4 – % with 5 or more GCSE's at A*-C level	SDRC
% of working age respondents with no qualifications	MORI
% taking part in education/training in past year (exc. those in f-t edu.)	MORI
% who need to improve basic skills	MORI
Worklessness and finance	
% unemployed	SDRC
% work limiting illness	SDRC
% of households with income less than £200 per week	MORI
Employment rate – working age, all members of the household	MORI
% receiving benefits	MORI
% workless households (working age)	MORI
Health	
% that do no type of physical activity for at least 20 minutes at a time	MORI
% residents who smoke	MORI
% residents feel own health not good	MORI
SF36 mental health well-being score	MORI
% health worse over past year	MORI
% satisfied with doctor	MORI
Crime	
Recorded total crime rate	SDRC
Recorded burglary rate	SDRC
Recorded theft rate	SDRC
Lawlessness and dereliction score	MORI
% feel a bit/very unsafe after dark	MORI
Fear of crime score	MORI
Housing and physical environment	
% satisfied with area as a place to live	MORI
% 'trapped'	MORI
% want to move	MORI
% satisfied with accommodation	MORI
% think area has improved over past two years	MORI
Local environment score	MORI

INDICATORS	SOURCE
Community	
% feel part of the community	MORI
% feel it is a place where neighbours look out for each other	MORI
% think NDC has improved the area	MORI
% feel good quality of life	MORI
% feel can influence decisions that affect the area	MORI
% involved with activities organised by NDC	MORI

Annex B: Methodology

Overview

The analysis is based on a Wards hierarchical cluster analysis using 37 variables from the 2002 household survey and SDRC survey and administrative data from the start of the Programme. The clearest structure – after attempting raw data, principal components input and non-hierarchical cluster analyses, is a five cluster structure using Z-score input. A Principal Component Analysis is then used to identify a smaller number of underlying factors in the data. The results from this analysis are then used to carry out a Discriminant Analysis to validate the allocation of Partnerships to each cluster. In three cases (Birmingham Kings Norton, Luton, Tower Hamlets) the allocation to groups generated by the initial cluster analysis is uncertain. Drawing on the Posterior Probabilities generated by the Discriminant Analysis and knowledge of the individual Partnerships these three cases are then reallocated to more appropriate groups.

Step 1 – Wards Cluster Analysis

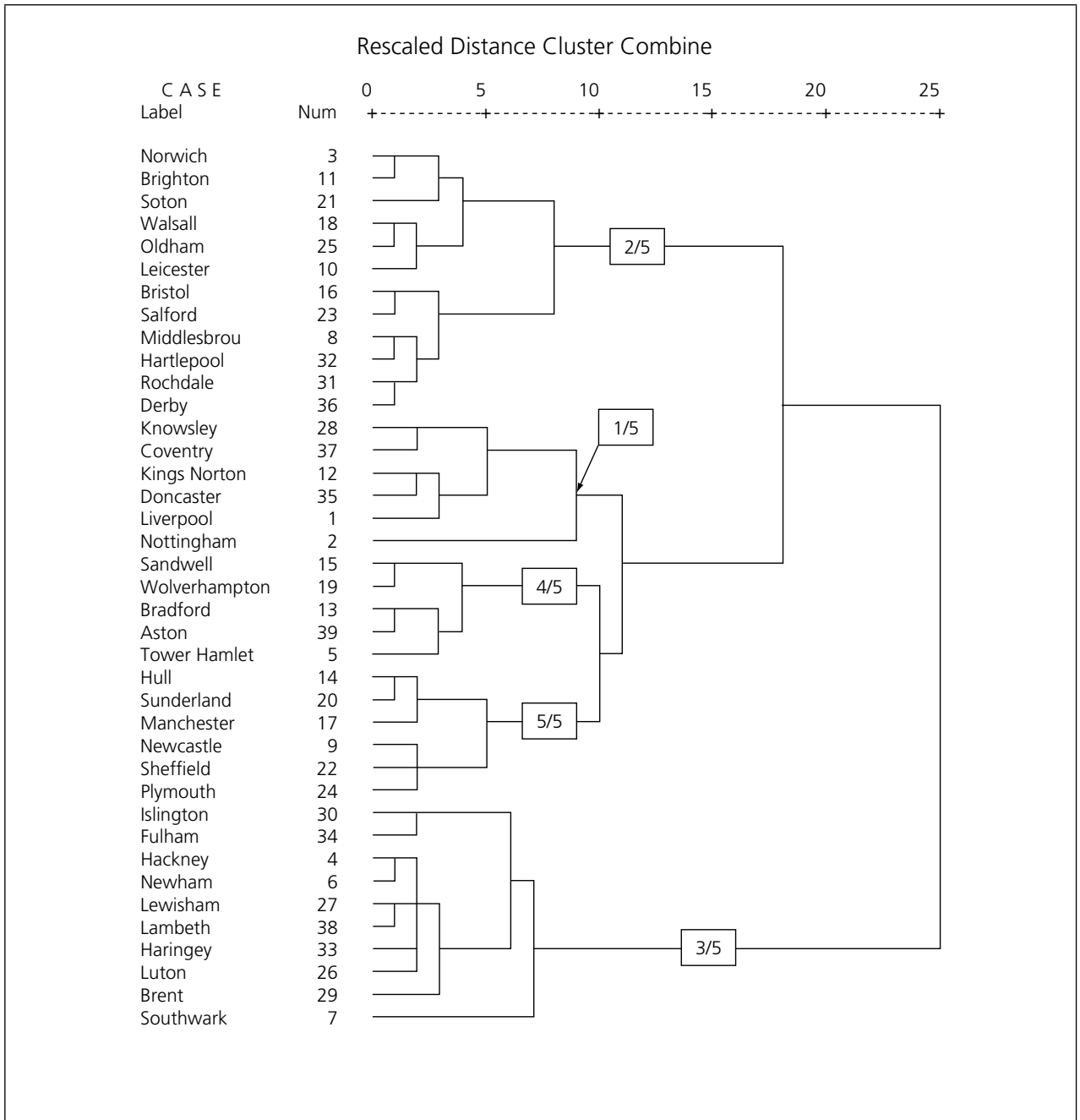
The clearest cluster structure, as indicated by the dendrogram in Figure 1, was obtained using Ward's agglomerative hierarchical algorithm on Z score input. The five cluster solution is presented in Table 1. This was selected on the basis of differences in fusion levels, reasonable cluster size and evidence-based, but somewhat subjective, judgement.

Table 1: Wards Cluster Analysis initial 5 cluster solution

Cluster membership: Ward method [36 core + churn Z score input] five Cluster solution				
Cluster 1 (N = 6)	Cluster 2 (N = 12)	Cluster 3 (N = 10)	Cluster 4 (N = 5)	Cluster 5 (N = 6)
Liverpool Nottingham Kings Norton Knowsley Doncaster Coventry	Norwich Middlesbrough Leicester Brighton Bristol Walsall Southampton Salford Oldham Rochdale Hartlepool Derby	Hackney Newham Southwark Luton Lewisham Brent Islington Haringey Fulham Lambeth	Tower Hamlets Bradford Sandwell Wolverhampton Aston	Newcastle Hull Manchester Sunderland Sheffield Plymouth

Figure 1: Dendrogram of allocation to clusters

Dendrogram using Ward Method 36 core + mori 2002 churners: Z score input: 5 clusters

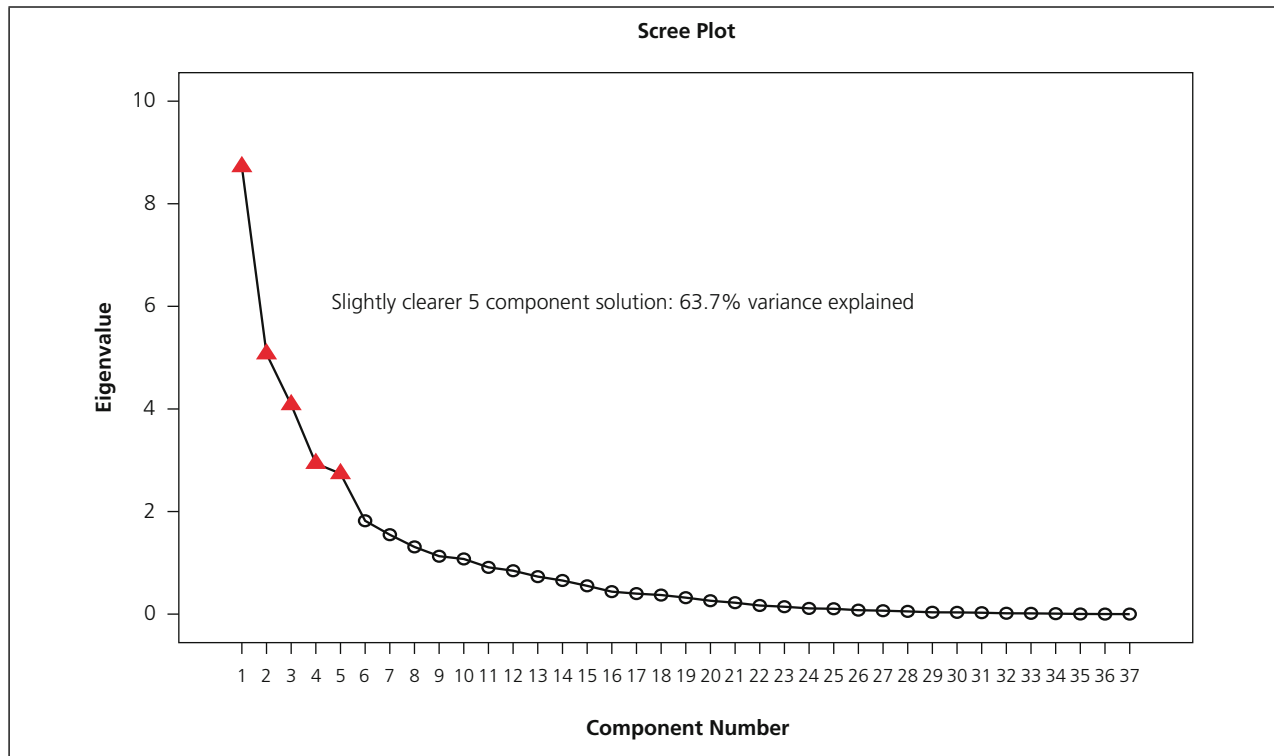


Step 2 – Principal Component Analysis

A Principal Component Analysis (PCA) was carried out both to aid interpretation of the cluster structure and to ensure groupings are 'sensible'. This method explores the underlying dimensions in the data determining the membership of each cluster. Therefore, rather than having to characterise each group of areas in terms of each of the 37 individual indicators, information can be condensed into a smaller number of factors.

The PCA clearly identified five components in the data explaining 63.7 per cent of the variance (Figure 2).

Figure 2:



The components are then orthogonally rotated to provide a clearer indication of the factors underpinning the data. The factor loadings for each of the individual variables are given in Annex C. These loadings aid interpretation as to how best to describe each of the factors underpinning the data. High loadings indicate that a high incidence of this variable is associated with a particular factor. If the loading is negative then the relationship is inverted, so the factor is associated with low levels of a given indicator.

The five main factors or dimensions of the data can be characterised as follows:

Factor 1: Low human capital

- high levels of worklessness
- poor skills and qualifications amongst working age population
- poor general and mental health
- high levels of deprivation in terms of low incomes and high benefit dependency

- however, area is improving, and NDC is perceived to have improved the area, residents have taken part in NDC activities and they feel part of the community.

Factor 2: Stability

- residents do not want to leave the area and do not feel 'trapped'
- quality of life good, satisfied with accommodation, satisfied with doctor, neighbours look out for each other
- low levels of physical activity
- burglary and total crime rates are an issue.

Factor 3: High fear of crime and problems with the area

- high fear of crime, feel unsafe after dark, poor mental health
- perceived problems with lawlessness and dereliction and the local environment
- not satisfied with place to live, quality of life poor, area not improving and NDC not improving the area.

Factor 4: Relatively thriving

- comparatively good school results (relative to NDC areas)
- working age population has good qualifications (relative to NDC areas)
- low rates of smoking
- feel part of the community and can influence decisions in the area.

Factor 5: Transient, younger population in area with high crime rates

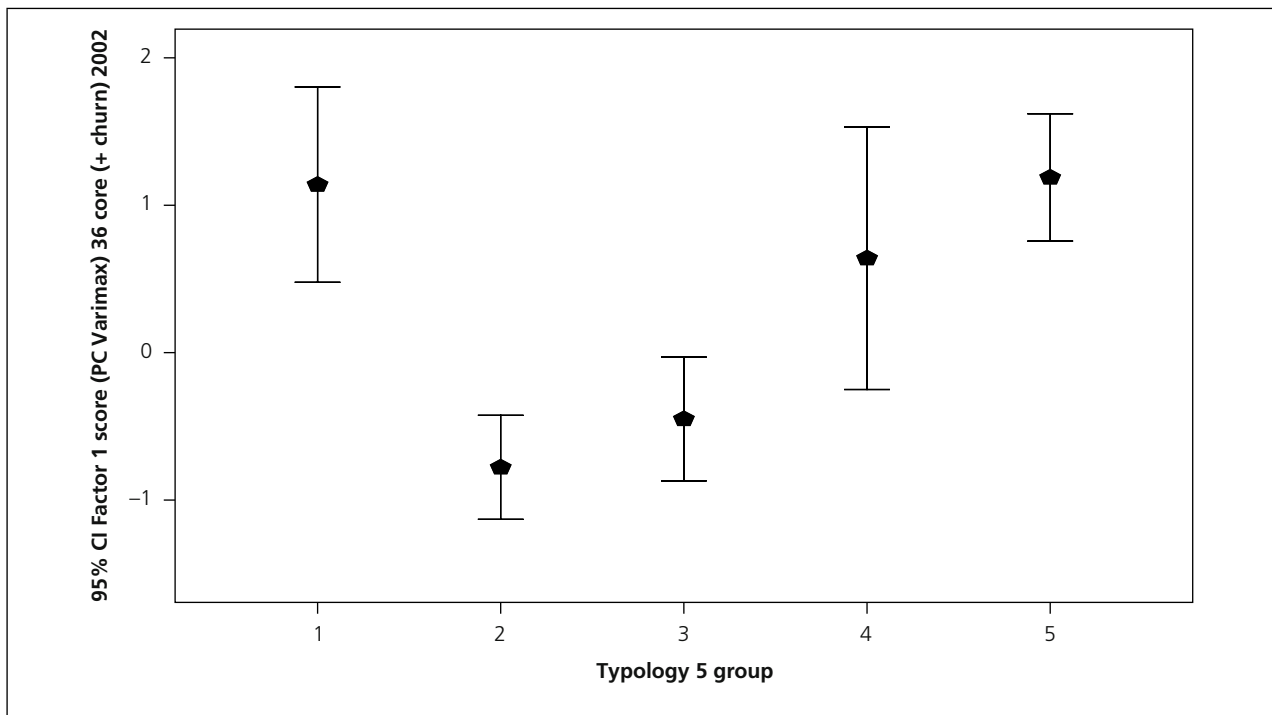
- highly transient population
- comparatively better qualified working age population who have recently taken part in full time education
- high theft and total crime rate.

It should be remembered that these factors are not the same as the clusters themselves. Instead we can use this information to understand the nature of the areas within each cluster.

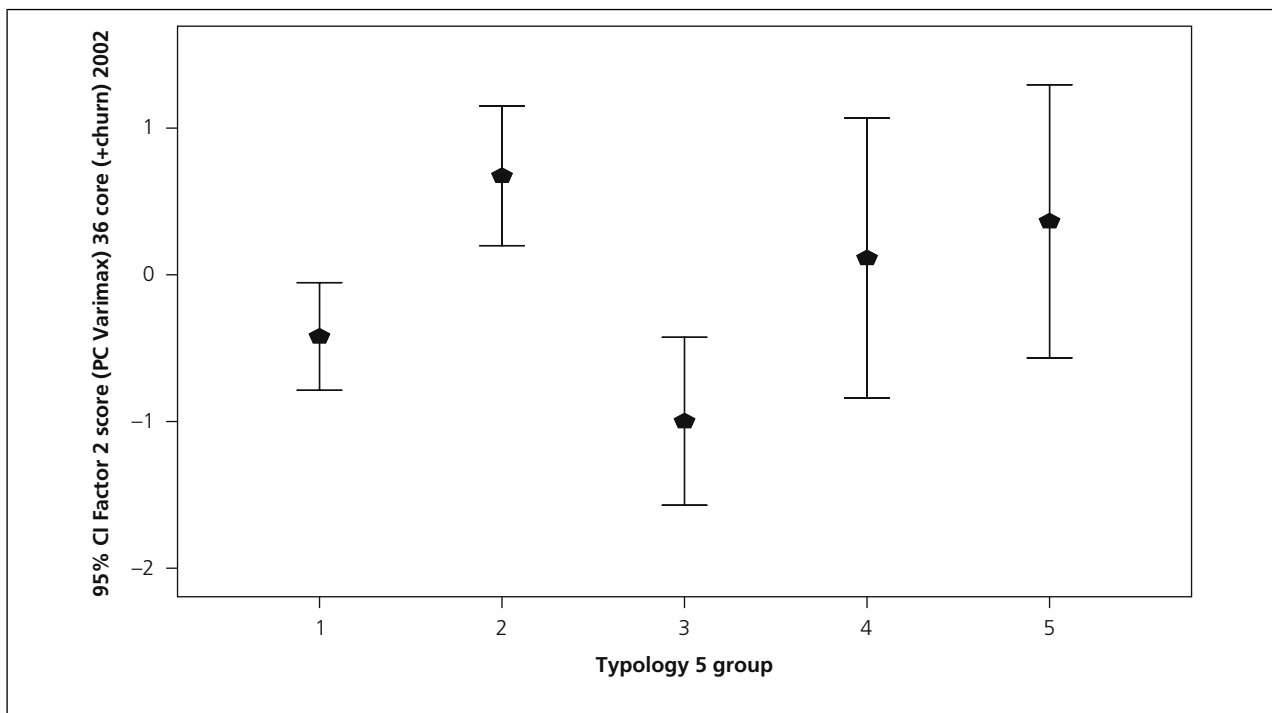
Error bar plots for each of each factor scores are now presented for the final clusters. These aid interpretation of the characteristics of each of the five groups relative to each other. The description of clusters is explored more fully in the main body of this paper.

Error bars of Factor scores for each cluster

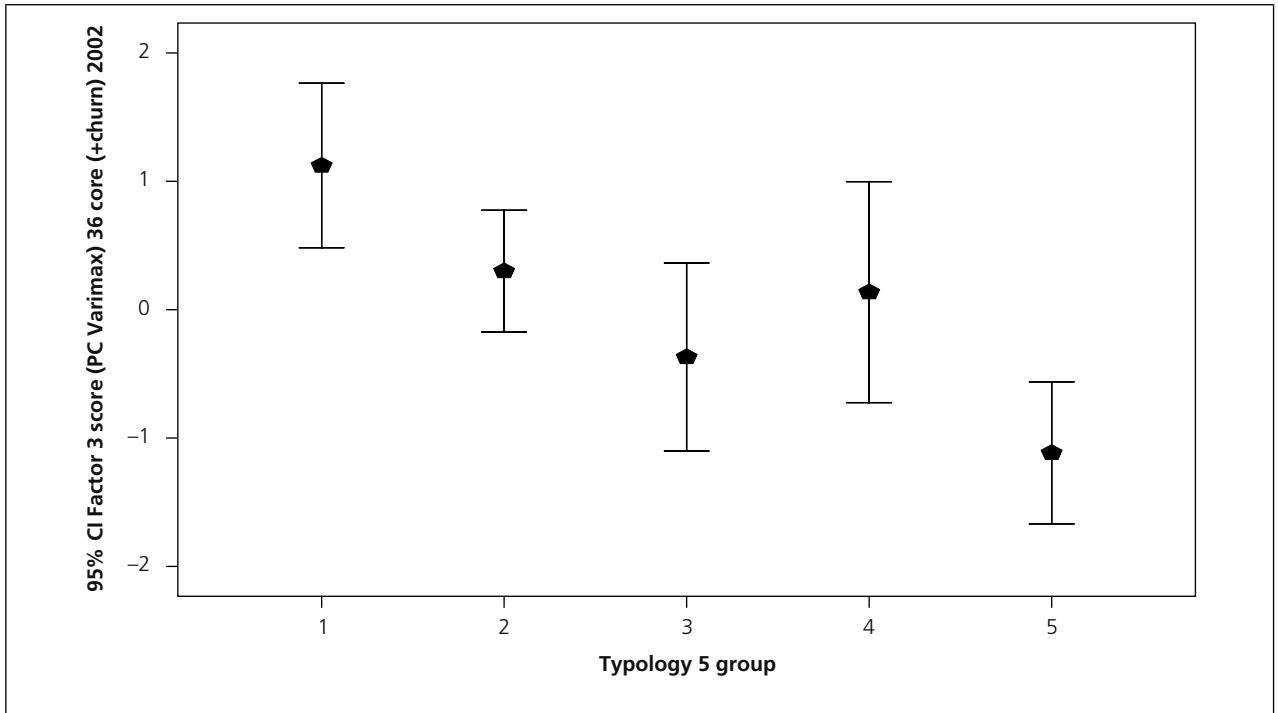
FACTOR 1: Low human capital



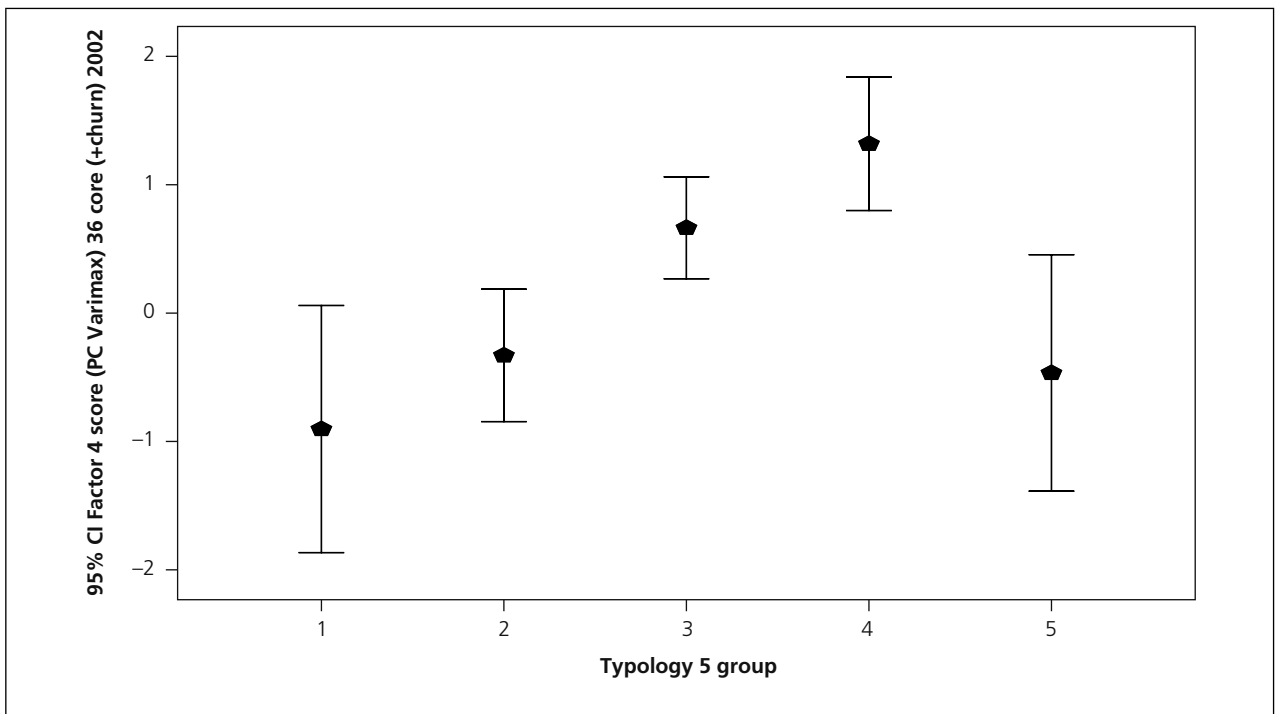
FACTOR 2: Stability



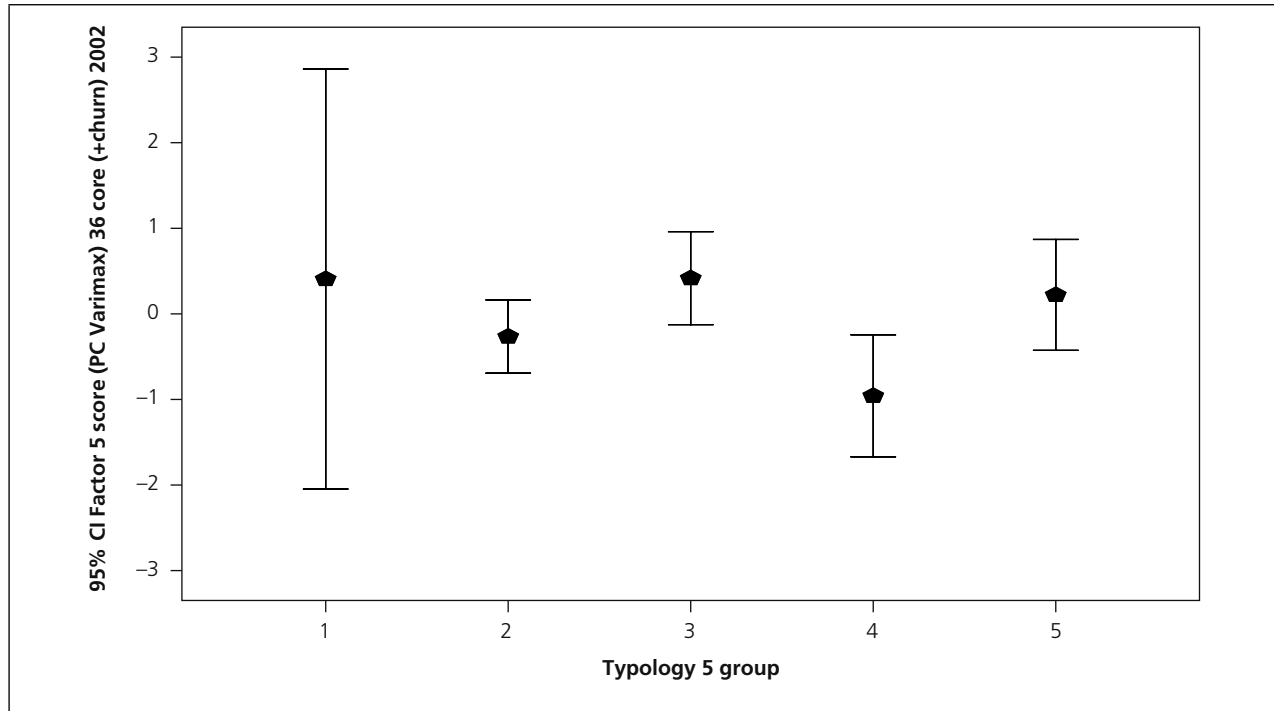
FACTOR 3: High fear of crime and problems with the area



FACTOR 4: Relatively thriving



FACTOR 5: Transient, younger population in area with high crime rates



Step 3 – Discriminant Analysis for validation of the group membership

The “reality” of the five cluster structure was then tested via one way MANOVA, using the five principal component scores as inputs, and using stepwise Discriminant analysis to assess predictive power. Table 2 indicates the MANOVA tests were significant and that the first three PCs were discriminators. The correct allocation to clusters in 84.6 per cent of the cross-validated cases gives confidence to the five cluster structure decided upon.

However, further examination of the posterior probabilities generated by the Discriminant Analysis (Annex D) indicates that for three areas the allocation to groups is not clear cut. Given what we know of the underlying dimensions in the data, the Discriminant Analysis suggests that both Kings Norton and Luton are more likely to be members of cluster 2 rather than cluster 1 and 3 respectively. Furthermore Tower Hamlets is only fractionally less likely to be a member of group 3 than group 4. This validating process and reallocation to these groups makes sense given knowledge of the individual Partnerships and the final membership of groups; not least because cluster 3 now consists of all the London Partnerships. **The final groupings are presented in Table 3.**

Table 2: Results from Discriminant analysis on predicting allocation to membership of each cluster

Classification Results^{b,c}

		Cluster Ward Method 5; (36 core)	Predicted Group Membership					Total
			1	2	3	4	5	
Original	Count	1	5	1	0	0	0	6
		2	0	12	0	0	0	12
		3	0	1	8	1	0	10
		4	0	0	0	5	0	5
		5	0	0	0	1	5	6
	%	1	83.3	16.7	.0	.0	.0	100.0
		2	.0	100.0	.0	.0	.0	100.0
		3	.0	10.0	80.0	10.0	.0	100.0
		4	.0	.0	.0	100.0	.0	100.0
		5	.0	.0	.0	16.7	83.3	100.0
Cross validated ^a	Count	1	5	1	0	0	0	6
		2	0	12	0	0	0	12
		3	0	1	8	1	0	10
		4	0	0	2	3	0	5
		5	0	0	0	1	5	6
	%	1	83.3	16.7	.0	.0	.0	100.0
		2	.0	100.0	.0	.0	.0	100.0
		3	.0	10.0	80.0	10.0	.0	100.0
		4	.0	.0	40.0	60.0	.0	100.0
		5	.0	.0	.0	16.7	83.3	100.0

- a. Cross validation is done only for those cases in the analysis. In cross validation, each case is classified by the functions derived from all cases other than that case.
- b. 89.7% of original grouped cases correctly classified.
- c. 84.6% of cross-validated grouped cases correctly classified.

Table 3: Final typology of NDC areas

Final validated group membership				
Cluster 1 (N = 5)	Cluster 2 (N = 14)	Cluster 3 (N = 10)	Cluster 4 (N = 4)	Cluster 5 (N = 6)
Liverpool Nottingham Knowsley Doncaster Coventry	Norwich Middlesbrough Leicester Brighton Bristol Walsall Southampton Salford Oldham Rochdale Hartlepool Derby Kings Norton Luton	Hackney Newham Southwark Lewisham Brent Islington Haringey Fulham Lambeth Tower Hamlets	Bradford Sandwell Wolverhampton Aston	Newcastle Hull Manchester Sunderland Sheffield Plymouth

Annex C: Varimax rotated factor loadings for first 5 principal components

	1 Low Human Capital	2 Stable	3 High fear of crime and problems with the area	4 Relatively thriving	5 Transient, younger population in area with high crime rates
Key Stage 2 2002 – KS2 English % reaching level 4	-.28	.11	-.09	.60	.12
Key Stage 3 2002 – KS3 English % reaching level 5	-.33	.01	.19	.79	.03
Key Stage 4 2002 – KS4 (% with 5 or more GCSEs at A*-C level)	-.29	-.25	-.05	.66	.10
% Churner (3+ moves in last 5 years) 2002	.22	-.08	.10	-.38	.81
% No qualifications, working age respondents 2002	.41	.25	-.07	-.40	-.60
% Taken part in education/training in past year (exc ft edu), working age resp. 2002	.04	-.07	-.16	.37	.67
% Needs to improve basic skills? 2002	.45	-.22	-.04	.26	.19
Employment rate Working age all hh 2002	-.73	.37	-.18	.11	-.06
Receives means tested benefits (exc CB, Pension, CTB not in existence) 2002	.79	.15	.06	-.35	-.30
Workless households (all of working age) 2002	.81	-.17	.09	-.35	.12
% that do no type of physical activity for at least 20 minutes at a time 2002	.58	.58	.07	.03	-.20
% residents who smoke 2002	.15	.35	.03	-.78	.11
% residents feel own health not good 2002	.67	.38	.06	-.21	-.35
SF36 Mental Health Well Being Index 2002	-.43	.02	-.46	.35	.19
Health is worse than a year ago 2002	.56	.16	.27	-.13	-.38
Satisfied with doctor 2002	-.01	.57	-.06	.05	.06
% feel a bit/very unsafe after dark 2002	.01	.00	.80	.10	.21
Lawlessness and dereliction score 2002	.14	-.10	.76	-.32	.12
Fear of crime index 2002	.02	-.28	.64	.31	-.01
% satisfied with area as a place to live 2002	-.17	.03	-.87	.04	-.18

	1 Low Human Capital	2 Stable	3 High fear of crime and problems with the area	4 Relatively thriving	5 Transient, younger population in area with high crime rates
% want to move 2002	-.05	-.75	.13	.26	.27
% satisfied with accommodation 2002	-.11	.78	-.08	-.11	-.28
area improved over past 2 years 2002	.41	-.23	-.57	.08	.23
Problems with local Environment Index 2002	.09	-.06	.58	-.16	-.10
% feel part of the community 2002	.47	.15	-.20	.54	-.32
% feel it is a place where neighbours look out for each other 2002	.08	.67	-.05	-.21	-.57
% think NDC has improved the area 2002	.44	.14	-.47	-.02	.07
% quality of life good 2002	-.15	.61	-.36	-.09	.07
% feel can influence decisions that affect your local area 2002	.08	-.17	-.11	.63	.15
% involved in activities organised by NDC 2002	.41	-.10	-.12	-.07	.14
MORI NDC 2002 % Trapped (want to move but don't think will)	-.26	-.53	.23	.24	-.20
MORI NDC 2002 % Gross weekly hh income less than £200 (inc DK)	.80	.18	.02	-.32	-.07
SDRC NDC % work limiting illness 2002	.68	.39	.11	-.20	-.09
SDRC NDC % unemployed 2002	.82	.00	.07	.09	.05
SDRC NDC recorded burglary rate 2001-02	.25	.69	.37	.01	.33
SDRC NDC recorded theft rate 2001-02	-.12	.35	.37	.16	.58
SDRC NDC recorded total crime rate 2001_02	-.16	.46	.24	-.16	.46

Annex D: Individual posterior probabilities on membership of each cluster

SDRC code	NDC	Posterior probabilities: cluster membership				
		1	2	3	4	5
NDC01	Liverpool	.96	.00	.00	.04	.00
NDC02	Nottingham	1.00	.00	.00	.00	.00
NDC03	Norwich	.00	.98	.02	.00	.00
NDC04	Hackney	.04	.13	.74	.08	.00
NDC05	<i>Tower Hamlets</i>	.00	.00	.41	.59	.00
NDC06	Newham	.00	.00	.77	.23	.00
NDC07	Southwark	.00	.00	1.00	.00	.00
NDC08	Middlesbrough	.00	1.00	.00	.00	.00
NDC09	Newcastle	.00	.00	.00	.00	1.00
NDC10	Leicester	.00	1.00	.00	.00	.00
NDC11	Brighton	.00	.97	.02	.00	.00
NDC12	<i>Kings Norton</i>	.39	.47	.04	.09	.01
NDC13	Bradford	.03	.00	.00	.90	.07
NDC14	Hull	.00	.00	.00	.00	1.00
NDC15	Sandwell	.00	.01	.29	.70	.01
NDC16	Bristol	.00	1.00	.00	.00	.00
NDC17	Manchester	.02	.00	.00	.01	.98
NDC18	Walsall	.00	1.00	.00	.00	.00
NDC19	Wolverhampton	.00	.00	.35	.64	.00
NDC20	Sunderland	.02	.00	.00	.00	.98
NDC21	Southampton	.00	.96	.04	.00	.00
NDC22	Sheffield	.01	.00	.01	.67	.32
NDC23	Salford	.00	1.00	.00	.00	.00
NDC24	Plymouth	.10	.00	.00	.02	.88
NDC25	Oldham	.00	1.00	.00	.00	.00
NDC26	<i>Luton</i>	.00	.53	.46	.01	.00
NDC27	Lewisham	.00	.01	.96	.03	.00
NDC28	Knowsley	.83	.00	.00	.00	.17
NDC29	Brent	.00	.00	.34	.66	.00
NDC30	Islington	.00	.00	.94	.06	.00
NDC31	Rochdale	.00	1.00	.00	.00	.00

SDRC code	NDC	Posterior probabilities: cluster membership				
		1	2	3	4	5
NDC32	Hartlepool	.16	.78	.00	.04	.02
NDC33	Haringey	.00	.02	.91	.07	.00
NDC34	Fulham	.00	.00	.99	.01	.00
NDC35	Doncaster	.99	.00	.00	.00	.00
NDC36	Derby	.00	1.00	.00	.00	.00
NDC37	Coventry	.95	.00	.00	.00	.05
NDC38	Lambeth	.00	.01	.98	.00	.00
NDC39	Aston	.01	.00	.10	.89	.00