

UNITED KINGDOM

NATIONAL ACTION PLAN

ON

SOCIAL INCLUSION

2001 - 2003

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UNITED KINGDOM NATIONAL ACTION PLAN ON SOCIAL INCLUSION – 2001 TO 2003

SECTION 1: BACKGROUND AND STRATEGY

The policy context

1. This National Action Plan (NAP) reflects the UK's existing strategy against poverty and exclusion, and draws new impetus from the common objectives agreed by the Nice European Council.
2. The UK Government's commitment to overcoming social exclusion lies at the core of its political programme. However, promoting inclusion is not a matter for central Government alone. The success of the UK's inclusion strategy will depend crucially on the contributions of local authorities, the voluntary sector, the social partners and individuals working in their own communities.
3. Moreover, in areas where Government plays the central role it important to note that the UK is no longer a unitary state. Following the constitutional reforms of 1999, many of the key areas of policy responsibility in the field of poverty and social exclusion rest with the devolved administrations. Scotland, Wales and Northern Ireland all have different devolution settlements, which have implications for the structures and strategies that have emerged to deliver solutions for their particular circumstances. Therefore, joint and complementary working between the different tiers of Government is key to the successful pursuit of policies across the UK. More detailed information of the nature of devolution in Scotland, Wales and Northern Ireland, and on the policy frameworks which have developed since 1999, is set out in Annexes A, B and C, respectively.

Policy framework

4. In broad terms, the goals pursued by UK policy are:
 - **preventing** social exclusion happening in the first place – by reducing the numbers who go through experiences that put them at risk or targeting action to compensate for the impact of these experiences;
 - **reintegrating** those who become excluded back into society, by providing clear ways back for those who have, for example, lost their job or their housing, and missed out on learning; and,
 - **getting the basics right** – delivering basic minimum standards to everyone – in health, education, in-work income, incomes in retirement, employment and tackling crime.
5. These goals are pursued by a strategy based on the principles of:
 - structuring policy interventions around a life cycle approach, where necessary to meet individual need;
 - tackling failing communities and the needs of other excluded groups of people;
 - mobilising all relevant actors in a joint multi-agency response;
 - tackling discrimination in all its forms, wherever it occurs; and,
 - ensuring all policy formulation is evidence-based.
6. This NAP sets out the UK's plans to apply these principles in pursuit of the common objectives agreed by the Nice European Council

The scale of the problem

7. Analyses of poverty and social exclusion in the UK demonstrate the multi-dimensional and complex nature of these problems. They arise when people are denied opportunities to work,

to acquire the education and skills required for a modern economy, to live healthy and fulfilling lives and to have security in old age. The problems now confronting the UK have built up over decades and include:

- high levels of child poverty: with one in three children living in households with income below 60 % of the national median, and the highest teen pregnancy rates in the EU;
- high levels of worklessness : the proportion of working age people in workless households doubled between 1979 and the mid 1990s;
- high levels of pensioner poverty: and greater inequality between pensioners;
- deprived communities: with higher unemployment and mortality rates, lower educational attainment and greater concentrations of vulnerable people than elsewhere;
- excluded groups: people who are vulnerable to particularly acute forms of exclusion requiring tailored and targeted interventions; and,
- disadvantage and discrimination suffered by people from minority ethnic communities, who are more likely to live in deprived areas, to be poor and to have difficulty finding work.

Practical approaches

8. In addressing the problems of social exclusion, the UK Government has pursued a strategic approach that has included all central Government departments and many external partners.
9. Tackling social exclusion has been a priority in Budgets and Spending Reviews, with investment in opportunity a priority for the resources released through better control of public finances. The Government has committed itself to annual reporting on its anti-poverty strategy in *Opportunity for All*. And the Social Exclusion Unit (SEU) was set up to co-ordinate policy-making for **England** on specified crosscutting topics such as school exclusion and truancy, rough sleeping, teenage pregnancy, youth at risk and deprived neighbourhoods.
10. Across the range of this strategy, interventions are informed by a new approach to developing and delivering policy including:
 - a more open policy-making process, that includes those who are affected by social exclusion, and those on whose efforts policy will depend for its success¹;
 - joined-up implementation of policy with new units, such as – for England - the Children and Young People’s Unit, the Neighbourhood Renewal Unit, the Rough Sleepers Unit and bringing together staff from a range of backgrounds to see through action that crosses departmental boundaries; and partnerships of service providers from all sectors being established at local level. Key programmes such as Sure Start (see Good Practice Section below for detail) are also pioneering a joined up, holistic approach;
 - a new emphasis on the link between economic and social policy, for example, through putting jobs, enterprise and economic revival at the heart of the neighbourhood renewal strategy, and making tackling social exclusion a priority in spending reviews and Budgets;
 - more focus on outcomes, with clear measurable targets and timetables for what programmes are to achieve and someone being in charge of delivering them; and,
 - a ‘rights and responsibilities’ approach that makes Government help available, but requires a contribution from the individual and the community. So, for example, under the New Deal benefits can be withdrawn if people do not take up opportunities and new funding for neighbourhoods is conditional on community involvement (e.g. engagement with a Local Strategic Partnership).
11. The **Scottish Executive’s** long-term strategy for tackling poverty and injustice, and promoting equality of opportunity, is set out in *Social Justice ... a Scotland where everyone matters* (November 1999). The strategy includes 10 long-term targets, which are underpinned by 29

¹ For example, the SEU’s Policy Action Teams brought more than 200 representatives from business, local government, the voluntary and community sector, the research community, faith groups and minority ethnic communities into the heart of new policy development.

shorter-term milestones. Progress towards the Executive's social justice targets is monitored and reported in a *Social Justice Annual Report*, the first being issued in November 2000².

12. The **National Assembly for Wales** is also adopting a long-term approach to tackling poverty and social disadvantage. It is doing this through working in partnership with others to deliver its Communities First programme, which aims to target resources at the most deprived communities in Wales.
13. The **Northern Ireland Executive's** New Targeting Social Need (New TSN) policy³ aims to tackle social need and social exclusion by targeting efforts and available resources towards people, groups and areas in greatest need. It means using more resources to benefit the most disadvantaged people, groups and areas. It is also about changing the way things are done so that programmes and services are provided in ways that are more helpful to disadvantaged people. New TSN:
 - has a focus on tackling unemployment and increasing employability;
 - tackles inequalities in other key areas e.g. health, housing, education and addresses the problems of disadvantaged areas; and,
 - includes Promoting Social Inclusion (PSI), through which Departments work together and with outside partners to identify and tackle factors which can contribute to social exclusion and undertake positive initiatives to improve and enhance the life and circumstances of the most deprived and marginalised people in our community.
14. **Local government** also has a vital rôle to play⁴. Local authorities⁵ may:
 - deliver many of the services which promote inclusion;
 - advise on translating European guidelines by setting specific targets and adopting measures taking into account national and regional differences;
 - have valuable experience in delivering structural funds programmes; and,
 - have valuable experience in transnational co-operation projects in this field.
15. It is also important to acknowledge that a vital contribution to the approach set out in this NAP is also made by business, voluntary and community groups (including faith groups). These play a vital role in a range of innovative and integrated action at the local level.

Targeting help on individuals

16. The UK approach also focuses on the needs of individuals at the different key stages in their lives. This structures interventions around the needs of children, people of working age and older people. While addressing the specific needs of the different client groups, this approach also recognises that many of the factors which drive poverty and social exclusion are inter-linked and can act together to create a cycle of deprivation (e.g. worklessness amongst parents increases the chances of exclusion for their children). The Government is therefore committed to long-term solutions that will break this cycle.

Targeting help on communities and groups of vulnerable people

17. Similarly, for deprived communities a range of factors, such as high unemployment, poor housing and lack of access to high-quality public services can converge to exacerbate the problems faced by local people. Therefore, the UK is also focusing on arresting and reversing the decline of deprived neighbourhoods, by narrowing the gap in terms of jobs, education, skills, health, and crime between these areas and the national average. This is underpinned by

² See www.scotland.gov.uk/social_justice for more information.

³ See www.newtsni.gov.uk for more information.

⁴ Local Government responsibilities are not uniform throughout the UK. In particular, District Councils in Northern Ireland have more limited responsibilities than those in Great Britain.

⁵ Other local statutory bodies, such as health authorities, can also perform similar functions.

a drive to deliver services and policies that provide at least basic minimum standards to everyone. In the past, rising standards of public services were sometimes not shared equally, with some people and places getting left behind. Now, the Government is also focusing on what happens where services are worst, backed by new targets and data. For example, in this new approach, 'floor targets' set minimum standards below which the service concerned cannot drop anywhere in England.

18. The UK also recognises the need to support those groups of people at particular risk of exclusion, such as children truanting or excluded from school, 16-18-year-olds not in education or training, rough sleepers, or vulnerable older people – whether living in deprived areas or in more affluent districts.
19. The UK Government is determined to confront the particular disadvantages and discrimination which people from minority ethnic groups may face. The Race Relations Act 1976 (as amended by the Race Relations (Amendment) Act 2000) outlaws race discrimination in all public functions and puts a duty on public authorities to promote race equality. This is supported by both mainstream policies and specific programmes that aim to eliminate these disparities while fostering the diversity that minority ethnic groups bring to the communities where they live.

Focusing on objectives

20. The Government has committed itself to achieving specific outcomes, against which its progress can be measured. At the strategic level the key outcomes are to:
 - eradicate child poverty;
 - help working age people into work;
 - provide older people with security in retirement; and,
 - narrow the gap between deprived communities and the rest.
21. At the level of practical interventions these are reflected in specific outcome targets, for example, to reduce teenage conceptions; rough sleepers; the number of school children playing truant or excluded from school and the number of young people not in work, training or education.
22. The UK's strategy is characterised by a firm commitment to joint working across Government and beyond. This recognises that the problems faced by people (e.g. rough sleepers) do not follow neatly the boundaries set by our Departmental and Agency structures.
23. The UK's response to the challenges of poverty and social exclusion is set within the wider context of a commitment to evidence-based policymaking guided by:
 - the setting of clear objectives and targets;
 - sound monitoring of progress; and
 - robust evaluation of achievements.
24. An integral part of the development of the UK's strategy on tackling poverty and social exclusion has therefore been the development of a range of indicators against which progress can be measured and judged. **Annex E** covers these indicators in detail. (The Annex contains details of indicators set by the UK Government and the Scottish Executive to monitor progress. The National Assembly for Wales and Northern Ireland Executive are currently developing national indicators to monitor poverty and social exclusion.)
25. Some progress has already been made – for example the number of children living in workless households, for example, has fallen by 300,000 between spring 1997 and autumn 2000. It is important to recognise, however, that this is a long-term strategy, taking effect over the next 10-20 years. Good progress is also being made on tackling worklessness, with employment rising by 1.25 million in the last four years. However, the UK is committed to

further raising employment levels among the economically inactive and those who face particular disadvantages in the labour market.

26. National measures are, of course, complemented by EU Structural Funds (see **Annex D** for more detail of this).

SECTION 2: POLICIES AND PROGRAMMES

A. *SUPPORTING OBJECTIVE 1 – Facilitating participation in employment and access by all to resources, rights, goods and services.*

27. As was noted in the Lisbon Conclusions, employment is the best protection against poverty and social exclusion. The UK's strategy for combating poverty and exclusion features a strong emphasis on facilitating maximum participation in the labour market. (A full account of the UK's employment strategy can be found in the Employment Action Plan).
28. However, exclusion from other advantages, rights and services also has a crucial bearing on the life chances and well being of citizens. This is particularly so with regards to access to education and health services.

Access to employment

29. The UK deploys a set of policy initiatives to increase opportunities for people to enter or re-enter employment and self-employment. These range from active labour market policies under the New Deals, to changes to the tax and benefits systems (particularly new tax credit schemes), and proposals to improve and modernise the services provided to the unemployed and economically inactive. Reforms to achieve high levels of labour market participation and hence employment focus on policies to re-integrate people most likely to be outside or on the margins of the labour market: e.g. women, young people or older workers.
30. Other programmes also operate - or are being developed - in specific parts of the UK. The Northern Ireland Executive, for example, has established a Taskforce on Employability and Long-term Unemployment and is supporting the long-term unemployed through a range of measures (e.g. Worktrack, Bridge to Employment, Enterprise Ulster). Similarly, Local Enterprise Companies operate in Scotland.

The New Deals

31. New Deal was created to help unemployed and economically inactive people into work by equipping them with the skills and experience required to find work. Central government is primarily responsible, working in partnership with a range of local organisations, including voluntary organisations, local authorities, Learning and Skills Councils, ELWa (Education and Learning Wales), and private companies.
32. The New Deals emphasise the use of Personal Advisers, who provide individual support to each participant in their search for work. In addition, the New Deal Innovation Fund pilots projects to test new ways of improving performance and extending knowledge of what works. The needs of different groups are now targeted through specific programmes: *New Deal for Young People*; *New Deal 25 Plus*; *New Deal for Lone Parents*; *New Deal for Disabled People*; *New Deal 50 plus*; and the *New Deal for Partners*.

Building on the success of the New Deal

33. The New Deal for Young People (NDYP) has been available nationally since April 1998. This moved more than 250,000 young people from welfare into work by September 2000.

34. Independent evaluation shows that the NDYP has had a positive impact on both the prospects of young people and the economy generally. Recent research⁶ has shown that:
- without the NDYP, long-term youth unemployment would have been almost twice as high; and
 - national income is some £500 million a year higher as a consequence of the programme.
35. The New Deal is also focusing on other groups that suffer disadvantages in the labour market, and showing success. For example, evaluation of the pilot stages of the New Deal for Lone Parents (NDLP)⁷ suggests that the programme is having a real and positive effect, and over 80,000 lone parents have moved into work through NDLP. Further evaluation evidence will be published during this NAP period⁸.

Equality Direct: Practical Solutions for Business

Equality Direct provides free, confidential, advice on a wide range of equality issues to businesses in England. It comprises a telephone advice service and supporting Internet website. It has been developed in direct response to evidence that many businesses, particularly small businesses, are confused by the wide array of advice available covering the separate strands of equality. As well as providing advice on legislative issues and wider good practice issues such as flexible working practices, it aims to raise awareness of equality issues and the business benefits of effective equality practices.

Access to modern employment services

36. The UK approach to employment issues does not focus solely on programmes targeted on the registered unemployed. It is important to ensure that *all* people of working age have access to modern and joined-up services dedicated to ensuring that they have the appropriate help and support in job search. In particular, this will be taken forwards by a new agency, *Jobcentre Plus*. The new agency will bring together services currently delivered by the Employment Service and the Benefits Agency to offer an integrated labour market and benefit service, with a work focussed approach. The aim is to accelerate the move from a welfare system that primarily provides passive support to one that provides active support to help people become more independent, based on work for those who can and security for those who cannot.
37. The agency will begin in October 2001 with the establishment of 50 Pathfinder offices across Great Britain. The agency will gradually roll out a regime of interviews with Personal Advisers for everyone of working age on benefit to discuss the possibility of work, with access to whatever help they need to help them obtain and remain in work.

Action Teams for Jobs

Action Teams are working with long-term unemployed people many of Britain's most deprived communities to identify suitable vacancies in neighbouring areas and bring the two together.

The first 40 teams are in areas with low employment rates and where a large number of people from minority communities are disadvantaged in the labour market. They will operate until March 2004. From January 2002 there will be 63 Action Teams in Great Britain.

⁶ Rebecca Riley and Garry Young, National Institute of Economic and Social Research (2000), 'The New Deal for young people: Implications for employment and the public finances', Employment Service Research and Development Report 62, December 2000.

⁷ J. Hales et al " Evaluation of the New Deal for lone parents: Early lessons from Phase One Prototype - Synthesis Report", DSS report, March 2000.

⁸ NDYP – summary evaluation report, drawing together all the evidence from previous evaluation reports, due summer 2001. ND25+ - evaluations due June 2001. NDLP - series of reports due over next two years, including report of the national programme in early 2003. NDDP – evaluation mostly to be completed and published in 2004. ND50+ - further research will be published later in 2001. ND Partners - publication of a case study report due July 2001, with final report of qualitative research due November 2001.

The Employment Service leads most Teams, working closely with local organisations, who are likely to have a good understanding of the issues affecting local people, and existing initiatives.

Employment Zones

These aim to provide new and innovative solutions to help people back into work. In setting up these zones the Government was keen to harness the expertise of all sectors and to encourage partnership to enable smaller and more diverse organisations to participate.

The partnerships running the 15 zones are made up of a number of organisations drawn from within the community and the private sector, aspiring to increase the number of opportunities available to jobseekers. Links with recruitment services have been established to gain access to additional vacancies and partnerships are tailoring services to meet the needs of participants from specific ethnic groups or co-locating with other community organisations.

EZs were launched in March 2000 and will offer their services until March 2003. Further developments will depend on the outcome of evaluation of current schemes.

38. The Government has set the target of increasing employment rates in the 30 English Local Authority districts with the poorest initial labour market conditions, and narrow the gap between these and the overall rate, by 2004.
39. In Northern Ireland, improving access to joined-up employment services is a 2 stage process:
 - Stage 1 – the co-location of Social Security Offices and JobCentres with a new job-focussed service to clients receiving Jobseekers Allowance. The new arrangements were piloted in 3 offices in 2000/01 and will be incrementally rolled-out to all 35 offices in Northern Ireland by 2003.
 - Stage 2 - A pilot office, equivalent to Jobcentre Plus, was launched in May 2001 with an evaluation to be completed in 2002/03.
40. Northern Ireland is also piloting a local labour market initiative to provide pro-active support for people ranging from those who are economically inactive to those requiring help to improve their employability.

Access to resources - helping people into work and making work pay

41. As well as helping people find employment, UK policy is helping to ensure that people who move from benefits into work are financially better off as a result. Current reforms to the tax and benefits system – particularly through the introduction of tax credits – are aimed towards achieving this objective.

Tax Credits

42. The Working Families' Tax Credit (WFTC) was introduced in October 1999 with two overarching objectives; increasing the gains to work, and providing more generous support for families with children. The WFTC is significantly more generous than Family Credit, the benefit it replaced, and guarantees a minimum income for working families with children. The childcare tax credit in WFTC provides extra help for families with childcare costs.
43. The Disabled Person's Tax Credit is designed to help people who have a disability move into work by ensuring that they have a minimum level of income in work. DPTC is available to people both with and without children
44. The Children's Tax Credit was introduced in April 2001 to further increase the financial support for families with children and will benefit around five million families.

45. In 2003 the government will undertake the second phase of the tax and benefit reform. A new integrated system of support for children will be introduced, bringing together the different strands of support for children currently available through the tax and benefit system. This will be complemented by an employment tax credit for people on low incomes, available to people both with and without children.

National Minimum Wage

46. The incentives provided by tax credits and benefits are complemented by other measures to ensure that once people are in work they are helped to secure a decent income. The Government has introduced a National Minimum Wage, which has entitled around 1.3 million workers to a pay rise. In narrowing the gender pay gap the minimum wage has had the greatest effect on women's pay since the Equal Pay Act 1970.

Access to resources – social protection for those for whom work is not an option

47. The UK is undertaking a programme of comprehensive welfare reform, to modernise the social protection system to target support where most needed. A range of new forms of support has been introduced, for all client groups. These will provide greater security for those unable to work. For example:
- **The Disability Income Guarantee (DIG)** - introduced from April 2001, is designed specifically to provide additional help to those severely disabled people on the lowest incomes. It will provide a guaranteed level of income for those under 60 years of age who are receiving an income related benefit and suffer from significant disability (ie. they are receiving Disability Living Allowance care component at the higher rate). The DIG will be worth £142 for a single person and £186.80 for a couple. Approximately 130,000 adults and 30,000 severely disabled children are expected to be eligible.
 - **Better support for disabled children and their parents** – the Disabled Child Premium (DCP) is payable in respect of each child meeting the qualifying conditions⁹ living in a household that is receiving income-related benefits. In April 2001 DCP increased from £22.25 to £30.00 per week, which is £7.40 more than would have applied had the usual uprating arrangements operated. (The rate of DCP in 1999 was £21.90 per week.)
 - **Better support for carers** – under the National Strategy for Carers the benefits available to carers have been significantly increased with £500m extra being directed towards carers over the next 3 years. In addition to addressing low income the Government is keen that carers should be able to retain their links with the labour market and therefore access have full access to the active labour market services provided by Jobcentre Plus.
 - **Better support for poorer pensioners** – in 1999 the Minimum Income Guarantee for pensioners was introduced to provide a decent minimum standard of income for poorer pensioners. Since then it has been increased annually at least in line with earnings.

Access to opportunity – supporting entrepreneurship

48. Boosting employment is not simply a matter of equipping people for work or supporting them in jobs. It is also essential that the capacity to create employment is supported and that those who wish to start their own business or become self-employed get the support they need.

Small Business Service (SBS)

The SBS, through the £100m Phoenix Fund helps to tackle social exclusion by promoting

⁹ DCP is payable if the child does not have capital over £3000, and they receive Disability Living Allowance (DLA), or are no longer in receipt of DLA because they are in hospital, or are registered blind or treated as blind.

entrepreneurship. Under a programme that will run until 2004, it will support community finance initiatives, business mentors and other innovative forms of business support.

The **Small Business Gateway**, the **Business Growth Fund** and the **Micro-Credit programme** to support women setting up or extending a small business, all benefit people in deprived areas in Scotland. This is backed up by targeted business support through initiatives such as Personal Enterprise events in Social Inclusion Partnership areas.

The **Community Business Programme** in Northern Ireland supports the development of businesses established to address social issues through creating economic opportunities within communities. These businesses must be commercially viable beyond the life of the programme.

Access to childcare

49. A major obstacle to entry into the labour market for parents, particularly lone parents, can be a lack of good quality affordable childcare. Addressing this is an essential element of the overall strategy against poverty and exclusion. In particular, development of effective childcare strategies will have a crucial impact on women's lives by increasing their opportunities to enter the labour market and build up lifelong incomes.

The National Childcare Strategy

50. The Government aims to have created childcare places for 1.6 million children in England by March 2004, and by then to have a childcare place for every lone parent entering employment in the most disadvantaged areas. This strategy is delivered by local partnerships, which will receive big funding increases: from £66m in 2000-01 to over £200m in 2003-04, plus £155m from the New Opportunities Fund and £53.5m from the European Social Fund.
51. A Neighbourhood Childcare Initiative (with three elements – Nurseries, Out of School Childcare and Childminders) is to be established in 2001/02. The impact of this in the 20 % most disadvantaged wards in England will be:
- 45,000 new nursery places in up to 900 Neighbourhood Nursery centres;
 - 50,000 out-of-school hours childcare places;
 - 450 childminder support networks; and
 - 25,000 new childminder places.

Childcare strategies in the devolved administrations

52. In Scotland, almost every 4-year old and 68 % of 3-year-olds are now receiving grant funded pre-school education. The Executive is investing £432m in pre-school education and childcare. Childcare Partnerships are working to expand childcare in every locality.
53. Childcare provision in Northern Ireland lags well behind similar regions in the rest of the EU. This is particularly true of school-age provision. The Executive has set the objective of creating, by March 2003, an additional 8,000 out of school hours childcare places. This provision will be funded by the PEACE II programme and will be implemented by government, the PlayBoard and community groups participating in the Playcare Initiative. Over 9,000 new funded places for children in their final pre-school year will be created over the 4 years ended 2001/02, bringing the level of provision to 85%. The longer-term goal is to provide a funded place for every child whose parents wish it.
54. Within Wales, this work is being taken forward within each local authority area by Early Years Development and Childcare Partnerships. £14.3 million has been made available between 1999 and 2003 to fund new out of school childcare places, with the target of creating 22,000 new childcare places by 2003. The National Assembly has set up a Task Force to develop a Childcare Action Plan to build on the work already undertaken in Wales.

Access to education services

55. Getting a good education can have a significant impact on life chances. Individuals who leave school with low levels of educational attainment are at a higher risk of experiencing social exclusion as adults and have significantly lower lifetime earnings.
56. We know¹⁰ that children from disadvantaged homes face greater barriers to achieving their potential at school. But we do not accept that we should have lower expectations of children from such backgrounds. We have therefore put universal policies in place for raising achievement in every school, as well as targeted extra support to those schools and pupils that face the greatest challenge in achieving high standards. In England, these are supported by a 'floor target' that by 2004 no school should have fewer than 25 % of pupils getting five A*-C GCSEs and that no Local Education Authorities (LEA) should have fewer than 38 % of pupils reaching this standard¹¹.

Access to lifelong learning

57. The UK Government is developing ways to make learning more accessible and more affordable, so that more people can take part in learning to improve their work prospects, earning power and quality of life. With accessibility and affordability in mind it is important to promote both formal and informal learning. The range of programmes currently underway or planned over the period of the NAP reflects the breadth of problems faced in these areas. At the most fundamental level, the UK has low levels of basic skills amongst adults. Research¹² showed the scale of need for a strategy – 7 million adults in 1999 had literacy and numeracy levels below that expected of an average 11-year-old.

Skills for Life: the National Strategy for Improving Adult Literacy and Numeracy Skills

58. This strategy aims to increase the demand for and improve the supply of literacy, numeracy and language provision so that all adults are able to acquire the basic skills they need and achieve their maximum potential. Priority groups are: unemployed people and benefit claimants; prisoners and those supervised in the community; public sector employees; low-skilled people in employment; and other groups at risk of exclusion. All training under this programme will be free. The target is to reduce the overall number of adults who have difficulty with literacy or numeracy by 750,000 by 2004.
59. Similar work is underway within the devolved administrations. For example, in Northern Ireland, the Executive has created a Basic Skills Unit to promote best practice and support local initiatives and is developing several new programmes that will start to come on stream during the NAP period. These include piloting new ways of helping adults with basic literacy and numeracy problems and a review of the financial support for students.

Scotland – Training for Work (TfW)

This helps adults improve work related skills through the provision of appropriate training and structured work activity in line with assessed needs. TfW provides individually tailored and integrated assistance for adults seeking to improve their literacy and numeracy skills. An element of TfW, focusing on basic employability training, is targeted at those furthest removed from the labour market and at risk of becoming socially excluded.

¹⁰ Sparkes J, 1999, *Schools, Education and Social Exclusion*, CASE paper 29, Centre for Analysis of Social Exclusion, LSE and Hobcraft J, 1998, *Intergenerational and Life-Course Transmission of Social Exclusion: Influences of Childhood Poverty, Family Disruption and Contact with the Police*, CASE paper 15.

¹¹ The government is also consulting on targets for 2004 that 85 % of 11-year-olds should achieve Level 4 or above in English and Maths, and on a target that at least 35 % should reach Level 5.

¹² A Fresh Start: Improving Literacy and Numeracy, DfEE, 1999 (England only).

The National Basic Skills Strategy for Wales

The National Basic Skills Strategy for Wales was launched in April 2001. It set out the additional measures to be introduced over the next three years to help tackle the basic skills deficit in Wales. During the period 2001-04 the overall aims will be to ensure:

- All young children are prepared for learning when they begin school;
- Continuing reduction in the number of children leaving primary school struggling with learning to read, write and use numbers;
- Fewer young people leave school still struggling with basic skills; and
- A significant decrease in the number of adults with poor basic skills.

Northern Ireland – Local Learning Centres

The Northern Ireland Executive will establish a network of local learning centres to improve the accessibility of learning and will make 20,000 Individual Learning Accounts available by December 2001. Further education and training provision in priority skills areas will be increased by providing, by March 2002, an additional 500 places in skills shortage areas.

60. In addition to providing easier access to learning resources, the UK approach seeks to address the barrier of affordability that may prevent people from taking up the available opportunities. The Government and devolved administrations believe that responsibility for learning should be a shared investment between the state, employers and the individual. Individuals can therefore open Individual Learning Accounts (ILAs) to which they, employers and other parties such as trades unions can contribute. Anyone opening an ILA receives an account card through which they can be identified as an account holder by learning providers and ILA administrators. Employer contributions are eligible for tax relief.
61. Implementation of ILAs involves learning providers, employers, individuals, trades unions and **learnirect** (a 'good practice' example detailed in paragraphs 210-213). The aim is to have opened 1 million ILAs in the UK by 2002. In practice, most of the beneficiaries of this initiative are women.

Access to ICT services

62. As highlighted at Lisbon there is a growing risk of a digital divide developing between those with access to modern ICT and those without, who are therefore at greater risk of exclusion. 'UK online' centres aim to help people to develop ICT skills by offering access to the internet and other learning opportunities – particularly in disadvantaged communities. The scheme uses a mixture of existing ICT centres such as libraries, colleges, voluntary organisations and private sector companies who will take the UK online brand and centres to provide access such as community centres, colleges, schools, mobile centres, churches and pubs. The UK online initiative aims to ensure that everyone in the UK who wants it will have access to the internet by 2005. *UK online* centres are an integral part of this commitment with a target of 6000 centres by spring 2002.

Scotland – Information and Communications Technology in Schools

Over £90 million is available between 1999-2002 to ensure that modern ICT is available to all Scottish schools. All schools will be connected to the internet, and the target pupil:computer ratios are 7.5:1 in primary schools and 5:1 in secondary schools. Scotland has many small and remote schools, and this programme will allow them all to offer a wide range of learning opportunities, regardless of their geographical location.

Access to services for disabled people

63. The UK Government recognises that people with disabilities are at particular risk of exclusion as a result of being denied fair access to goods, facilities, services and jobs. This can arise from a lack of understanding or inaccurate or unfair perceptions of people with disabilities, their needs and their abilities. Employment rates among disabled people remain substantially below the national average, and although there have been improvements in recent years (with employment rates rising from 37% in 2000, they remain well below the national rate of 74% in spring 2000). Since 1995 the UK has embarked upon a legislative programme to secure rights of access to services for disabled people, and under new legislation this is now being extended to education. The New Deal for Disabled People and other strategies seek to ensure equality of opportunity for disabled people in the labour market.
64. A recent White Paper¹³ sets out the Government's commitment to improving the life chances of people with *learning disabilities*, including raising standards and improving the quality of services they receive¹⁴.
65. The *Disability Rights Commission*, set up to champion the rights of disabled people, is one of the 'good practice' examples highlighted by this NAP at paragraphs 204-209 below.

The Disability Discrimination Act 1995 (DDA)

66. Since December 1996, service providers have been under a duty not to treat disabled people less favourably than other people for a reason related to their disability. The next phase of legislation – from 1 October 2004 – will require service providers to consider reasonable adjustments to physical features of premises if their services continue to be impossible or unreasonably difficult for disabled people to access.
67. Over the period of the NAP the priority will be to increase awareness of the DDA generally and of the 2004 duty in particular. In addition a revised statutory Code of Practice will be published in summer of 2001 so that service providers can prepare for the 2004 date.

Access to services for older people

68. The UK Government is setting up the new Pension Service this will be designed to deliver better services to today's and tomorrow's pensioners. In developing the new service, the Government will be looking at how it can improve access to benefits and high quality pension and benefit information for pensioners and people planning for their retirement.

Access to health services

69. The UK offers universal access to healthcare services through the National Health Service (NHS). The Government is committed to modernising the NHS.
70. The Government has launched the **NHS Plan**¹⁵, which sets out a 10 year plan for the improvement of health and social care services in England, to ensure that these services are redesigned around the needs of patients and service users, and to tackle health inequalities. The plan sets out new investment and new ways of working, building on and complementing existing strategies for improving health and social services. It proposes a stronger role in prevention for the NHS as well as partnership working with other agencies to tackle the causes of ill health so as to reduce health inequalities. Commitments on health inequality include:
- resource allocation. Reducing inequalities will be a key criterion for allocating NHS resources to different parts of the country;
 - fairer distribution of GPs – there will be a new way of distributing resources to address inequities in primary care services;

¹³ *Valuing People: A New Strategy for Learning Disability for the 21st Century* (Cm 5086, March 2001).

¹⁴ A similar review was undertaken in Scotland – *The Same as You?* (May 2000).

¹⁵ *NHS Plan: A Plan for Investment, A Plan for Reform* (Cm 4818, 27 July 2000).

- 200 new Personal Medical Services schemes mainly in disadvantaged communities by 2004;
- health centres in the most deprived areas will be modernised;
- development of a new health poverty index;
- health inequalities and equitable access to healthcare will for the first time be performance managed using the Performance Assessment Framework; and,
- free translation and interpretation service from every NHS premises by 2003.

71. The Government has adopted the target, starting with Health Authorities, by 2010 to reduce by at least 10 % the gap between the fifth of areas with the lowest life expectancy at birth and the population as a whole.
72. National Service Frameworks set out nationally applicable approaches and minimum standards on key issues like cancer, coronary heart disease, mental health and older people. Two more are planned on diabetes and children. Broadly similar approaches have been adopted in Wales and Scotland¹⁶.

Public Health Strategy, Northern Ireland

This recognises that inequalities in health outcomes are greatest amongst those with highest levels of deprivation. The Executive is developing a new strategy designed to bring health standards up to the best in Europe and reduce inequalities in health through a cross-departmental, multi-sectoral approach. The Executive will have published a Public Health Strategy by December 2001 and will begin implementing the new strategy by April 2002.

Good Practice in providing health services for the travelling community and ethnic minority groups in Northern Ireland

The health of the travelling community and ethnic minority groups is significantly worse than for the settled community as a whole. Linked to that, these groups tend to experience a number of difficulties in accessing health and social services. The Executive has set the objective of establishing good practice in ensuring that provision for these groups reflects their needs. This guidance will be produced in consultation with representatives of these groups.

Access to decent housing

73. Access to decent, safe and adequately heated housing is important for all groups and especially families with children and older people. The recent Housing Green Paper and Policy Statement "*The Way Forward for Housing*" sets out the strategy for improving the quality of housing stock and services; delivering more affordable housing where needed and giving people greater choice over where they live. These will tackle both physical decline and social problems in the more deprived neighbourhoods of England. This is backed up by a significant increase in investment for housing, with an extra £1.8 billion being made available over the next three years. These resources will help to ensure that all social housing meets set standards of decency by 2010, and will reduce the number of households living in social housing that does not meet these standards by a third between 2001 and 2004. Most of the improvement will take place in the most deprived local authority areas.
74. In 1996, 40% of social sector homes in England failed to meet set standards of decency. A decent home is defined as one which is fit, in a reasonable state of repair, has modern facilities and services and provides a reasonable degree of thermal comfort. However, it is not just the quality of the stock we must improve, but the quality of services delivered. The Best Value framework and the new financial framework for local authority housing will encourage more responsive and customer focused services. Increasing choice is an important part of this strategy:

¹⁶ Scotland: *Our National Health: a plan for action, a plan for change*, issued December 2000. Wales: *Improving Health in Wales: A Plan for the NHS with its Partners*, issued January 2001.

the Government is taking forward proposals to empower residents to make decisions about their communities and give social housing tenants meaningful choice about where they live.

75. Problems of poor condition in the private sector, where in England in 1996 29 % of homes were non-decent, are also being addressed. The Government is investing in schemes to help renovate housing in poor condition and is providing extra help for the elderly and those on very low incomes who cannot afford to maintain and insulate their own homes.
76. In Scotland, the Housing (Scotland) Bill will be enacted during 2001. This will help provide new solutions to problems such as homelessness, inadequate housing and varying standards of housing management. It will also set the framework for attracting new investment through community ownership and gives tenants a greater say in how their housing is provided and managed. It will also prevent and alleviate homelessness and strengthen the rights of homeless people, as well as giving local authorities stronger powers and duties to tackle housing needs.
77. In Wales, the National Assembly has recently consulted on proposals for a National Housing Strategy – ‘*Better Homes for People in Wales*’. Like the UK Government, the National Assembly intends that all people should have access to, and choice over, decent housing to meet their needs. The strategy is expected to be finalised in 2001.

Access to Financial Services

78. The Government is working with the financial services industry and the voluntary sector to combat financial exclusion. The industry has already met one challenge, to create and promote basic bank accounts - into which social security benefits may be paid. The Government is currently working with the banks and building societies on the provision of Universal Banking Services through Post Offices.
79. Government recently relaxed two restrictions that affect credit unions' operational powers, and plans to consult on a number of further deregulatory measures shortly. The members of credit unions will enjoy similar protection to that afforded depositors at banks and building societies, when the FSA starts to regulate the sector on 1 July 2002. Meanwhile, the Treasury maintains regular contact with the Association of British Credit Unions, and the other representative bodies, who are finalising their proposals for a central services organisation.
80. In Scotland, the Executive has launched an action plan to develop the credit union movement, backed up by £1.5 million of new resources. In partnership with the Scottish Clearing Banks, enterprise networks and the voluntary sector, the Scottish Executive is working on plans to establish an investment fund, Social Investment Scotland, to provide development advice and loan funding for social enterprises unable to access loan finance from traditional sources.

SPECIMEN INDICATORS OF PROGRESS FOR OBJECTIVE 1 (see Annex E for full details)

Children and Young People

81. Between spring 1997 and spring 2000 the proportion of children living in households in the UK where no adult worked fell from 17.9 % to 15.8 %. This reflects a range of active labour market policies to help people find work underpinned by a stable macroeconomic framework. The latest available data for low income for 1998/9 shows that around a third of children live in low income households¹⁷. However, this does not reflect more recent policies such as the introduction of tax credits. In Scotland 68 % of 3-year-olds and 97 % of 4-year-olds participate in part time pre-school education. The Scottish Executive is committed to full participation.

Working-age Adults

¹⁷ Low income is defined as below 60% of the current median income (equivalised using the McClements equivalence scale). The annex contains information on indicators of absolute, relative and persistent low income using a range of thresholds.

82. The proportion of working-age people in the UK in employment increased from 72.6 % to 74.3 % between spring 1997 and spring 2000. Most disadvantaged groups shared these improvements. Welfare to work initiatives, such as the New Deals, and tax and benefit reform supported by a stable macroeconomic framework underpin the strategy to promote work as the best form of welfare.

Older People

83. Around one in four older people lived in a low-income household in 1998/9. However, this data does not reflect more recent policies – for example, increased Winter Fuel Payments will improve the incomes of all older people and the introduction and subsequent increases to the Minimum Income Guarantee targets help at the poorest pensioners.

Communities

84. A target has been set to narrow the gap between the employment rates in the local authorities in Great Britain with the worst initial labour market position and the overall rate. And in Scotland in 1999, only 14 % of households had access to the internet from home – the Executive has a social justice milestone to accelerate internet access in disadvantaged areas.

B: SUPPORTING OBJECTIVE 2 – Preventing the risks of exclusion

85. Breaking the cycle of deprivation and ending the inter-generational transmission of disadvantage from parent to child must lie at the heart of any effective strategy for tackling poverty and social exclusion. Preventing the risks of exclusion occurring at any point throughout the life-cycle increases the likelihood of improved outcomes in later life.
86. The key risk factors occurring during childhood include: poor early development, poor health, poor school attendance, contact with the police, teenage parenthood and non-participation in education, employment and training between the ages of 16-18. During adulthood the most significant cause of poverty and social exclusion is not being in some form of work, not merely because of the monetary benefits but because of the social contacts that being in work provides. And work – building up savings and contributions - is the most effective way of preventing social exclusion in later life. Moreover, people with certain backgrounds (eg. certain ethnic groups) are disproportionately likely to suffer exclusion regardless of age.
87. And there is a significant gender dimension to poverty - women constitute a higher proportion of adults in poverty and are more likely to be persistently poor. Women are particularly likely to have low incomes at key stages of their life cycle e.g. lone mothers and single women pensioners are both more likely to have persistently low incomes and be more vulnerable to falling into poverty.

Preventing risks in childhood – support for children and families

88. It is important that all children are given the best start in life. The differences in achievement between advantaged and disadvantaged children appear well before they start school. The Government wants to ensure every child arrives at school healthy and ready to learn. The key programme tackling this Sure Start, discussed in detail – as one of the ‘good practice’ examples - at paragraphs 192-200 below.
89. The Government is building on this support for children under four, with a range of measures to help school-age children.

The Children’s Fund

90. In England, the Children's Fund aims to prevent poor outcomes through working with children, primarily aged 5-13 years, who are showing early signs of being at risk of exclusion. The Fund is worth £450 million over three years – 2001/04 - and will support two programmes.
91. First, £380 million is available to enable local partnerships of voluntary and community groups, statutory services, faith groups, children and young people and the local community to implement strategies for preventive services for children and young people. Proposals will be built from the bottom up, responding to local needs. Services which might be funded include mentoring projects, out of school activities, support for parents and work through multi-disciplinary teams in schools or family centres. The Fund will be rolled out across England from 2001. The first forty areas to receive funding are currently drawing up proposals.
92. Second, the Children's Fund Local Network, which is worth £70 million over three years, aims to help children in poverty achieve their potential by investing directly in the work of local community and voluntary groups that provide local solutions to the problem of child poverty. The Local Network will support groups helping vulnerable children aged 0-19. The funds will empower communities, families and children to help themselves, giving them support to increase the opportunities available to them. The Children's Fund Local Network will roll out gradually and will consist of around 50 local funds by April 2004. The Local Network will be administered by Community Foundations working in partnership with other voluntary organisations such as Rural Community Councils, Councils for Voluntary Service and grant making trusts, to provide an experienced fund administrator in each area.
93. In Northern Ireland, the Executive has established a Children's Fund worth £29million over 3 years, providing direct support to children in need and young people at risk. In Scotland, the Changing Children's Services Fund, worth £81.5million, will promote better joined-up services for vulnerable children and young people.

Early Excellence Centres

The Early Excellence Centres (EECs) programme helps raise standards and integrate services for young children and families. The programme offers models of high quality practice in providing integrated education and day care for young children and of services and opportunities for parents, carers, families and the wider community both directly and in co-operation with other providers. There are currently 35 Centres spread across England, with 100 due by March 2004. Their emphasis is on integrated provision, with education, social services, health, colleges and other agencies working together to cater for the needs of young children, parents, families and the wider community. National evaluation began in September 1999, and the first phase of evidence gathering highlights key issues for further development and expansion.

Preventing risks in childhood – improving education

94. Research has shown that educational achievement is the most frequent and effective predictor of adult outcomes. Therefore providing all children with a high standard of education, irrespective of their family background and where they live is essential for preventing the risks of exclusion. Acquiring basic literacy and numeracy skills are some of the first building blocks for successful future learning.

Literacy and Numeracy

95. In **England**, ambitious targets have been set to increase the proportion of 11-year-olds reaching the expected standard for their age to 80 % for literacy and 75 % for numeracy by 2002. National Literacy and Numeracy Strategies were developed to help schools and LEA's meet these targets. The Strategies have transformed the quality of teaching in primary schools, with their emphasis on effective whole class teaching and the methods that work best. In the 2000 Key Stage 2 tests 75 % of pupils achieved this standard in English, and 72 % in Maths. The results show a narrowing of the achievement gap between advantaged and disadvantaged

areas. No LEA has less than 60 % of pupils reaching the standard in English. Total funding of £192 million will be available in 2001-02 for literacy and numeracy in primary schools, an increase of £50m on the 2000-01 baseline.

96. In **Scotland**, raising standards of educational attainment for all in schools, especially in the core skills of literacy and numeracy is a key outcome of the national priorities set out in the Standards in Scotland's Schools etc Act 2000. The goal of raising standards in line with the national benchmark of 80 % of children achieving the relevant levels of attainment in primary schools and 75 % at ages 13/14, is supported by the Early Intervention grant scheme and the development of strategies for literacy and numeracy.
97. In **Wales**, every LEA has been resourced to run summer literacy and numeracy schemes. These provide intensive coaching for pupils thought most likely to benefit from this additional support (ie. those moving between key stages and particularly those making the transition to secondary education). For 2001-02, general funding for "Raising Standards in Literacy and Numeracy" totals £5 million, and from these schemes are funded from this. The schemes will be enhanced in 2001-02 to include areas identified under the "Communities First" initiative.
98. In **Northern Ireland**, targets for 2004 have been set for pupils reaching the expected standard for their age in English and Maths: 77 % of 11-year-olds are expected to reach the standard expected in English and 80 % in Maths. By age 14, 75 % of pupils are expected to reach the standard expected in both subjects. The School Improvement Programme which includes a strategy for the Promotion of Literacy and Numeracy in all schools, and a School Support Programme designed to provide intensive support for low and underachieving schools, support these targets.

Scotland – New Community Schools

New Community Schools is a radical initiative to promote inclusion and raise educational standards. They are based on the principle that the potential of children can be realised only by addressing their needs in the round, and that this requires an integrated approach to the delivery of services necessary to assist children to overcome the barriers to learning. This requires family support, family learning and health improvement. A pilot programme is being targeted on areas where the challenges are greatest. 62 projects, involving over 400 schools, are being supported by £200,000 per project per year for 3 years.

England – Excellence in Cities

Excellence in Cities (EiC) aims to drive up school standards in the major cities. It provides a coherent package of policies and resources to tackle the special challenges faced by city schools. It sets in place school networks which schools can draw on for support and rests on partnership and shared values – under EiC, schools are working to a common agenda with shared structures. There is already some evidence of faster improvement in exam performance and evidence of reductions in exclusions in EiC areas. By September 2001 EiC will be implemented across 58 authorities. The next step will be the development of Excellence Clusters, focussing on smaller areas of deprivation. Clusters include both low-performing schools and more successful local schools which can offer help and advice. The first of these Clusters will be operating in September 2001.

Supporting Ethnic Minority children

99. The Government is determined to raise levels of educational achievement and skills for everyone, regardless of their background or where they live. In 1996/97, only 29 % of Pakistani and Black pupils, and 33 % of Bangladeshi pupils, achieved 5 GCSEs at grades A*-C, compared to 47 % of white pupils. And for Indian and other Asian young people in

1997/98, the figures were 54 % and 61 % respectively¹⁸. Measures are being implemented to increase attainment and skills among ethnic minority communities through mentoring and supplementary schooling.

100. The Ethnic Minority and Traveller Achievement Grant aims to raise standards among those pupils at risk of underachieving, particularly those for whom English is an additional language. In 2000/01 £162.5 million was made available for local education authorities.

Truancy and exclusions

101. Too many children miss out on future opportunities because they play truant or are excluded or because they need extra help but do not receive it. For individual pupils, truancy or exclusion from school has a significant effect on outcomes in early adulthood.

England

102. In 2001/02 over £174 million was available from the Standards Fund to help tackle truancy and exclusion, compared to about £17 million in 1996/97. £100 million of this has been devolved directly to secondary schools so that, where possible, they can tackle behavioural problems before the need to exclude arises. The grant will be used to help schools and local authorities achieve the national targets for reducing levels of truancy and school exclusion by a third by 2002.
103. Progress has been made in reducing the numbers of children excluded from school. There were an estimated 8,600 permanent exclusions from primary, secondary and special schools in 1999/00, a decrease of 18 percent from 10,400 permanent exclusions in 1998/99 and a reduction of nearly one third since 1996/97.
104. Over 1,000 in-school learning support units have been established for disruptive pupils. Pupils attending LSUs receive short-term teaching and support programmes tailored to their needs. Where pupils do have to be excluded, the money will help ensure that they receive an appropriate full-time education outside school. In addition, the number of places provided by off-site pupil referral units increased to over 1,000 between 1997 and 2000.
105. The educational and other consequences of truancy are well known. Additional money is being invested in schools so that they can provide extra support to those children most likely to play truant, for example through mentoring programmes. The Government is also encouraging parents to play a stronger role in ensuring their children attend school. All schools with above average levels of truancy will set targets for reducing the levels of unauthorised absences and raising attendance over the next three years. The first targets should be in place by September 2001.

Northern Ireland

106. The Executive is preparing a strategy to engage disaffected pupils. A consultation document will be published mid-2001. Targets for improvement (baseline 1998/99) are reductions by 2003 of pupils identified as persistent non-attenders by 30 %; pupils with multiple suspensions by 20 % and pupils expelled from school by 30 %.

Scotland

107. The Executive has set a target of reducing by one third the school days lost every year through exclusions and truancy. The focus is on identifying and developing alternatives to exclusion, supported by funding of some £10 million per year. This will be supported by a report on

¹⁸ Department for Education and Employment, March 1999, *Youth Cohort Study: The Activities and Experiences of 16-Year-Olds: England and Wales 1998*, DfEE.

disruptive behaviour in schools, due in June 2001. This is supported by the Discipline Task Group's report on disruptive behaviour in schools, published June 2001.

Wales

108. Targets have been set for reducing unauthorised absences from school by one third by 2004. The focus is on early intervention. The National Assembly has issued a circular "*Pupil Support and Social Inclusion*" which contains practical advice of schools and local education authorities on preventative, school based actions aimed at reducing truancy. Under the Grants for Education Support and Training (GEST) programme, £3 million was allocated last year to address school attendance and behaviour. This has been boosted by increased resources of £9.86 million for tackling social disadvantage in 2001/2.

Reform of Child Support

109. The poorest children live in lone parent households where the parent with care is both jobless and is also not receiving child maintenance. The reform of Child Support aims to get more maintenance to more children and, for the first time, families with children on Income Support will be able to keep up to £10 a week of any child maintenance they receive.

Preventing risks in young adulthood

110. Young people from poor families are far less likely to remain in learning after the age of 16. Consequently, many leave without the basic qualifications required for sustained employment and are at a risk of being unable to fulfil their potential in the labour market. The Government's aim is that all young people should stay on in education, training, or have a job with a strong education/training component, until they are at least 18 years-old. The Government has developed a strategy to address these concerns.
111. In Wales, the Youth Gateway offers – primarily 16 and 17-year-olds - intensive assessment, mentoring and support so that they can progress to good quality training, education or other options. The Gateway offers individually tailored programmes with no prescribed length of stay. Where necessary, the Gateway will devise a programme of confidence building, skill development and work tasters over several months to facilitate a move into mainstream employment or learning. The National Assembly is also developing '*Extending Entitlement*' proposals for effective multi-agency working at local level to ensure that young people, especially those particularly at risk, receive the support needed for their transition to the world of adulthood and employment. The Canllaw/Online initiative will provide comprehensive free information services aimed at school-leavers from September 2001.
112. The Scottish Executive is improving support for young people who require additional help to make the transitions to post-school education, training, or employment in Scotland. £22.6 million has been allocated to take forward action in response to the Beattie Committee's report. Educational Maintenance Allowances are also being piloted in four areas, backed up by £21.6 million over 3 years.
113. Similar action is underway in Northern Ireland.

Raising participation, retention and achievement in post-compulsory education and training

114. The Government has developed a strategy, aimed at 14-19 year-olds, to raise participation, retention and achievement in post-compulsory education and training in England. The strategy focuses on four key areas of policy:

- an improved curriculum and range of qualifications: those who are likely to benefit from concentrating on particular areas of study - or from work related learning - can opt out of elements of the curriculum¹⁹;
- outreach and personal support: The **Connexions Service** aims to provide 14-19 year-olds, especially those at risk of exclusion, with the help and support necessary for successful transition to adulthood. The Service will be delivered via a range of means, including a network of personal advisers who will give advice and guidance, and broker access to specialised support. It will also play an important role in helping young people manage their educational career; for example, by helping them to put together an individually tailored programme of learning. It is being rolled out progressively from April 2001, with funding of £148.64 million in 2001-02 and £420 million in 2002-03;
- financial support for those who need it most: **Educational Maintenance Allowances** (EMAs) now cover about a third of all English Local Education Authorities. EMAs offers up to £40 a week when a young person signs up for a course of full-time further education. Initial evaluation and anecdotal evidence suggests that EMAs are having a beneficial effect on attendance, behaviour and course-work. There is funding of £163.8 million for EMAs in 2001-02, and £196.7 million in 2002-03; and
- development of the **Connexions Card** - which will offer young people discounts on travel, leisure and lifestyle materials in return for participation in learning. The Card will use 'smart' technology and could be used for a variety of purposes, including monitoring attendance, tracking progress, and the payment of allowances – complementing the Connexions Service. The Card is due to be introduced from autumn 2001. There is funding of £17.7 million for the Card in 2001-02, and £15.5 million in 2002-03.

115. In Wales, the National Assembly is developing the Children and Youth Partnership Fund to complement, and fill the gaps in, mainstream education, health, leisure and social services, in ways that lift young people's educational achievement and encourage them away from crime, drugs, vandalism and truancy. It is aimed at projects that encourage children and young people to strive for independence and to develop a sense of community and personal achievement. The budget for this is £14 million in 2001/02 and £15 million in 2002/03.
116. In Northern Ireland the Collaboration Fund is an initiative established in 2000/01 to encourage collaboration between colleges, business interests, the community sectors and training and education providers, to drive up demand for learning and put in place effective infrastructure to satisfy such demand. Links between colleges and local schools being promoted by the Executive. Schools can also apply to disapply elements of Key Stage 4 where it can be demonstrated that a pupil would benefit from a more vocational provision that may then be provided in a college of further education via a Link Course.

Preventing exclusion in adulthood

117. In general terms, the risk of exclusion amongst people of working age will be avoided by application of policies outlined under Objective 1. In some cases, however, additional steps are necessary. An example of one such group – carers - and what is being done to prevent their exclusion in England is described below.

National Carers Strategy

Carers play a vital role in the community and the Government is determined to see that they get the support they need. The National Carers Strategy has three strategic elements – better information for carers, better support for carers and better care for carers. The strategy includes a package of measures that will provide over £500 million extra support for carers over 2001-04 from which more than 300,000 carers could benefit.

118. In Northern Ireland the Programme for Government 2001-2004 commits the Executive to developing a strategy for carers in Northern Ireland by the end of 2001. Legislation will also

¹⁹ Also applies in Northern Ireland.

be brought forward to provide for new support to carers to enable them to maintain their own health and well-being.

Preventing exclusion in old age

119. A key priority for the UK Government is to ensure that pensioners are able to live active and fulfilling lives.

Pension Reforms

120. As well as targeting additional help on today's pensioners (see paragraphs 152-156 below) the UK's pension reform strategy is geared towards protecting tomorrow's pensioners from the risks of poverty and exclusion. The single most important cause of poverty in old age is the lack of access to a decent second pension. The Government's goal is to ensure that everyone has the opportunity to save for a second pension that will provide for security in retirement. Stakeholder pensions (introduced April 2001) are safe, flexible, offer good value for money and are also open to non-earners for the first time. They are intended to be particularly suitable for people without access to an occupational pension scheme or who may have interrupted periods of employment, or variable earning patterns. In time the intention is that most people with moderate earnings should move from the earnings related element of the state scheme into stakeholder or other pensions.
121. In addition, from April 2002 the existing state earnings related pension scheme (SERPS) will be reformed by the State Second Pension (SSP). Initially the SSP will be for low and moderate earners, and will be aimed at those who are unable to remain in paid work due to caring responsibilities, illness or disability. Moderate earners, with annual incomes in excess of £18,500, will be encouraged to join private schemes as the SSP becomes restructured into a flat-rate scheme within five years of its introduction. The scheme is then intended to be for low earners and the economically inactive. The Government is also targeting reforms at pre-pensioners, encouraging them to save for their retirement. To help individuals plan adequately, the Government is piloting a combined pension forecasting system. Current state pension entitlements and projected entitlements will be included with private pension entitlements and projections on the annual statements of pension entitlement that employers and pension schemes provide to their employees or pension scheme members.
122. These pension reforms are of particular benefit to women. The SSP will support those who have suffered in the past from broken work records, who are disproportionately women²⁰. Further, the stakeholder pension will be of particular benefit to women as it will provide a flexible, secure and value for money second pension option for them. Those who take career breaks will be able to stop and start contributions without penalty and will be able to contribute to a stakeholder scheme from other sources of income (such as savings or money transferred from a spouse).

SPECIMEN INDICATORS OF PROGRESS FOR OBJECTIVE 2 (see Annex E for full details)

Children and Young People

123. Improving educational attainment is a key part of the UK's strategy to reduce the risk of future poverty and social exclusion. There have been improvements in educational attainment for 11, 16 and 19-year-olds since 1997. For example, the proportion of 11-year-olds in England achieving the expected standard in English and Maths tests increased from 63 % to 75 % and 62 % to 72 % respectively between 1997 and 2000. There have also been reductions in the proportion of permanent exclusions from schools. In Scotland in 1999, at the end of Primary 7 65 % of children achieved the expected standard for reading and Maths and 47 % for writing.

²⁰ DSS publication *The Changing Welfare State* (1999) the DSS indicate that roughly 2 million carers, at least 1.5 million of whom are women, will begin to build up entitlement to S2P from the scheme's inception.

Working-age People

124. The number of adults in Great Britain in receipt of out-of-work benefits for 2 years or more has fallen from around 2 million in May 1997 to 1.75 million in May 2000. The proportion of working-age people in England without a qualification has fallen from 26 % in spring 1993 to 18 % in spring 1997 (the baseline year) and 16 % in spring 2000. Encouraging life-long learning is key to equipping adults with the necessary skills to respond to the modern labour market.

Older People

125. Building up a second pension during working age helps to protect against low income in retirement. It is encouraging that more people in Great Britain who are covered seem to be paying into pensions consistently over a four-year period. In England healthy life expectancy at age 65 has been rising during the 1980s and 1990s.

Communities

126. In England targets have been set to improve performance in deprived areas. Some of these are floor targets set to raise standards above a minimum level and some are convergence targets set to narrow the gap between deprived areas and the rest of the country²¹. Key areas covered are employment, education, crime, health and housing. One of the key milestones in Scotland is to increase the number of people across all communities taking part in voluntary activities.

C: SUPPORTING OBJECTIVE 3 – Helping the most vulnerable

127. Just as there is no single definition of poverty, so there is no simple definition of vulnerability. The UK's life cycle based approach identifies several key situations and circumstances where it is recognised that specific interventions are required in order to meet the needs of specific groups. Over the period of this Plan a range of programmes will be pursued to address the needs of:

- vulnerable children, particularly those in care or leaving care;
- vulnerable people of working age, particularly those who have mental health or drug problems, and those sleeping rough; and
- vulnerable older people.

Vulnerable children

128. Having been looked after in local authority care has been identified²² as one of the key risk factors for social exclusion. For example, boys who have been in foster homes or in care are more likely to be unemployed as adults than those who had not. There has, therefore, been a focus on improving services for those in care and for those coming out of care²³.

Children First in Wales

Children First is the National Assembly for Wales's five year programme to improve social services for children in need. The aims and objectives, backed by national and local targets, are similar to those of the Quality Protects programme in England. Additional resources were made available to local authorities in the first two years of the programme and from 2001/02 to

²¹ Discussed in more detail in "A New Commitment to Neighbourhood Renewal, National Strategy Action Plan", Social Exclusion Unit, 2001.

²² CASE paper 15

²³ The SEU is currently looking at ways of improving the educational attainment of children in care in England.

2003/04 £45 million is available as Children First Grant.

Quality Protects

129. The Quality Protects programme, supported by £885million over five years from 1999, is modernising services for children in and leaving care; children in need of protection and disabled children. It aims to improve the governance, management and delivery of children's services so that children and young people:
- have stable, secure and safe care;
 - participate in decisions about their lives and the services they receive;
 - have maximum life chance opportunities – through health care, education, social care, access to leisure activities etc., and
 - make a successful transition to adulthood.
130. The Government has set targets to improve outcomes for vulnerable children, including: increasing placement stability for looked after children; reducing re-registrations on the child protection register; improving outcomes for care leavers; improving educational attainment by children in care; giving children in care the care and guidance needed to narrow the gap in offending between them and their peers; and maximising the role of adoption. The early evidence shows that Quality Protects is beginning to deliver real improvements. For example, children in care are experiencing fewer placement moves; adoptions from care are rising; and less young people are leaving care at 16.

Children's Commissioner for Wales

An independent Children's Commissioner has been established, to help promote and safeguard the rights and interests of the most vulnerable and disadvantaged children.

Children's Commissioner for Northern Ireland

The Northern Ireland Executive has decided to establish a Children's Commissioner as part of a broader strategy on children's rights and needs. Consultation will commence in August 2001.

131. The period of transition on leaving care is one of particularly high risk. There is good evidence²⁴ that young people who have been looked after have tended to have poorer prospects than their peers. As many as 75 % leave care with no educational qualifications, up to 50 % are unemployed and up to 20 % experience some form of homelessness within two years of leaving care. In order to tackle these poor outcomes, improvements in care services need to be matched by improved support for children leaving care.
132. In England and Wales, the Children (Leaving Care) Act 2000, to be implemented from October 2001, assists young people who have been looked after by a local authority to move from care to living independently in as stable a fashion as possible. It is a key part of the Quality Protects programme in England and Children First in Wales. It places a duty on local authorities to assess and meet the needs of qualifying young people aged 16 and 17 in, or leaving, care. These young people will each have a personal adviser and a pathway plan setting out their short and longer term goals and the support which the local authority will provide to help them make the most of their life chances. The local authority will have continuing duties to keep in touch with these care leavers and to assist them until they are at least 21. If they are in education or training, the duty to assist runs to the end of their agreed programme or training, even if that takes them past the age of 21.

Support for children leaving care – Northern Ireland

²⁴ Garrett L *Leaving Care and After* NCB 1992; Broad B *Young People Leaving Care; Life After the Children Act 1989*; Jessica Kingsley 1998; Biehal et al *Moving On* HMSO 1995.

The Programme for Government (2001-2004) indicates the Executive's intention to introduce legislation to help support young people who leave care. The Executive has issued a consultation document setting out proposals to place new and enhanced duties on Health and Social Services Trusts to support care leavers until they are at least 21.

Support for children leaving care – Scotland

Local authorities have statutory duties to provide care and aftercare services for young people formerly looked after. This includes preparation of a statutory care plan to support the transition to independent or semi-independent living. The introduction of New Community Schools, Personal Learning Plans and a new power to regulate care-leaver regimes will all help local authorities improve education attainment and housing support. Ensuring all young people leaving local authority care will have achieved at least English and Maths Standard Grades and have access to appropriate housing options is a milestone in the Executive's Social Justice strategy.

Support for children leaving care – Wales

The National Assembly plans to introduce new arrangements under the Children (Leaving Care) Act 2000 from October 2001. Regulations will be made in July, subject to Assembly approval. The new legislation will extend local authorities' responsibilities as described above. The main purpose of the new arrangements is to safeguard the welfare of children and young people who leave local authority care, assist in the transition to independent living, improve their life chances and to delay their discharge from care until they are prepared and ready to leave. National Assembly funding allocated to the Children First Programme (£12.2, £16.2 and £18.6 millions for 2001-02, 2002-03 and 2003-04 respectively) includes new support arrangements for care leavers required by the Children (Leaving Care) Act 2000.

Teenage Pregnancy

133. The UK has one of the highest rates of teenage pregnancy in Western Europe²⁵ and reducing this rate is one of our priorities. In England, the Government has:
- set up the Teenage Pregnancy Unit, to co-ordinate initiatives aimed at: halving the rate of teenage conceptions among the under-18s by 2010; getting more teenage parents into education or employment; and reducing their risk of long-term exclusion;
 - issued new guidance on sex and relationship education to schools;
 - put in place a local co-ordinator to tackle teenage pregnancy in every local area;
 - initiated a national media campaign;
 - awarded extra funding to 48 local authorities with high teenage pregnancy rates to help school age mothers back into education;
 - developed 20 Sure Start Plus pilot programmes which are now being implemented across the country, that will give advice and support to pregnant teenagers and young parents, and help with childcare; and
 - initiated six supported housing pilot projects, towards the target that by 2003 all lone parents under the age of 18 who cannot stay at home will be provided with supported housing and not an independent tenancy.
134. There are encouraging signs of early progress, with under-18 conception rates for 1999 4 % lower than the previous year, and under-16 rates 7 % lower.
135. The Northern Ireland Promoting Social Inclusion initiative provides an illustration of how the problem of teenage pregnancy is also being tackled by the devolved administrations. Northern Ireland has high rates of teenage pregnancy particularly among young girls in the most

²⁵ Social and Exclusion Unit, Cabinet Office, June 1999, *Teenage Pregnancy*, Cm 4342.

disadvantaged groups. The Executive has set the objective of reducing the number of unplanned births to teenage parents and to minimise their adverse consequences of those births to teenage mothers and their children. Particular priority will be given to deprived areas. A strategy will be produced in September 2001, setting out how this will be taken forwards.

136. Tackling teenage pregnancy (particular underage teenage pregnancy), together with the problem of sexually transmitted infection, is also a priority in Scotland. In addition to on-going work to address these issues, the Executive is also funding a 3-year demonstration project, *Healthy Respect*, to support crosscutting initiatives by a group of organisations to develop and disseminate best practice throughout Scotland.
137. Wales has the highest national teenage pregnancy rate in the UK. Reducing rates of teenage pregnancy is one of the main objectives of the National Assembly's strategic framework to promote sexual health in Wales. A number of specific initiatives are proposed in the Strategy to provide effective information, advice, and increased access to sexual health services for the most vulnerable young people in Wales.

Help for vulnerable adults

138. Although the primary thrust of initiatives for people of working age is towards getting them into work, it is recognised that for specific groups more tailored interventions may be needed. Particular priority is given to those suffering from problems with drug abuse, homelessness and mental health problems.

Drug Abuse

139. In England, in April 2001 the National Treatment Agency (NTA) came into being with one of its main remits the overseeing of a pooled national treatment budget which will bring together money currently being spent by the Department of Health, the Home Office and other funders.
140. The NTA will also have responsibility for ensuring that those requiring treatment are able to access quality services. It will also set standards for treatment provision and commissioning, performance monitoring and will tackle variations in treatment standards and availability. The NTA will put in place new structures and mechanisms to ensure that every drug treatment programme is aimed at the outcomes of the best. It will help ensure delivery of the Government's target to increase the participation of problem drug abusers in drugs treatment programmes by 55 % by 2004 (by 66 % by 2005 and 100 % by 2008). Further, the government is in the process of launching an integrated substance misuse programme targeted at young people. This will underpin delivery of the commitment to reduce the proportion of young people under the age of 25 reporting the use of class A drugs by 25 % by 2005 (and by 50 % by 2008).
141. The Scottish Executive is also making substantial additional funding available for tackling drug misuse and has set challenging standards and targets to focus activity into priority areas. A Drugs Action Plan sets out what is being done to implement the Scottish drugs strategy.
142. In Wales, the National Assembly plans to increase spending on drug and alcohol initiatives from around £3 million in 2001-02 to around £3.3 million in 2002-2003 to support the implementation of their substance misuse strategy. The Welsh approach covers the full range of substances that are misused. Targets are being developed as part of a substance misuse research and information strategy for Wales.
143. In Northern Ireland a Drugs Strategy Co-ordinator has been appointed to co-ordinate action across all government departments. Over £4.5 million has been allocated to 36 projects, which will help to deliver the aims and objectives of the Strategy. A further £9.3m has been allocated from the Chancellor's budget for the next 3 years. Work is being taken forwards in four key areas: young people, communities, treatment and availability. Statutory, community and voluntary sector representatives are involved at every level. Recently the Executive has

announced a new joint implementation model to take forward the alcohol and drug strategies together.

Tackling Rough Sleeping

144. The Government is committed to reducing the number of people sleeping rough to as near to zero as possible, and by at least two-thirds by 2002. The Rough Sleepers Unit (RSU) has been established to take this work forward. The RSU has developed a radical new approach to tackling rough sleeping by putting in place a strategy with 3 main strands:
- helping vulnerable rough sleepers on the streets;
 - rebuilding the lives of former rough sleepers; and,
 - preventing people becoming rough sleepers tomorrow.
145. Latest street count figures show that the number of people sleeping rough on a single night in England fell by over a third between June 1998 and June 2000.
146. The Scottish Executive has pledged that no one in Scotland should have to sleep rough by 2003. Scotland's Rough Sleepers Initiative has allocated £42 million from 1997 – 2002 to local authorities to address specific local problems. A Task Force has been established to investigate homelessness and to make recommendations. Interim recommendations for legislative change to strengthen the rights of homeless people, and increase local authorities' duties have been incorporated into the current Housing Bill, expected to become law later this year. The Task Force will produce its final report in November 2001.
147. In Wales, the National Assembly is committed to eliminating the need for anyone in Wales to sleep rough. In April 2000, the National Assembly made £3.6 million available to local authorities to enable the development and implementation of strategies for homelessness. Alongside this, funding to voluntary organisations supporting socially disadvantaged people has increased significantly from £0.65 million in 1998-9 to £3.336 million in 2001-02. The newly established Homelessness Commission is advising the National Assembly on implementation of the recommendations of a research report on Rough Sleeping in Wales and those of the Housing Strategy Task Group set up to consider the issues. The Commission will be publishing the result of its work in autumn 2001.

Safer Communities Supported Housing Fund

A total of £137 million is being made available in England over 3 years for the Safer Communities Supported Housing Fund. The overall objective is to prevent crime by funding appropriate supported housing for 'at risk' groups including ex-offenders, vulnerable young people, people with drug and alcohol problems and people fleeing domestic violence.

The fund is being run by the Housing Corporation, based on bids submitted by Registered Social Landlords in conjunction with local authorities. Presently, funding has been approved for an initial capital allocation of £38.6m for the provision of 1,395 new homes, including 29 units of move-on accommodation. With the addition of matched funding from local authorities, the total development costs of this programme amounts to £77.2 million. Work on the programme will start during 2001/02. Approval has also been given for an initial programme of floating support services covering 1,440 units of accommodation. This programme, using existing housing, will be fully implemented during 2001/02. Funding for further floating support schemes is expected to be announced later this year for implementation during 2002/03. The second bidding round was launched by the Housing Corporation on 30 April 2001.

National Service Framework for Mental Health – 10 year programme for England

148. The National Service Framework (Standard 7) requires local services to promote mental health for all, working with individuals and communities, and to combat discrimination against people with mental health problems and promote their social inclusion.
149. The Mental Health Promotion Project supports the local delivery of this Standard. It takes forward initiatives to promote citizenship and social inclusion for people with mental health problems (e.g. by encouraging greater opportunities for meaningful employment or other occupational activity, suitable housing and appropriate entitlement to welfare benefits and a reduction in the discrimination they face). This will improve their mental well-being and empower them to participate in society to the fullest possible extent.
150. Targets have been set for local services to achieve by March 2002:
- to develop an evidence-based mental health promotion strategy based on an assessment of local need and including action to reduce discrimination;
 - to ensure that the written care plan for those on enhanced Care Programme Approach shows plans to secure suitable employment or other occupational activity, adequate housing and their appropriate entitlement to welfare benefits; and
 - to implement a strategy to promote the employment of people with mental health problems within health and social services.

Mental Health Reforms – Scotland

The Framework for Mental Health Services (1997) continues to set the template for joint agency approaches to care and support for those with a mental illness and their carers. A Mental Health and Well Being Support Group, set up in 2000, has reviewed progress and set out steps to advance the improvement agenda, to be implemented by 2004.

Mental Health Reforms – Northern Ireland

In Northern Ireland, an additional 35,000 consultations for people who are mentally ill will be provided, and a review of mental health legislation will be initiated, by March 2002.

Mental Health Reforms – Wales

The National Assembly is in the process of developing an all-Wales mental health strategy for adults and a first ever one for children and adolescents. Both of these will be issued in July 2001, followed by an associated National Service Framework for Wales to put operational detail onto the strategic framework.

Vulnerable older people – guaranteed income

151. The Government is committed to ensuring that older people can look forward to an active and fulfilling retirement, free from the fear of poverty and exclusion. In part this is delivered through pensions policies designed to ensure that today's pensioners have an adequate incomes and that tomorrow's pensioners have the capacity to save for a decent pension. However, it also involves policies delivering a range of improvements in the lives of older people.

Improving incomes for poorer pensioners

152. Tackling pensioner poverty means alleviating the immediate problems faced by today's poorest pensioners who have, in the past, been excluded from rising prosperity. That means

ensuring that all older people have opportunities to live secure, fulfilling and active lives, for as long as possible in their own homes.

153. Significant progress has already been made. In 2001/02, the Government will spend about £4.5 billion per year extra on pensioners in real terms due to changes introduced since 1997.
154. In particular, the introduction of the Minimum Income Guarantee (MIG) is already helping nearly 2 million of the poorest pensioners. These pensioners are at least £15 a week, or £800 a year, better off in real terms as a result of Government measures since 1997. This represents a real terms rise in living standards of at least 17 %.
155. In 2003, a new Pension Credit will be introduced. This will reform the existing MIG for pensioners and will provide both extra help to the poorest pensioners and reward those with low or modest incomes who under the current system are not entitled to MIG. The Pension Credit will ensure that no single pensioner need live on less than £100, or £154 if a couple. It will entitle half of all pensioner households – around 5.5 million individual pensioners - to more support.
156. Furthermore, the Government has provided above-inflation increases in the basic state pension: raised by £5 a week for a single pensioner, and by £8 a week for a couple in April 2001. This will be followed by a further £3 a week for single pensioners and £4.80 a week for couples from April 2002. The Government has also raised the 10p income tax band for pensions, savings income and earnings by £300 over inflation, benefiting 3 million pensioners. And above-inflation increases in age-related personal tax allowances from 2003 will give extra help to taxpaying pensioners.

Vulnerable older people – health and social care provisions

157. Health and social care are vital issues for older people. Older people make up over half of all patients in hospitals, and over 40 % of people presenting at casualty units are over 65 years old. If they are poor, older people tend to be disproportionately likely to suffer from ill health and require help from social services. In England, around half of those aged 75 and over report a limiting long-standing illness compared with around a quarter of those aged between 50 and 54. Health problems are common among those in the lower social classes²⁶.
158. Housing and health are inextricably linked. Good quality housing with the correct level of support plays an important preventative role, enabling vulnerable groups, including older people, to maintain their independence²⁷.
159. The Supporting People programme will be implemented in all English local authorities from April 2003. Supporting People is a new way of funding services that centres on the individual, and will protect independence and choice. For older people particularly, Supporting People will allow local authorities the flexibility to plan for a wider range of services, such as 'floating support', allowing them to remain in their own homes supported by the appropriate care package. DETR will be publishing full guidance on the implications of Supporting People for all client groups in October 2001.
160. A comprehensive and integrated Strategy for Older People in Wales will be developed by the National Assembly for Wales in full collaboration with all partners by April 2002. It will cover the Assembly's commitments to older people in need of long term health and social care and

²⁶ In England and Wales, for example, life expectancy at the age of 65 for an unskilled man is 13 years compared with 17 years for a man from a professional occupation.

²⁷ The publication of the joint DoH/DETR document "*Quality and Choice for Older People's Housing: A Strategic Framework*" in January 2001, set out Government's priorities for housing and social care, and provided a context for the work of local authorities and all those involved in providing housing and support for older people.

move on to consider the impact on older people of all other aspects of policy for which the Assembly is responsible. The Strategy will have an important role in shaping the Assembly's future policies for Older People. A Steering Group has been set up to lead the development of the Strategy but a comprehensive consultation programme will ensure older people and their representatives will help shape the Strategy. A review of extant research and good practice in providing services will also contribute to the programme.

161. The Scottish Executive accepted in full or part all 24 recommendations of the Royal Commission Report, *With Respect to Old Age*, (March 1999). A Care Development Group has been established which will bring forward proposals, in August 2001, for the implementation of free personal care for the elderly in Scotland.

Health and social care development strategy

162. The UK's health and social care development strategies aim to improve access to health and social care and to improve standards across the board. The programme of initiatives will promote older peoples' independence by, where possible, providing care in a person's home.
163. In England, the National Service Framework (NSF) for Older People for the first time sets national standards for health and social care, backed up by robust planning and performance monitoring systems. The NSF will also ensure that older people receive care based on need, not on age, and that services are provided in a way that respects the dignity of the individual. A new tier of service – intermediate care - is also being developed. By 2003/04, an extra £900 million will be spent each year on developing these services.
164. Intermediate care services will ensure that older people receive the most appropriate care in the right setting and at the right time. Intermediate care will be provided in a range of ways including step-down facilities in the community for recuperation after a hospital spell to better, and more co-ordinated health and social services provided in the home. Care agencies will work together to ensure that older people's care needs are handled in the most effective way.
165. In Northern Ireland, the Executive will be bringing forward proposals here which will set standards for access and delivery of services to health and social services users, including older people.

Improved housing for older people

166. Older people are often most at risk from poor-condition housing and are particularly at risk of death and disability from accidental falls. In England, the housing strategy for older people will focus on five key themes of Choice and Diversity, Information, Flexible Provision, Quality, and Joint Working, and has two aims:
- to encourage better and wider choice in the housing options available for older people; and
 - to encourage better access to quality services to enable older people to live active, independent and secure lives.
167. Help is provided for homeowners who are trapped in poor-condition housing: with funding from central government, local authorities invest about £275 million every year to improve conditions for around 700,000 of the poorest and most vulnerable households in privately owned housing. In particular, local authority Home Repair Assistance is available for people aged 60 and over, those who are infirm, have a disability, or are in receipt of state benefit from their local authority. Under consultation proposals issued in March 2001, local authorities will be given greater discretion over grants and loans for home improvement, which will enable them to provide help more widely and to tackle problems faced by older homeowners. In addition local authorities invest about £120 million every year in disabled facilities grants, which enable older people and people with disability to remain independently in their own homes. Funding for these has increased by £39 million over the next 3 years.

168. Central Government support for Home Improvement Agencies in England has been increased from £6.7 million to £8.5 million a year from 2001/02. As a result the number of Government-supported agencies is growing from 184 to 235. These Agencies help the elderly, people with a disability, and vulnerable people to remain independent in their own homes.
169. In Scotland, financial assistance for owner-occupiers is available through the Care and Repair scheme which provides advice and help to older people to repair, improve or adapt their home. Works that can be taken forward by Care and Repair ranges from giving advice to overseeing major renovation. A number of Care and Repair projects also include small repair services that might otherwise be expensive. The value of Care and Repair works completed in Scotland in 1999-00 was around £9.4 million, of which around £3.1 million came from the clients themselves. The works covered around 2,900 homes in total.

Crime

170. Crime – and fear of crime – can play a significant part in the exclusion felt by many older people. The Government has a number of strategies in place to overcome this.
171. An important factor affecting older people’s well being is their ability to get around safely both in their own homes and outside them. Although the crime of distraction burglary (bogus caller crime) is specifically targeted at older people, they are not statistically likely to be victims of crime. Nevertheless, fear of crime is a significant factor contributing to older people’s isolation from their community. The Government – and the devolved administrations – are determined to tackle crime and fear of crime.

Fear of crime amongst older people

- A further £60 million has been invested in more than 350 CCTV schemes across England and Wales. A further 300 applications worth £108 million have been given outline approval. In Scotland, over £10 million has been provided to support 161 projects, which will result in about 2000 cameras operating by 2002.
- A new scheme was launched in June 2000 to help protect low-income pensioners in England and Wales from domestic burglary. Up to £12 million has been made available to provide locks, bolts and door chains to those living in areas with high burglary rates.
- 22 pilot schemes, running for 6 months, will try out different community-based methods of tackling the menace of ‘bogus callers’.
- Strengthening laws governing doorstep sellers and promoting greater awareness about bogus callers so that older people feel safer in their homes.
- From 2001, the Government is producing advice that will be available from local councils, police stations and Neighbourhood Watch groups on how to reduce the risk of becoming a victim of bogus callers.

Expenditure on these programmes will run through 2001-2003.

Combating Burglary – England

Much has already been done to tackle crime and its causes. In the particular case of burglary, each police authority has been set challenging targets for reducing burglary and other crime. Delivering this strategy depends on joint working and there has already been some progress: there has been a 6 % cut in crime since 1997. There are Local Crime and Disorder Partnerships in every area, supported by Regional Crime Reduction Directors and a National Crime Reduction Task Force.

In addition, over £200 million has been committed to more than 1,100 projects under the Crime Reduction Programme to help not only reduce crime but also to find out what works. This package includes around £25 million on 250 projects to reduce burglaries in high crime neighbourhoods.

These efforts support the ‘floor target’ committing the Government to reduce domestic burglary by 25 %, with no area having a rate more than three times the national average by 2005.

Fuel Poverty

172. Some initiatives to support vulnerable people cut across all age groups. For example, the Government is committed to tackling fuel poverty. A fuel poor household is one that needs to spend in excess of 10 % of household income in order to maintain a satisfactory heating regime. The Government has recently published a draft Fuel Poverty Strategy, which sets out the Government's commitment to ending fuel poverty for vulnerable households by 2010. A range of measures are in place – or will be introduced – to meet this target. A key programme will be the New Home Energy Efficiency Scheme, which by 2004 will have helped 800,000 households in England at a cost of more than £600 million. And within the overall target of 2010 the Scottish Executive will ensure that by 2006 all pensioner households and tenants in the socially rented sector in Scotland will live in a centrally heated and well insulated home.
173. In Northern Ireland the target, between 2001 and 2004 is to reduce fuel poverty among vulnerable households by improving the energy efficiency of 20,000 private sector homes.

SPECIMEN INDICATORS OF PROGRESS FOR OBJECTIVE 3 (see Annex E for full details)

Children and Young People

174. Teenage parents are particularly at risk of social exclusion. The under-18 conception rate in England was 45.5 per thousand in 1997 and 44.7 per thousand in 1999. It is encouraging that the rate for 1999 conception rate is the lowest since 1996 and that the proportion of teenage parents in learning has risen since 1997. Improving outcomes for care leavers is a key priority – in 1999/00 only 30 % of young people leaving care in England had one or more GCSE or GNVQ.

Working-age People

175. Between June 1998 and June 2000 the proportion of people sleeping rough in England fell by more than a third from 1,850 to 1,180. Reducing drug misuse is an important aim. In 1998 8% of 16 to 24 year-olds in England and Wales reported the use of class A drugs in the last year. In 1996 in Scotland the reported use of any illegal drug during the last year was most prevalent among men aged 20 to 24 years.

Older People

176. Fear of crime can prevent older people from leading a secure and active life. In both 1998 and 2000, 10 % of older people in England and Wales said that their life was significantly affected by fear of crime. In Scotland housebreaking is the crime most worried about amongst older people – the proportion worried about this fell from 16.2 % to 11.6 % between 1996 and 2000.

Communities

177. In England life expectancy for females in the worst 20 % of Health Authorities was 78.2 years compared to 79.8 years for England as a whole (and for men, 73.0 years compared to 75.1 years). By 2010 the Government aims to reduce by at least 10 % the gap between the quintile of areas with the lowest life expectancy at birth and the population as a whole.

D: SUPPORTING OBJECTIVE 4 – To mobilise all relevant bodies

178. The UK's approach is founded on a model of partnership and joint working inside and outside government, across all sectors – with other public bodies, voluntary and private sector bodies, and through the involvement of local people in the development and delivery of policies to tackle the particular problems faced. Most of the measures outlined above are being delivered jointly by two or more difference agencies. The involvement of all relevant bodies is vital to the UK's entire strategy, and the UK Government and devolved administrations have set up a number of structures to ensure relevant bodies are given an opportunity to contribute to the promotion of social inclusion.
179. At the level of central government, the UK has developed a range of cross-departmental working arrangements designed to focus the maximum effort on delivering its social inclusion strategy.

Social Exclusion Unit

180. The Prime Minister set up the Social Exclusion Unit in December 1997. It's remit is to help improve Government action in England to reduce social exclusion by producing 'joined up solutions to joined up problems'. Most of its work is on specific projects, which the Prime Minister chooses following consultation with other Ministers and suggestions from interested groups²⁸. The principle of the Unit is not to cover issues that are dealt with by one Government department only, or duplicate work being done elsewhere. But it devotes some of its time to participating in wider interdepartmental work that has a close bearing on social exclusion. The SEU is currently looking at young runaways; re-offending by ex-prisoners; the education of children in care; and transport and social exclusion.

Opportunity for all

The Government launched its strategy for tackling Poverty and Social Exclusion on 21 September 1999. The annual *Opportunity for All* report provides a focus for ensuring that action across Government remains embedded within the overall strategy for promoting inclusion.

The first annual report set out the government's strategy for providing opportunity for all by confronting the causes of poverty. It analysed the problems faced by people living in poverty throughout their lives and set out a range of policies and indicators of progress. A second report

²⁸ Past projects undertaken by the SEU include work on: *Truancy and School Exclusion* (May 1998); *Rough Sleeping* (1998); *Neighbourhood Renewal* (1998/2000/2001); *Teenage Pregnancy* (1999); *Bridging the Gap – New Opportunities for 16-18-year-olds not in Education, Employment or Training* (1999); *Preventing Social Exclusion* (2001); and *Consultation on Young Runaways* (2001).

was published in September 2000. These reports will monitor progress against a wide range of indicators.

181. Within the UK, devolution plays a major role in the fight against exclusion. The devolved administrations have responsibility for many policy areas which have an impact in this area and each administration has developed its own strategy to tackle these problems. Together, the UK Government and the administrations in Scotland, Wales and Northern Ireland have the common goal of eradicating poverty and promoting social inclusion. The UK Government is working in partnership, through the Joint Ministerial Committee on Poverty, which includes Ministers from the UK and devolved administrations, to achieve this aim, and to learn from good practice as we develop different approaches to tackling similar problems.
182. Particular approaches to promoting joint-working are being applied by the devolved administrations, for example:

The Scottish Social Inclusion Network

This provides advice to the Executive's Social Justice Ministers and helps the different sectors co-ordinate their respective approaches to promoting social inclusion in Scotland. The Network's membership includes community representatives, alongside members of the public, private and voluntary sectors.

Social Inclusion Agenda, Wales

The National Assembly for Wales is setting up a policy board to drive forward the social inclusion agenda in Wales and to ensure effective, crosscutting implementation of its Communities First programme. In addition to Assembly Ministers and officials, it is intended that the board will include representation from other government departments, the business and voluntary sector, local government and Assembly Sponsored Public Bodies.

183. The UK Government recognises that central government cannot achieve its objectives without the involvement of key players at community level and from the private and voluntary sectors. As the examples of policy measures set out above shows, the great majority of programmes involve partnerships at local level.

Neighbourhood Renewal

184. *A New Commitment to Neighbourhood Renewal: A National Strategy Action Plan* sets out the government's vision to narrow the gap between deprived areas and the rest of England, so that within 10-20 years no one should be seriously disadvantaged by where they live. Over the past 20 years, hundreds of poor neighbourhoods have been stuck in a spiral of decline. The government recognises that to reverse this and bring about lasting change requires a new approach. The Strategy will attack the core problems of deprived areas, such as high levels of worklessness and crime and improve health, education, housing and the physical environment.
185. A new Neighbourhood Renewal Unit (NRU) is spearheading the strategy and will make sure the Government delivers on 105 commitments. The major impact of the strategy will be to bend main departmental programmes to focus more specifically on the most deprived areas—all relevant departments now have minimum floor targets to meet. This means that for the first time, departments will be judged on the areas where they are doing worst, and not on the national average.
186. The NRU will also administer significant funding programmes aimed at kick-starting the process of tackling deprivation. The Neighbourhood Renewal Fund, worth £900 million over three years will provide extra resources for 88 local authorities to improve services in the most deprived areas, including contributing to the achievement of the targets to narrow the gap between deprived areas and the rest of the country. The Neighbourhood Management Scheme will provide £45 million to help deprived communities and local service providers work

together at a neighbourhood level to improve services. A new £50 million Community Chest will provide funding direct to communities for small-scale projects and a new Community Empowerment Fund of around £35 million will help communities play their part.

‘Joining it up locally’

It is essential to co-ordinate services around the needs of each neighbourhood if these resources and policies are to translate into real change. Within England, the National Strategy for Neighbourhood Renewal sets out some key ideas to meet these challenges, including:

- *Local Strategic Partnerships* – a single body that brings together at local level the different parts of the public sector as well as private, voluntary and community sectors so that different initiatives and services support rather than contradict each other. Their job will be to identify which neighbourhoods should be prioritised, find the root causes of neighbourhood decline, develop ideas on how organisations and individuals can improve things and implement agreed actions. The Local Government Association New Commitment to Regeneration pathfinders were a forerunner of this form of partnership working.
- *Neighbourhood Management* will achieve this at an even smaller scale, with someone visibly taking responsibility.

187. This approach is also reflected in policies pursued by devolved administrations. For example, in Northern Ireland, a common formula for funding schools is being developed to ensure that resources are targeted at schools with greatest need. The examples below show how both the UK Government and devolved administrations encourage the involvement of a wide range of groups in the design and implementation of policy measures addressing the problems they experience. These area-based initiatives represent an important support to the work of main programmes. In Scotland, the Social Inclusion Partnership programme aims to produce a better co-ordinated multi-agency and multi-sectoral approach to promote inclusion in neighbourhoods suffering multiple deprivation, and amongst excluded groups. The Executive is committed to publishing a Neighbourhood Renewal Statement for Scotland by the end of 2001.
188. The importance of neighbourhood information, beneath the information more frequently available at a local authority level, has been recognised. The Office for National Statistics has launched a Neighbourhood Statistics Service, with a wide range of ward-level information available²⁹. Further information will be added to Neighbourhood Statistics over the next 3-4 years.
189. Local authorities in England and Wales are subject to a range of statutory Best Value³⁰ Performance Indicators. Best Value in housing framework and the new financial framework for housing will, for example, go a long way to encouraging more responsive and customer focused services in that area. In addition Best Value requires local authorities to develop local indicators relevant to local circumstances and include these in the Best Value Performance Plan. The Government has commissioned two research projects to look at local indicators in Best Value. The first will examine the use of local indicators in best value and will produce guidance to help local authorities to develop meaningful indicators and the second project will explore how many of these might be aggregated to the local ward level. The Audit Commission and Improvement and Development Agency are running a project to establish a library of local indicators to share ideas, and many of these will look at issues around social inclusion³¹.

²⁹ See www.statistics.gov.uk/neighbourhood/home.asp.

³⁰ The duty of Best Value is underpinned by a challenging performance framework that requires local authorities to publish annual best value performance plans and review all of their services every five years.

³¹ See www.audit-commission.gov.uk/.

190. The Audit Commission is also piloting a set of thirty-two Quality of Life Indicators that measure social, economic and environmental elements. Local Public Service Agreements (PSAs) are an initiative whereby local authorities agree to meet 12 tough targets agreed with local people and partners. The targets cover both local and national priority issues. In return, authorities are offered a financial reward and extra freedom locally to decide how to deliver. There are currently 20 English authorities piloting PSAs and the process will roll out to up to a further 130 local authorities in the next two years.

Joint working on health

191. The 26 Health Action Zones (HAZs) across England provide a further example of joint working, this time geared towards reducing health inequalities and mainstreaming change in those agencies delivering health and social care.

192. At the heart of each HAZ is a partnership between the NHS and local government, public bodies, the voluntary sector, community groups and private business implementing a shared programme to deliver measurable and sustainable improvements in the health of the public and in services through better integrated care and treatment. As well as using their partnerships to develop synergy between agencies within the local health system HAZs are using their partnerships to add value to other initiatives, such as, Sure Start Plus and the New Deal for Communities.

193. HAZs have also shown considerable progress in involving local communities in the planning, implementation and delivery of HAZ programmes. In the future, HAZs could be integrated with Local Strategic Partnerships to strengthen the links between health, education, employment and other causes of social exclusion.

SECTION 3: EXAMPLES OF GOOD PRACTICE IN THE UK

194. The UK provides four examples of 'good practice'. It is hoped that the study of these will provide particular benefit to policymakers and others throughout Europe. These are:-

- **Sure Start**, which will improve the health and well being of families and children before and from birth, so children are ready to flourish when they go to school.
- **Review of best practice in community regeneration, Wales** – which provides a model of how to undertake such reviews.
- **The Disability Rights Commission (DRC)**. Setting up the DRC has filled one of the key gaps perceived in the Disability Discrimination Act - the lack of a commission which could help individual disabled people secure their rights and provide an authoritative source of information and advice to employers and service providers.
- **University for Industry (Ufi) – learndirect**, which helps illustrate how the UK is fulfilling the Lisbon commitment to develop a knowledge-based economy.

SURE START

195. Sure Start is a cornerstone of the Government's drive to tackle child poverty and social exclusion. In England, by March 2004, there will be at least 500 Sure Start local programmes reaching a third of children aged under 4 living in poverty, and backed by Government funding rising to £499 million in 2003 - 04. They will be concentrated in neighbourhoods where a high proportion of children are living in poverty and where Sure Start can help them to succeed by pioneering new ways of working to improve services.

196. Sure Start was set up to tackle problems identified in the comprehensive spending review of services for children aged under eight. This showed:

- child poverty in the UK was widespread and had been increasing since 1979;

- alarming disparities between the life chances of children living in poverty and those living in more affluent circumstances;
- the differences in outcomes could be observed as early as 22 months and widened as children grew older;
- comprehensive, sustained and early interventions were the most effective in preventing economic and social problems in the future; but
- existing provision was patchy, uncoordinated and of mixed quality, especially for very young children in disadvantaged areas;
- existing structures offered no incentive for one department to spend money that would save another department more money later on.

197. Sure Start in England was designed with features based on evidence of successful interventions, particularly in the US. Key features of these are: starting before birth; working with parents as well as children; offering support before difficulties are insurmountable; working in ways that built self-esteem in adults; taking an holistic approach, working on health, learning and social goals in an integrated way; being community-based and encouraging local people to share in design and delivery; helping build parents' skills and improve their job prospects; helping build parents' sense of purpose and choice, so increasing their interest in their children's outcomes and helping to break cycles of deprivation.

198. With this in mind, and to ensure it makes major improvements to life for under-4s living in poverty, Sure Start is based around the following objectives:

- Objective 1: improving social and emotional development in particular, by supporting early bonding between parents and their children, helping families to function and by enabling the early identification and support of children with emotional and behavioural difficulties. Target: to reduce the proportion of children aged 0-3 in the 500 Sure Start areas who are re-registered within the space of 12 months on the child protection register by 20 % by 2004.
- Objective 2: improving health in particular, by supporting parents in caring for their children to promote healthy development before and after birth. Target: to achieve by 2004 in the 500 Sure Start areas, a 10 % reduction in mothers who smoke in pregnancy.
- Objective 3: improving children's ability to learn in particular, by encouraging high quality environments and childcare that promote early learning, provide stimulating and enjoyable play, improve language skills and ensure early identification and support of children with special needs. Target: to achieve by 2004 for children aged 0-3 in the 500 Sure Start areas, a reduction of five percentage points in the number of children with speech and language problems requiring specialist intervention by the age of 4.
- Objective 4: strengthening families and communities in particular, by involving families in building the community's capacity to sustain the programme and thereby create pathways out of poverty. Target: to reduce the number of 0-3-year-old children in Sure Start areas living in households where no one is working.

199. Sure Start works towards its objectives by:

- setting up local Sure Start programmes to improve services for families with children under four;
- spreading good practice learned from local programmes to everyone involved in providing services for young children;
- each Sure Start programme works towards a set of national objectives and targets, but may also add more local objectives and targets. These are set out in the Public Service Agreement (PSA) for Sure Start as:

To work with parents-to-be, parents and children to promote the physical, intellectual and social development of babies and young children – particularly those who are disadvantaged – so that they can flourish at home and when they get to school, and thereby break the cycle of disadvantage for the current generation of young children.

Core Services

200. The design and content of local Sure Start programmes will vary according to local needs. But all programmes should include provision of outreach and home visiting; and support for: families and parents; good quality play, learning and childcare experiences; primary and community health care (including advice about family health and child health and development); children and parents with special needs, including help getting access to specialised services.

Key Principles

201. To ensure a consistent approach, all Sure Start services must:
- co-ordinate, streamline and add value to existing services in their area;
 - involve parents and other carers in ways that build on their existing strengths;
 - avoid stigma by ensuring that all local families are able to use Sure Start services;
 - ensure lasting support by linking Sure Start to services for older children;
 - be culturally appropriate and sensitive to particular needs; and
 - promote the participation of all local families in the programme.
202. Sure Start groups together all key partners – parents, community groups, voluntary organisation and statutory agencies – at local, regional and nation level. Sure Start programmes work closely with other initiatives such as Neighbourhood Nurseries, Early Excellence Centres and New Deal for Communities.

Innovative and distinctive features of Sure Start

203. Sure Start is particularly noteworthy for:
- partnership working at national and local level;
 - working closely with local parents and building the capacity of local communities;
 - a preventative approach - working with all families in disadvantaged areas to provide help and support before serious problems emerge; and
 - focusing on an age group and on areas that have tended to be overlooked or failed in the past.

Sure Start Scotland

Sure Start Scotland recognises the distinct needs of communities given the mix of urban and rural areas throughout the mainland and Islands. The Executive has invested £42m in Sure Start Scotland and will provide £19m per year for the next three years to support continued development and sustainability. Sure Start Scotland has the target of supporting 5,000 children not previously supported in by 2002.

Sure Start Northern Ireland

Sure Start is also a central plank of the Northern Ireland Executive's strategy for tackling child poverty and social exclusion. The Executive will be committing £5.8m each year towards the Sure Start initiative. By March 2002 it is intended 16,000 children under 4 in disadvantaged areas will be participating in a Sure Start programme across 22 projects.

REVIEW INTO BEST PRACTICE IN COMMUNITY REGENERATION, WALES

204. The National Assembly and the University of Glamorgan concluded a review of best practice in community regeneration in January 2001. This engaged with a wide range of academic literature, practice-based reports and evaluations, and government publications discussing experience in the USA, Europe, the UK and Wales. Seven major themes emerged from the research. These were partnership, perception, capacity raising, identification of communities for support, equal opportunities, evaluation, and funding frameworks. From these themes the review developed 32 key principles which informed the development of the Assembly's Communities First programme.
205. The National Assembly for Wales's Communities First programme is a ground breaking, flagship programme aimed at regenerating the most disadvantaged communities in Wales. It is based on the following key principles:
- a community centred approach;
 - a non-prescriptive approach which would leave detailed implementation to local area partnerships;
 - long-term funding commitment; and
 - the creation of partnerships between the National Assembly, local authorities, a wide range of public and voluntary sector agencies and most importantly the community itself.
206. The way in which Communities First incorporates the principles into a workable programme serves as a good example of best practice for others working in community regeneration.

DISABILITY RIGHTS COMMISSION

207. The Disability Rights Commission (DRC) is an independent body set up by the Government to help secure civil rights for disabled people³². The Commission opened for business on 25 April 2000. It's statutory duties are to:
- work to eliminate discrimination against disabled people;
 - promote equal opportunities for disabled people;
 - encourage good practice in the treatment of disabled people; and
 - advise the Government on the working of disability legislation (the Disability Discrimination Act (DDA) 1995 and the Disability Rights Commission Act 1999).
208. To fulfil these duties the DRC can:
- advise any Minister on the law or proposed change to the law, or on any matter requested by a Minister;
 - advise any Government agency or public authority as to the practical application of the law;
 - assist disabled people by offering information, advice and support in taking cases forward under the DDA;
 - support employers and service providers to fulfil their obligations under the DDA;
 - prepare statutory codes of practice providing practical guidance on how to comply with the law;
 - make arrangements for the provision of conciliation service in respect of disputes arising under the goods and service provisions in Part III of the DDA;
 - undertake formal investigations; and
 - carry out research.

³² In Northern Ireland the Equality Commission undertakes a similar function.

209. The DRC's vision is a society where all disabled people can participate fully as equal citizens. This vision is concerned with the whole of society. Within that context, it will work particularly closely key groups to bring about the changes necessary to achieve its aims. Specific targets for partnership working are to establish partnership programmes in at least the following sectors:
- 2001/2002: retail, health and local government;
 - 2002/2003: education and lifelong learning; and,
 - 2003/2004: broadcasting, multi-media, transport and financial services.
210. The DRC's key strategic objectives for the period 2001-04 are as follows:
- Objective 1: To enable disabled people to secure in practice their civil rights and equal opportunities. Identify weaknesses and secure changes in the DDA. Help disabled people to secure rights under the Human Rights Act. Influence policy and legislation at EU level;
 - Objective 2: To enable individual employers and service providers - private, public and voluntary - to apply best practice and to meet their legal obligations. Raise awareness of the DDA. Provide advice and information. Establish partnerships and alliances with a variety of organisations. Undertake and publish key research on disability issues, good practice and the impact of legislation such as the DDA;
 - Objective 3: To remove the barriers that disadvantage disabled people in key sectors of society and the economy. Make strategic interventions in key sectors as recommended by the Disability Rights Task Force, including education, health and social care, transport and mobility; and,
 - Objective 4: To shift public attitudes and awareness towards lasting inclusiveness and equality for disabled people. Conduct sustained campaigns to shift public awareness and attitudes towards equality and inclusiveness for disabled people.
211. The services that will deliver the DRC's objectives are:
- a conciliation service on access to goods and services to be fully operational in 2001;
 - a helpline – expected to respond to at least 50,000 calls per year;
 - casework service – on target to assist at least 1,800 disabled people per year; and
 - legal service which directly supports legal cases to establish legal points of principle and tackle widespread discrimination (40-50 cases annually).
212. The DRC also expects to undertake at least one major formal investigation and complete its first legislative review by 2002. It will publish codes of practice on part III provisions of the DDA in 2001 and develop codes relating to the Special Educational Needs and Disability Bill for publication in 2003.

UNIVERSITY FOR INDUSTRY (Ufi) – learndirect

213. Ufi Limited plays a key role in improving the nation's competitiveness by raising people's skill levels and employability. A private company, funded through a combination of public and commercial sources, its primary strategic objective is to stimulate demand for lifelong learning amongst adults and SMEs by promoting the availability of, and improving access to, relevant high quality learning through the use of information and communications technology (ICT). Ufi's services are all branded as **learndirect**.
214. **learndirect** offers a fully integrated, web-based learning experience. Over 1,000 **learndirect** centres are open across England, Wales and Northern Ireland and learners can choose from a portfolio of over 400 **learndirect** courses ranging from business management to ICT courses at all levels and basic reading and number skills. The **learndirect** information and advice helpline has successfully dealt with over 2.7 million enquiries, and over 100,000 people have signed up for more than 220,000 **learndirect** courses. Ufi will provide advice for up to 2.5

million people a year by 2002 through the **learndirect** helpline and website, and stimulate demand for up to 1 million courses and learning packages a year by 2003. Similar services are delivered in Scotland by Scottish Ufi Ltd under the brand name *learndirect scotland*.

215. The distinctive feature of **learndirect** is that it makes learning so accessible and can offer learning to suit every learner. It enables all adults to learn when they want, where they want, how they want and what they want. Learners will have access to materials at any time - at home, at work or through the network of **learndirect** centres. All **learndirect** centres are in easily accessible locations including sports, shopping and community centres, colleges, churches and railway stations.
216. However, **learndirect** offers more than simply on-line learning materials. It provides a wide range of on-line learning services including: a personal learning log; learning support online and over the telephone; and information and advice on courses and careers³³.

³³ For more information go to www.learndirect.co.uk or ring 0800 100 900 (England Wales and Northern Ireland). For information regarding Scotland go to www.learndirectscotland.com or ring 0808 100 9000.

PROMOTING INCLUSION IN SCOTLAND

1. The establishment of the Scottish Parliament in 1999 has provided an opportunity to give vital leadership to efforts to deliver social justice and equality of opportunity for everyone in Scotland. While the UK Government provides sound economic management and a modernised tax and benefit system, which is getting people back to work, the Scottish Executive focuses on its responsibilities for education, health and housing, areas which have a crucial bearing on poverty and exclusion.
2. The Scottish Executive has put social justice at the heart of its work. *Social Justice ... a Scotland where everyone matters* (November 1999) set out the Executive's long-term strategy for tackling poverty and injustice in Scotland. The strategy provides the framework to achieve the Executive's goals:
 - the elimination of child poverty;
 - full employment by providing opportunities for all those who can work;
 - securing dignity in old age; and,
 - building strong, inclusive communities.
3. The Social Justice strategy includes 10 long-term targets, which are underpinned by 29 shorter-term milestones. The targets and milestones are set for each stage of the lifecycle to focus on people and changing their lives. Progress on the targets will be measured year by year through a *Social Justice Annual Report*, the first of which was issued in November 2000. This gave details of the emerging trends, and of the key policies the Executive is pursuing on devolved matters and in partnership with the UK Government.
4. Departments across the Executive are working to achieve these targets. Integrated action and partnerships are key themes of the strategy, which underlines that tackling poverty involves the full force of the Scottish Executive and the UK Government working side by side. Scotland's local authorities play a major role in tackling social exclusion, in local partnerships and through the day-to-day services such as education, housing, social work, and culture and leisure. Similarly, partners in the public, private and voluntary sectors all have key roles. The Executive's approach also emphasises that communities themselves must play an active role.
5. All these partners are represented on the Scottish Social Inclusion Network, an advisory panel chaired by the Minister for Social Justice, which has played a key role in shaping the programme of work.
6. Some communities and groups face particular concentrations of deprivation and exclusion. To focus special effort on these communities, the Scottish Executive has designated 48 Social Inclusion Partnerships (SIPs). 34 of these are area-based, and include the majority of areas within the 10% most deprived postcode sectors in Scotland. The others are 'thematic' and target groups of people with specific needs, such as young people leaving care, or ethnic minorities. A new monitoring framework in SIPs contributes to the national social justice agenda.
7. Ensuring that communities themselves play a more active role is especially important in these disadvantaged communities where there has been a lack of ownership of previous efforts to tackle deprivation and exclusion. With its partners, the Executive is developing policies to deliver community empowerment, focussing on:
 - empowering communities to make decisions and to influence others
 - building skills, confidence and capacity

- getting high quality and affordable services to communities
 - closing the digital divide
 - developing community control of assets, of organisations, and of enterprises.
8. Steps are also being taken to develop the Executive's capacity to measure across all facets of poverty and deprivation. This includes work on small area data, rural poverty and data on equality issues, which will, over time, show more clearly where the Executive's policies are working and where extra effort is required. Future Social Justice Annual Reports will continue to review progress, consider what has been achieved and look forward to the next steps.

PROMOTING INCLUSION IN WALES

1. The National Assembly for Wales came into being on the 1st July 1999. It has secondary legislative and administrative powers in relation to a wide range of functions including the economy, agriculture, education and training, health and social services, transport and roads, local government, planning, the environment and culture, recreation and sport.
2. The National Assembly is a unique democratic institution which focuses on the three central themes of social inclusion, equality of opportunity and sustainable development. It operates on the basis of the principles of partnership, openness and transparency, whilst adopting a consultative and inclusive approach to development of its policies and programmes.
3. The National Assembly has set out its vision for Wales to be:
 - united, confident and creative;
 - prosperous, well educated, skilled, healthy, environmentally and culturally rich;
 - active in its local communities where the voice of local people is heard;
 - fair – a place where everyone is valued and given opportunity to play a full part;
 - a place which values its children and where young people want to live, work and enjoy a high quality life; and
 - A safe place free from crime and the fear of crime.
4. A large number of communities in Wales have a GDP per capita well below the EU average and too many people in Wales are living in poverty and being socially excluded. The National Assembly is therefore driving forward policies to tackle poverty and social exclusion in the most deprived communities in Wales.
5. The challenges have been identified as
 - high rate of children living in poverty;
 - low levels of educational achievement;
 - poor quality housing;
 - low life expectancy;
 - low rates of pay;
 - high rates of households with nobody in employment;
 - high proportion on income benefits; and
 - high mortality rates.
6. The National Assembly is taking a long term approach to addressing the above challenges. Communities First is its flagship programme for tackling poverty and social exclusion in Wales which complements action the Assembly is taking to promote economic prosperity throughout Wales.

PROMOTING INCLUSION IN NORTHERN IRELAND

1. On December 2, 1999, power was devolved to the Northern Ireland Assembly and its First Minister, Deputy First Minister and its Executive Committee of Ministers.
2. The devolved administration is responsible for major social and economic policies which impact on people's lives. However, decision making on some policy areas which impact on poverty and exclusion remained with the United Kingdom Government. These include matters such as the National Minimum Wage and taxation.
3. The **Programme for Government**, sets out the Northern Ireland Executive's priorities for 2001-2002 and for the future. It emphasises Ministers' commitment to combating the problems of poverty and social exclusion and building a cohesive, just and inclusive society in which everyone shares in growing prosperity.
4. The Programme for Government sets out a range of measures which the Executive is committed to taking to tackle social disadvantage and the impact of disadvantage on health, education, employment and other aspects of life. In particular, it identifies the New Targeting Social Need (New TSN) as an important policy through which the Executive will tackle the problems of the most disadvantaged people.
5. New TSN applies to all Northern Ireland Departments and runs through many areas of their work. It means Departments using more of their resources to benefit the most disadvantaged people, groups and areas.
6. It is also about changing the way things are done so that programmes and services are organised and delivered in ways which are more helpful to disadvantaged people. By consistently targeting those in greatest need, New TSN should help over time to reduce inequalities in our society.
7. All Departments have New TSN Action Plans. These were finalised following widespread consultation and are published in **Making it Work: the New TSN Action Plans Report**. The Plans will be updated each year and annual progress reports will be published.

Making New TSN Work for Unemployed People

8. Unemployment is the most profound cause of poverty. New TSN is therefore concerned with increasing the number of jobs which are available. It also involves helping disadvantaged people to increase their knowledge, skills and confidence - and removing barriers to work so that they can make the most of the work opportunities there are.
9. The New TSN action plans include measures to increase job opportunities where they are most needed. This includes, for example, support for businesses and the development of tourism in disadvantaged areas, encouraging companies to provide opportunities for unemployed people, and increasing training and employment opportunities in the arts and minority languages.
10. Better access to further and higher education, and the Lifelong Learning strategy will help disadvantaged people to develop their knowledge and skills. Programmes like New Deal, Worktrack and Bridge to Employment are helping people into work. A new Taskforce on Employability and Long-Term Unemployment is being set up.

Making New TSN Work in Other Policy Areas

11. People who are poor can be disadvantaged in many ways. Through New TSN, all Departments are making special efforts to address the many needs disadvantaged people have.
12. A new public health strategy, greater community involvement in decision making, better targeting of resources, additional Health Action Zones and Healthy Living Centres will all help to address the health needs of disadvantaged people. Efforts are being made to increase their access to amenities such as forests, museums and galleries, the arts and sport services and heritage centres.
13. New TSN will help give disadvantaged children and young people a good start in life through increased access to pre-school education, childcare and family support, action to make education more relevant and interesting to children and young people in disadvantaged areas and better teaching and accommodation in low-achieving schools. A new Children's Fund will help children in need and young people at risk.

Making New TSN Work for Communities

14. Some areas suffer high levels of unemployment and poverty. Some groups in our community are more at risk of poverty than others.
15. A new strategy for urban regeneration, integrated plans for town and city

19. As required by the Act, Northern Ireland Departments prepared Equality Schemes showing how they will meet their statutory equality obligations over a five year period. Among other things, these Schemes set out Departments' plans for conducting and consulting on Equality Impact Assessments of all new and existing policies. These Schemes have now been approved by the Equality Commission, the body responsible for overseeing implementation of the statutory equality duty, and are now being implemented. New TSN and the statutory obligations under section 75 are complementary.

Executive Programme Funds

20. The Executive has developed five new funds to support programmes or projects which are of major relevance to the Executive. These will assist the development of new policies and programmes, and new improved services as well as dealing with major infrastructure projects. These funds are fully consistent with the New TSN policy and the statutory equality obligation. In particular, the Social Inclusion/Community Regeneration Fund will support action against poverty, together with urban and rural community initiatives, while the Children's Fund will provide support for children in need and young people at risk.

EUROPEAN STRUCTURAL FUNDS

Background

1. European Structural Funding has a considerable role to play in tackling social exclusion in the UK. Key contributions to supporting the strategy set out in the National Action Plan are made by:
 - the European Social Fund (ESF) which supports the Member States' NAPs on employment; and
 - the European Regional Development Fund (ERDF) in particular for community economic development

EUROPEAN SOCIAL FUND in ENGLAND

2. In England each region's *Development Plan* sets out a specific regional response to labour market priorities within the national context. Social Inclusion is a key theme across the five ESF priority areas.

Priority (i) developing active labour market policies

3. This priority area focuses on developing basic skills which is key to increasing participation of the most disadvantaged. 25% of available Objective 3 funding is targeted to this priority. It is allocated to measures / activities which either reduce long term unemployment through active labour market measures to help the unemployed and economically inactive into employment or reduce flows into long term unemployment through targeted support at the recently unemployed or those threatened with unemployment.

Priority (ii) promoting social inclusion and equal opportunities

4. Funding under this priority is targeted at groups of individuals suffering multiple disadvantage. It aims to achieve the following objectives:
 - reduce the impact of disadvantage faced by excluded groups and support their integration into the labour market through target group or area-based approaches; and
 - to promote equality through research into direct and indirect discrimination in the labour market and support follow on actions to combat the institutional aspects of discrimination.
5. Activities include: widening access to basic skills provision; removing barriers to labour market entry; developing local responses to local needs; combating discrimination and tailoring provision to individual needs. 26% of England's Objective 3 funds are spent on this priority area.

ESF in action

NEWTEC is an ESF-supported women's training centre in the East End of London which aims to help 177 women gain employment in specialist ICT occupations including computer aided design and webmaster skills.

Priority (iii) developing education and training systems as part of lifelong learning policy

6. The focus of this priority is to develop basic skills to improve the labour market prospects of disadvantaged groups, such as disabled people; those in and out of employment who lack basic or key

skills; and those with low incomes – especially unskilled workers. 26% of available Objective 3 funds are directed towards increasing and widening access, participation and levels of attainment by all, helping reduce inequality, improving employability and contributing to community development and social inclusion.

ESF in action

The Third Age Foundation is an ESF supported project that aims to help 120 older people (50-60) develop new skills through bespoke training packages. As well as 'upskilling' the project aims to tackle ageism through working with employers to combat prejudice.

Priority (iv) improving systems to create a skilled, trained and adaptable workforce

7. Priorities for support under this priority include: improving the skills base and adaptability of the employed labour force (including basic skills) and increasing the level of entrepreneurship. The CSF recognises that helping people with fewer skills join or stay within the labour market requires them to adapt to changes in the economy. Activities which can be supported include integrated childcare support and promoting effective ICT among SMEs to support social inclusion as well innovation and business competitiveness.

Priority (v) improving the prioritisation of women in the labour market and reducing labour market segregation by gender

8. The Objective 3 programmes contain two measures to reduce the level of disadvantage faced by women in the labour market. The first will tackle problems relating to access to training and employment by encouraging more flexible learning arrangements, helping women start up a business and tackling barriers such as childcare. The second aims to support research into gender discrimination in employment, pay, segregation and progression.

ESF in action

ESF funding will add significant value to the National Childcare Strategy. It will help set up 150 toy libraries within 'Early Years Development Childcare Partnerships' areas, support an additional 450 pre-school playgroups, and help pay the additional recruitment / training costs of childcare staff. Over £8 million of ESF will be spent to help provide an additional 36,500 childminder places assisting 54,750 parents.

ESF IN SCOTLAND

9. Nearly 40% of the Scottish Objective 3 budget will tackle social exclusion. Actions will improve the employability of targeted groups and remove barriers to labour market entry. ESF will also widen access to basic skills provision by developing innovative and effective ways of provision. In Objective 1 and 2 ESF and ERDF will address social exclusion. ERDF will provide supporting mechanisms to improve the employability of jobless residents in pre-defined communities.

ESF in action

The objective 3 programme in Lowland Scotland aims to help disadvantaged groups who, for a variety of reasons, are excluded both economically and socially. Funding can be used, for example, to provide training and counselling to the long term unemployed, or job search assistance to the employed living within Social Inclusion Partnership Areas.

10. To ensure the most effective co-ordination between ESF and the social justice agenda, papers have been published by the Scottish Executive, which:
- explain the role of the ESF
 - detail the type of activities addressing social exclusion that can be carried out
 - give background information on both the Funds and Social Inclusion Partnerships
 - urge Structural Funds programmes to ensure they target areas and groups covered by the SIPs.
 - highlight the interaction between the monitoring and evaluation frameworks for social inclusion work and European Structural Funds.
11. These papers are available on the Internet at www.scotland.gov.uk/esf.

ESF in WALES

12. Equal Opportunities for All and promoting Social Inclusion are two of the three major themes that the National Assembly for Wales has identified as priorities for action. These priorities are therefore strongly reflected in the ESF programmes in Wales.
13. Both the Objective 1 Programme for West Wales and the Valleys and the Objective 3 Programme for East Wales will bring fresh help to people who find themselves excluded from learning and employment opportunities. It will promote social inclusion, equality of opportunity and provide a range of support for those who are not in work including disabled people; people from ethnic minorities; older people; returners to the labour market and people who need to improve their basic skills. It will also support capacity building within communities and other community-led initiatives, including community businesses.
14. One of the strategic aims of both programmes is to reduce the numbers and proportions of people excluded from the labour market through the provision of a range of support which addresses the key constraints facing those who are particularly disadvantaged in the labour market.

ESF in action

Using European Structural Fund money, the Employment Service and its partners in Wales are seeking to develop enhancements to the current New Deal provision. For example, by strengthening the support available for those already eligible for the programme, but who may need additional help to become employable and extending the New Deal to people currently ineligible, such as young people on the margins of society - not in work, education or training and not claiming benefits.

15. Funds have been allocated to a Social Risk Capital project which will provide grants to small voluntary and community based groups, which otherwise would have difficulty accessing mainstream ESF provision. Such groups can make an important contribution to tackling social exclusion and helping people at a disadvantage in their communities but often lack the skills, experience and capacity to secure structural funds.
16. Further information on these programmes can be accessed on the Welsh European Funding Office Web-site - www.wefo.wales.gov.uk.

ESF IN NORTHERN IRELAND

17. Northern Ireland has Transitional Objective 1 status, and there are two Operational Programmes under the CSF - the Building Sustainable Prosperity Programme and the Peace 11 Programme. Within the former over 25% of ESF actions will focus exclusively in promoting equal opportunity for all in accessing the labour market. Within the latter, unique to Northern Ireland, just under one quarter of ESF support will be similarly targeted.

18. All other ESF interventions across the remaining four ESF Policy Fields in both Programmes will have an impact upon social inclusion, in line with the descriptions set out above for GB as a whole.

ESF in action

In many parts of Northern Ireland, 30 years of conflict has inhibited social and economic development. The negative impact is illustrated by demographic and labour market patterns, low levels of income, skills and qualifications, and relatively high levels of multiple deprivation. Under the Peace 11 Programme, the ESF will not only assist with social integration, inclusion and reconciliation, but will also provide people with the skills required to compete in a modern knowledge- based economy.

19. All other ESF interventions across the remaining four ESF Policy Fields in both Programmes will have an impact upon social inclusion, in line with the descriptions set out below for GB as a whole.

EUROPEAN REGIONAL DEVELOPMENT FUND (ERDF)

20. ERDF will play a major role in stimulating job creation, encouraging competitiveness, entrepreneurship, and through investment to address geographical exclusion. It will specifically provide targeted support, for the most deprived areas within Objective 1 and 2 areas, through Community Economic Development measures.

UK NATIONAL ACTION PLAN TO COMBAT POVERTY AND SOCIAL EXCLUSION

ANNEX E

INDICATORS OF PROGRESS: DEFINITIONS, DATA, BASELINE AND TRENDS INFORMATION

Introduction

This annex contains details of the set of indicators used to monitor the success of the UK Government's strategy to tackle poverty and social exclusion. Following this introductory section the annex contains the following information:

- A summary list of the indicators; and
- Information on each indicator – definition, baseline and trends, source data and links to Public Service Agreement targets.

The indicators capture the many different aspects of people's lives that are affected by poverty and social exclusion and reflect the strategic priorities that are outlined in the main body of the report. The indicators fall into two main categories:

- *Indicators that focus on current aspects of poverty and social exclusion.* These include for example indicators for education, health, housing, the quality of local environments, fear of crime and low income.
- *Indicators that capture factors that increase the risk of experiencing poverty and social exclusion later in life.* Examples in childhood are truancy and exclusion from school, teenage pregnancy and educational attainment. Examples during working age are employment and contribution to non-state pensions.

The indicators are grouped according to the first three of the four objectives agreed by the European Council of Nice:

- Objective 1: To facilitate participation in employment and access by all to resources, rights, goods and services;
- Objective 2: To prevent the risk of social exclusion; and
- Objective 3: Helping the most vulnerable.

Within each set the indicators are organised to mirror approach in the main body of the report:

- the life-cycle approach (children and young people, working-age adults and older people); and
- the focus on narrowing the gap between the most deprived communities and the rest of the country.

In areas where policy responsibility has been reserved by the UK Government, indicators will be applicable across the whole of the UK – for example indicators of low income and employment. But in some cases, such as health and education, the responsibility for the policies that influence the indicators rests with the Devolved Administrations of Scotland, Wales and Northern Ireland. Therefore separate indicators are included for Scotland (set and monitored by the Scottish Executive).

As part of the National Assembly's Annual Report on Social Inclusion in Wales, targets are being developed for all areas of responsibility devolved to the Assembly. The first annual report with these targets will be produced in Spring 2002. Thereafter, the reports will measure progress made and set new targets.

In Northern Ireland, a range of New Targeting Social Need (New TSN) indicators focusing on key-policy relevant themes are in development.

The baseline year for indicators covering the UK and England is 1997. Where data for 1997 is not available the closest available has been used. The indicators for the Scotland have 1999 baselines relating to the date of devolution.

Many of the indicators are linked to specific targets outlined in departmental Public Service Agreements (PSA). These targets set out how much progress is to be made in a specific time period and consequently do not necessarily have the same baseline years as the indicators. Most of the indicators for worklessness and employment present data for the United Kingdom,

Summary of Indicators:

Objective 1: To facilitate participation in employment and access by all to resources, rights, goods and services

Children

<i>Indicator</i>	<i>Coverage</i>
1.1 A reduction in the proportion of children living in working-age workless households, for households of a given size, over the economic cycle.	United Kingdom
1.2 Low-income indicators: <ul style="list-style-type: none"> • A reduction in the proportion of children living in households with relatively low incomes; • A reduction in the proportion of children living in households with low incomes in an absolute sense; and • A reduction in the proportion of children living in households with persistently low incomes. 	United Kingdom ²
1.3 A reduction in the proportion of children living in a home that falls below the set standard of decency.	England
1.4 Reducing the number of households with children living in temporary accommodation.	Scotland
1.5 All children will have access to quality care and early learning before entering school.	Scotland

Working age adults

<i>Indicator</i>	<i>Coverage</i>
1.6 An increase in the proportion of working age people in employment, over the economic cycle.	United Kingdom
1.7 A reduction in the proportion of working age people living in workless households, for households of a given size, over the economic cycle.	United Kingdom
1.8 An increase in the employment rates of disadvantaged groups – people with disabilities, lone parents, ethnic minorities and the over 50's – and a reduction in the difference between their employment rates and the overall rate.	United Kingdom ³
1.9 Low-income indicators: <ul style="list-style-type: none"> • A reduction in the proportion of working age people living in households with relatively low incomes; • A reduction in the proportion of working age people living in households with low incomes in an absolute sense; and • A reduction in the proportion of working age people living in households with persistently low incomes. 	United Kingdom ⁴
1.10 Increase the proportion of students from under-represented, disadvantaged groups and areas in higher education compared to the overall student population in higher education.	Scotland

² Data only available for Great Britain

³ Data for ethnic minorities and lone parents covers Great Britain

⁴ Data only available for Great Britain

Older people

<i>Indicator</i>	<i>Coverage</i>
1.11 Low-income indicators: <ul style="list-style-type: none"> • A reduction in the proportion of older people living in households with relatively low incomes; • A reduction in the proportion of older people living in households with low incomes in an absolute sense; and • A reduction in the proportion of older people living in households with persistently low incomes. 	United Kingdom ⁵
1.12 A reduction in the proportion of older people living in a home that falls below the set standard of decency.	England
1.13 An increase in the proportion of older people being helped to live independently.	England
1.14 Increase the proportion of older people able to live independently by doubling the proportion of older people receiving respite care at home and increasing home care opportunities.	Scotland

Communities

<i>Indicator</i>	<i>Coverage</i>
1.15 A reduction in the difference between employment rates in the most deprived local authority districts and the overall employment rate, over the economic cycle.	United Kingdom
1.16 A reduction in the proportion of households living in a home that falls below the set standard of decency.	England
1.17 Increasing the quality and variety of homes in the most disadvantaged communities.	Scotland
1.18 Increasing the number of households in disadvantaged areas	

Objective 2: To prevent the risk of social exclusion

Children and Young People

<i>Indicator</i>	<i>Coverage</i>
2.1 An increase in the proportion of seven-year-old Sure Start children achieving level 1 or above in the Key Stage 1 English and Maths test.	England
2.2 An increase in the proportion of children who attain the appropriate levels of reading, writing and maths by the end of Primary 2.	Scotland
2.3 An increase in the proportion of those aged 11 achieving level 4 or above in the Key Stage 2 tests for literacy and numeracy.	England
2.4 An increase in the proportion of children who attain the appropriate levels of reading, writing and maths by the end of Primary 7.	Scotland
2.5 An increase in the proportion of 16-year-olds with at least one GCSE.	England
2.6 Bringing the poorest-performing 20 per cent of pupils, in terms of Standard Grade achievement, closer to the performance of all pupils.	Scotland
2.7 An increase in the proportion of 19-year-olds with at least a level 2 qualification or equivalent.	England ⁶
2.8 An increase in the proportion of 16 to 18-year-olds who are in learning.	England
2.9 Halving the proportion of 16-19 year olds who are not in education, training and employment.	Scotland
2.10 A reduction in the proportion of truancies and exclusions from school.	England
2.11 Reducing by one third the days lost every year through exclusion from school and truancy.	Scotland
2.12 Improving the well-being of children through: <ul style="list-style-type: none"> • Reductions in the proportion of women smoking during pregnancy • Reductions in the percentage of low birth-weight babies • Reduction in dental decay among 5 year olds • Increasing the proportion of children breastfeeding 	Scotland

⁶ Data is for Great Britain.

Working-age adults

<i>Indicator</i>	<i>Coverage</i>
2.13 A reduction in the proportion of working age people without a qualification.	England
2.14 A reduction in the number of working age people living in families claiming Income Support or income-based Job Seekers Allowance who have been claiming these benefits for long periods of time.	United Kingdom ⁷
2.15 A reduction in adult smoking rates in all social classes.	England
2.16 Improving the health of families by reducing smoking, alcohol misuse, poor diet and mortality rates from coronary heart disease.	Scotland

Older people

<i>Indicator</i>	<i>Coverage</i>
2.17 An increase in the proportion of working age people contributing to a non-state pension.	United Kingdom ⁸
2.18 An increase in the amount contributed to non-state pensions.	United Kingdom
2.19 An increase in the proportion of working age individuals who have contributed to a non-state pension in at least three years out of the last four.	United Kingdom ⁹
2.20 An increase in healthy life expectancy at age 65.	England

Communities

<i>Indicator</i>	<i>Coverage</i>
2.21 The UK Government will shortly announce a target to reduce to zero the number of LEAs where fewer than a certain percentage of pupils achieve level 4 in the Key Stage 2 English and maths tests, thus narrowing the attainment gap. An indicator that is linked to this target will then be developed.	England
2.22 Increasing the number of people across all communities taking part in voluntary activities.	Scotland

⁷ Data available for Great Britain

⁸ Data available for Great Britain

⁹ Data available for Great Britain

Objective 3: Helping the most vulnerable

Children and Young People

<i>Indicator</i>	<i>Coverage</i>
3.1 A reduction in the rate at which children are admitted to hospital as a result of an unintentional injury resulting in a hospital stay of longer than three days.	England
3.2 An improvement in the educational attainment of children looked after by local authorities.	England
3.3 All young children leaving local authority care will achieve at least English and Maths standard grade and will have access to appropriate housing options.	Scotland
3.4 Improving the health of young people through reductions in smoking by 12-15 year olds, teenage pregnancies among 13-15 year olds and the rate of suicides among young people.	Scotland
3.5 A reduction in the rate of conceptions for those aged under 18 and a reduction in the proportion of those who are teenage parents not in education, employment or training.	England
3.6 A reduction in the proportion of children registered during the year on the Child Protection Register who had been previously registered	England
3.7 A reduction in the gap in infant mortality (for children under 1) between manual groups and the population as a whole.	England ¹⁰

Working-age adults

<i>Indicator</i>	<i>Coverage</i>
3.8 A reduction in the proportion of young people reporting the use of Class A drugs during the last month and the last year.	England ¹¹
3.9 To reduce the incidence of drug misuse in general and of injecting and sharing of needles in particular.	Scotland
3.10 Increasing the proportion of people with learning disabilities able to live at home or in a 'homely' environment.	Scotland
3.11 A reduction in the death rates from suicide and undetermined injury.	England
3.12 A reduction in the number of people sleeping rough.	England
3.13 No one has to sleep rough.	Scotland

Older people

<i>Indicator</i>	<i>Coverage</i>
3.14 A reduction in the proportion of older people whose lives are affected by fear of crime.	England and Wales Scotland
3.15 Reducing the fear of crime among older people.	Scotland
3.16 Increasing the number of old people taking physical exercise and reducing the rates of mortality from coronary heart disease and the prevalence of respiratory disease.	Scotland

¹⁰ Data available for England and Wales

¹¹ Data used is for England and Wales

Communities

<i>Indicator</i>	<i>Coverage</i>
3.17 A reduction in the national rate of domestic burglary and a reduction in the difference between the rates in the most deprived local authority areas and the national average.	England and Wales
3.18 Reducing crime rates in disadvantaged areas.	Scotland
3.19 To reduce the gap between the quintile of Health Authorities with the lowest life expectancy at birth and the population as a whole.	England

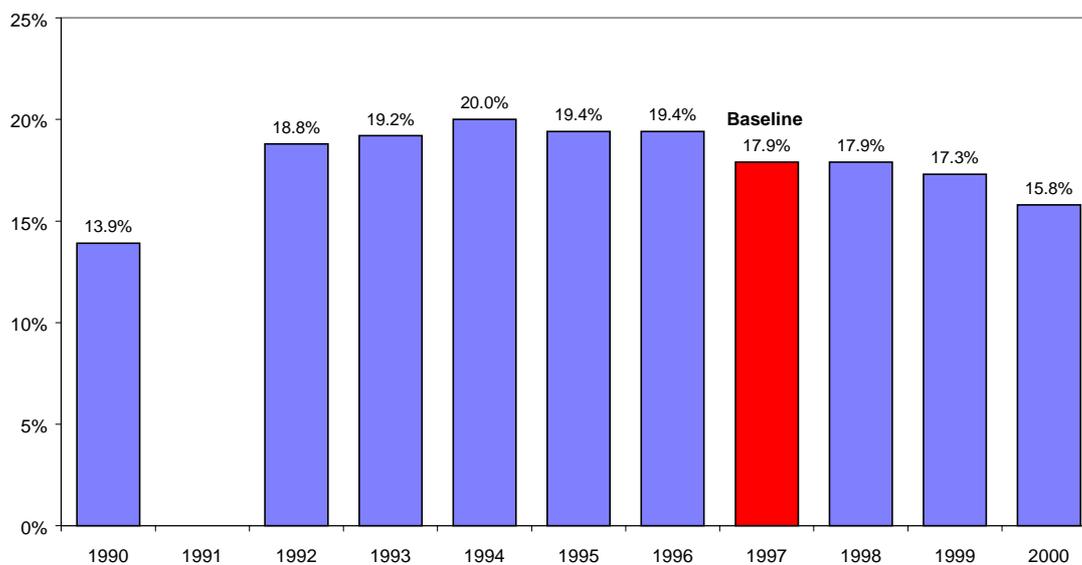
CHILDREN AND YOUNG PEOPLE

Objective 1: To facilitate participation in employment and access by all to resources, rights, goods and services

Indicator 1.1: A reduction in the proportion of children living in workless households, for households of a given size, over the economic cycle. (UNITED KINGDOM)

Baseline and Trends: Baseline year – 1997. The proportion of children in working-age workless households rose from 14 per cent in 1990 to 20 per cent in 1994. Since then the proportion has fallen to 17.9 per cent in 1997 (baseline year) and to 15.8 per cent by 2000.

Proportion of children living in workless households



Source: Labour Force Survey, spring quarters

Year	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000
%	13.9	-	18.8	19.2	20.0	19.4	19.4	17.9	17.9	17.3	15.8

Definition: Percentage of children aged under 16 in a working-age household where no adult works. A working-age household is a household that includes at least one person of working age (i.e. a woman aged between 16 and 59, or a man aged between 16 and 64). Workless is defined as those who are either ILO unemployed or economically inactive.

Data Source: Labour Force Survey - Spring quarters. Data not available for Spring 1991.

Target: To reduce the numbers of children living in workless households over the three years to 2004 – Great Britain. (Welfare to Work Public Service Agreement (PSA) target).

CHILDREN AND YOUNG PEOPLE

Objective 1: To facilitate participation in employment and access by all to resources, rights, goods and services

Indicator 1.2: Low income indicators:

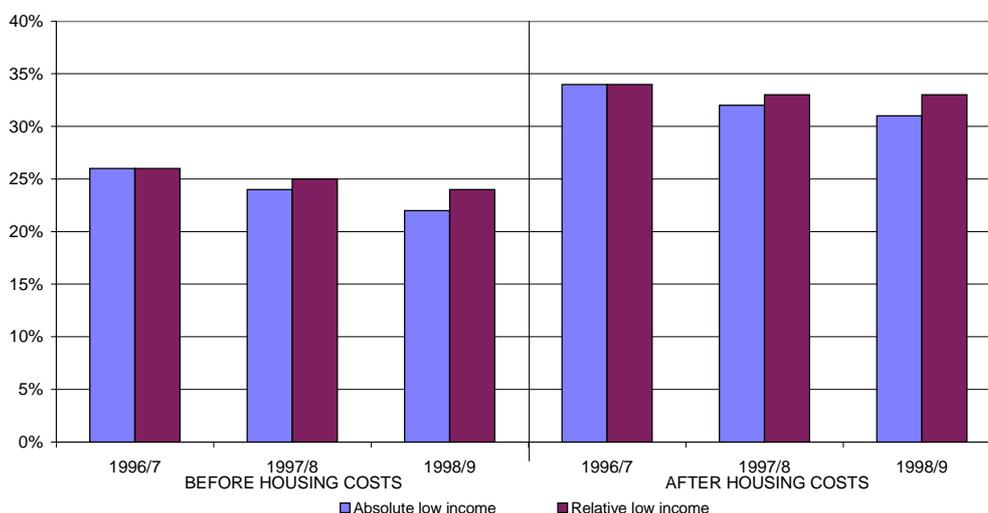
- a) a reduction in the proportion of children living in households with relatively low incomes;
- b) a reduction in the proportion of children living in households with low incomes in an absolute sense;
- c) a reduction in the proportion of children living in households with persistently low incomes. (UNITED KINGDOM)

Baseline data and trends: Baseline year – 1996/7. The tables below show the proportion of children living in households with relatively low incomes and low incomes in an absolute sense, using both before and after housing costs measures. A range of income thresholds is shown (40, 50 and 60 per cent of mean income and 50, 60 and 70 per cent of median income). The table for persistently low incomes measures the proportion of children who have lived in households with low incomes in three out of four years based on a before housing costs measure for 60 and 70 per cent of median income.

The graph highlights the trends for the 60 per cent of median income relative and absolute measures both before and after housing costs. The graph shows that between 1996/7 the 1998/9 the proportion of children with relatively low incomes remained broadly constant at around one in three on the after housing costs measure and one in four on the before housing costs measure. The proportion of children living in low income households in an absolute sense declined from 34 per cent to 31 per cent on the after housing costs measure and 26 per cent to 22 per cent on the before housing costs measures.

Just less than one in five children had a low income in at least three out of four years between 1995 and 1998.

Percentage of children living in households below 60% median income



Source: Households Below Average Income
 Note: absolute low incomes are below 1996/97 level in real terms

CHILDREN AND YOUNG PEOPLE

Objective 1: To facilitate participation in employment and access by all to resources, rights, goods and services

Percentage of children below thresholds of contemporary mean and median income

	Before Housing Costs			After Housing Costs		
	1996/7	1997/8	1998/9	1996/7	1997/8	1998/9
Thresholds of mean						
40 per cent	11%	11%	12%	21%	22%	23%
50 per cent	26%	26%	26%	35%	34%	35%
60 per cent	38%	39%	40%	44%	43%	45%
Thresholds of median						
50 per cent	13%	13%	12%	23%	23%	23%
60 per cent	26%	25%	24%	34%	33%	33%
70 per cent	36%	36%	35%	42%	41%	41%

Source: Households Below Average Income

Percentage of children below thresholds of 1996/7 mean and median income held constant in real terms

	Before Housing Costs			After Housing Costs		
	1996/7	1997/8	1998/9	1996/7	1997/8	1998/9
Thresholds of mean						
40 per cent	11%	10%	9%	21%	20%	18%
50 per cent	26%	24%	22%	35%	33%	32%
60 per cent	38%	37%	35%	44%	42%	41%
Thresholds of median						
50 per cent	13%	12%	11%	23%	22%	20%
60 per cent	26%	24%	22%	34%	32%	31%
70 per cent	36%	35%	33%	42%	40%	39%

Source: Households Below Average Income

Percentage of children experiencing persistent low income

Period	Below 60% median household income in at least 3 out of 4 years	Below 70% median household income in at least 3 out of 4 years
1991 to 1994	19	28
1995 to 1998	17	26

Source: Households Below Average Income

Definition: 50, 60 and 70 per cent below median income and 40, 50 and 60 per cent below mean income (before and after housing costs):

- a) relatively low incomes – median/mean moving each year;
- b) low incomes in an absolute sense – median/mean fixed at 1996/97 levels in real terms;
- c) persistently low incomes – low incomes (before housing costs) in three out of last four years.

Full definitions can be found in Households Below Average Income publication (Department for Work and Pensions).

Data Source: Households Below Average Income analysis using data from Family Resources Survey and British Household Panel Survey. Data covers Great Britain only – data for Northern Ireland is not available.

Target: Make substantial progress towards eradicating child poverty by reducing the number of children living in low-income households by at least a quarter by 2004. (Department for Work and Pensions and Her Majesty's Treasury joint PSA target)

CHILDREN AND YOUNG PEOPLE

Objective 1: To facilitate participation in employment and access by all to resources, rights, goods and services

Indicator 1.3: A reduction in the proportion of children who live in a home which falls below the set standard of decency. (ENGLAND)

Baseline and Trends: In 1996, 23 per cent of children lived in a home that was not decent. This is the latest available data.

Definition: The proportion of dependent children (aged 0-15 or 16-18 in full time education) who live in a home that is not decent. The definition of a decent home is one which meets all of the following criteria:

- is above the current statutory minimum standard for housing
- is in a reasonable state of repair
- provides a reasonable degree of thermal comfort
- has modern facilities and services.

Data Source: The English House Condition Survey has been conducted every 5 years. The next English House Condition Survey is being conducted in 2001. After this the survey will be conducted annually.

Targets: To ensure that all social housing meets a set standard of decency by 2010; to reduce the number of households living in social housing that does not meet these standards by one third between April 2001 and April 2004.¹² (Department for Transport, Local Government and the Regions PSA target)

¹² The PSA covers social housing only, whereas the indicator covers all tenures. The PSA target refers to households and does not distinguish between children, working age and older people.

CHILDREN AND YOUNG PEOPLE

Objective 1: To facilitate participation in employment and access by all to resources, rights, goods and services

Indicator 1.4: Reducing the number of households, and particularly families with children, living in temporary accommodation (SCOTLAND)

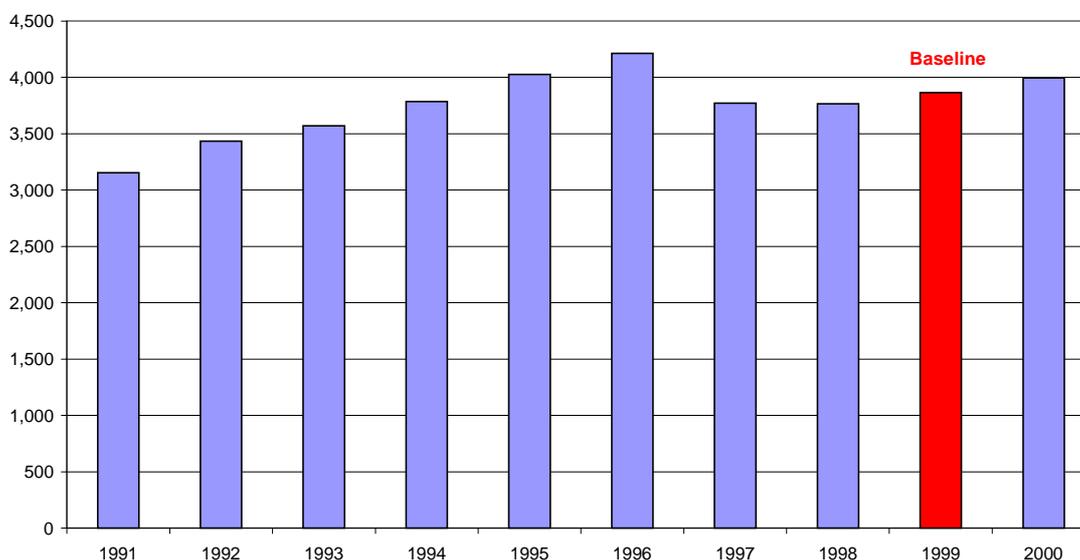
Baseline and Trends: Baseline year – 1999. The pattern from 1991 to the end of the 1990s was one of increasing numbers of *families* being placed in temporary accommodation, although there was a decrease between 1996 and 1997. From early 2001, data will be available on the number of households with children in temporary accommodation.

Number of households in temporary accommodation in Scotland

Year (end of March)	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000
Number of households	3,155	3,435	3,572	3,785	4,028	4,214	3,772	3,764	3,864	3,995

Source: Scottish Executive

Number of households in temporary accommodation in Scotland



Source: Scottish Executive

Definition: The information is collected under the homeless persons legislation and relates only to those households who were secured temporary accommodation under the legislation.

Data Source: Data collected by Local Authorities and provided to the Scottish Executive on a quarterly basis.

CHILDREN AND YOUNG PEOPLE

Objective 1: To facilitate participation in employment and access by all to resources, rights, goods and services

Indicator 1.5: All children will have access to quality care and early learning before entering school. (SCOTLAND)

Baseline and Trends:

Participation in pre school education

	Number eligible for pre school education in 1999-2000*	Number receiving grant funded pre-school provision at June 2000	Estimated Participation rates at June 2000
3 year olds	59,682	40,521	68%
4 year olds	59,383	57,831	97%

* Derived from local authority estimates

Definition: The proportion of eligible 3 and 4 year olds receiving grant funded pre-school provision.

Data Source: Census of pre-school education centres and the Local Authority grant application data collected by the Scottish Executive.

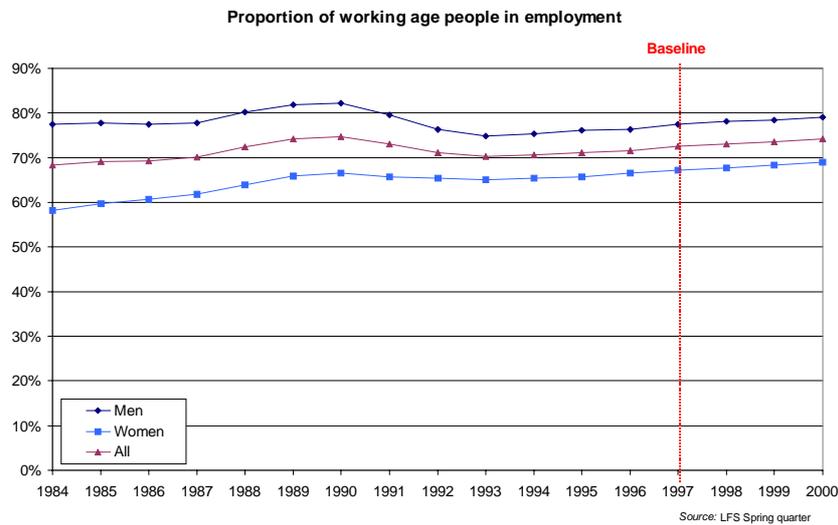
Target: The key commitment is to provide part-time pre-school education for all 3 and 4 year olds.

WORKING-AGE ADULTS

Objective 1: To facilitate participation in employment and access to resources, rights, goods and services

Indicator 1.6: An increase in the proportion of working age people in employment, over the economic cycle. (UNITED KINGDOM)

Baseline and Trends: Baseline year – 1997. The proportion of the working age population in employment increased to a peak of 75 per cent in 1990, falling subsequently to 70 per cent in the early 1990s during the recession. The proportion in employment has since risen to 73 per cent in Spring 1997 and 74 per cent by Spring 2000.



Year	1984	1985	1986	1987	1988	1989	1990	1991	1992
All	68%	69%	69%	70%	72%	74%	75%	73%	71%
Men	77%	78%	77%	78%	80%	82%	82%	80%	76%
Women	58%	60%	61%	62%	64%	66%	67%	66%	65%

Year	1993	1994	1995	1996	1997	1998	1999	2000
All	70%	71%	71%	72%	73%	73%	74%	74%
Men	75%	75%	76%	76%	77%	78%	78%	79%
Women	65%	65%	66%	66%	67%	68%	68%	69%

Definition: Proportion of working age people in employment – working age is 16 to 59 for women and 16 to 64 for men.

Data Source: Labour Force Survey – spring quarters.

Targets: To increase employment over the economic cycle – Great Britain. (Welfare to work PSA)

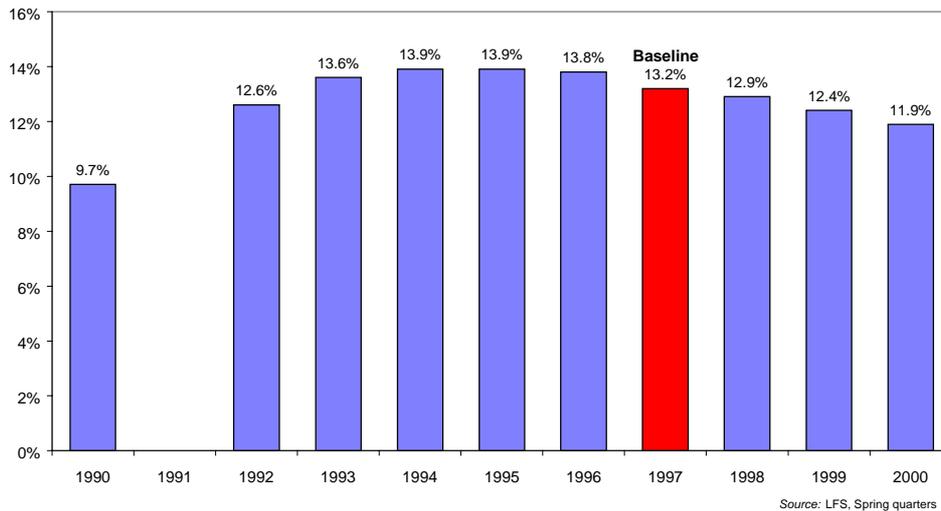
WORKING-AGE ADULTS

Objective 1: To facilitate participation in employment and access to resources, rights, goods and services

Indicator 1.7: A reduction in the proportion of working age people living in workless households, for households of a given size over the economic cycle. (UNITED KINGDOM)

Baseline and Trends: Baseline year – 1997. The proportion of working age people living in workless households rose from 9.7 per cent in 1990 to about 13.9 per cent in 1995. Since then it has fallen continuously to 13.2 per cent in spring 1997 and to 11.9 per cent by spring 2000.

Proportion of working age living in workless households



Year	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000
%	9.7	-	12.6	13.6	13.9	13.9	13.8	13.2	12.9	12.4	11.9

Definition: Proportion of working age people living in working age households where no-one works – working age is 16 to 59 for women and 16 to 64 for men. Workless is defined as those who are either ILO unemployed or economically inactive.

Data Source: Labour Force Survey – spring quarters. Data not available for 1991.

Target: Linked to Welfare to Work PSA targets for Great Britain.

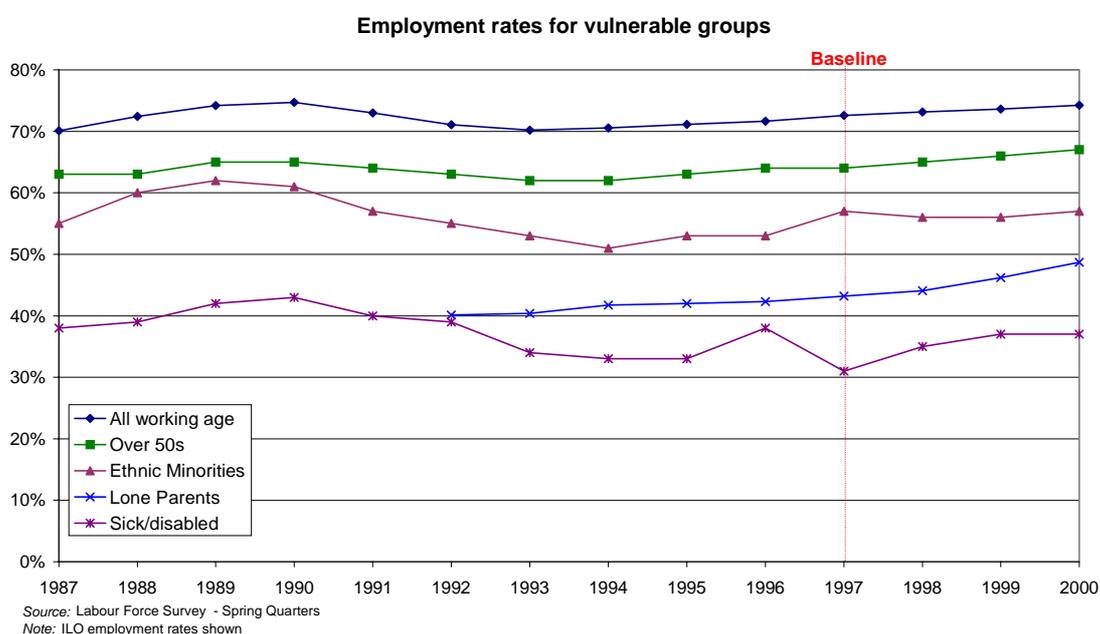
WORKING-AGE ADULTS

Objective 1: To facilitate participation in employment and access to resources, rights, goods and services

Indicator 1.8: An increase in the employment rates of disadvantaged groups - people with disabilities, lone parents, ethnic minorities and the over 50's - and a reduction in the difference between their employment rates and the overall rate. (UNITED KINGDOM)

Baseline and Trends: Baseline year – 1997. The first graph and table below show employment rates. Between 1997 and 2000 there has been a rise in the employment rate for over 50s (from 64 per cent to 67 per cent), lone parents (from 45 per cent to 49 per cent) and for the sick and disabled (from 31 per cent to 37 per cent). The rate for ethnic minorities has remained broadly constant at around 57 per cent.

The second graph (on the next page) shows the difference between employment rates for these groups compared to the overall rate. The gap has narrowed for all groups with the exception of ethnic minorities.

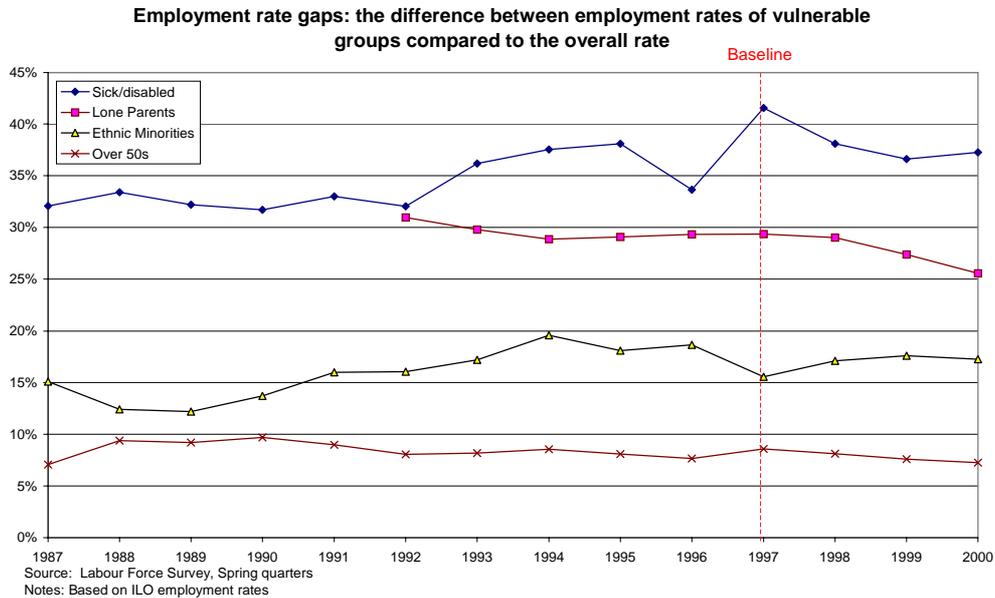


Year	1987	1988	1989	1990	1991	1992	1993	1994	1995
All	70%	72%	74%	75%	73%	71%	70%	71%	71%
Over 50s	63%	63%	65%	65%	64%	63%	62%	62%	63%
Ethnic minorities	55%	60%	62%	61%	57%	55%	53%	51%	53%
Lone Parents	-	-	-	-	-	40%	40%	42%	42%
Sick and disabled	38%	39%	42%	43%	40%	39%	34%	33%	33%

Year	1996	1997	1998	1999	2000
All	72%	73%	73%	74%	74%
Over 50s	64%	64%	65%	66%	67%
Ethnic minorities	53%	57%	56%	56%	57%
Lone Parents	42%	43%	44%	46%	49%
Sick and disabled	38%	31%	35%	37%	37%

WORKING-AGE ADULTS

Objective 1: To facilitate participation in employment and access to resources, rights, goods and services



Definition: Disabilities: those people where paid work is limited due to a health condition (1987 - 1991) or due to a health condition or disability (1992 - 1996) or where there was a limiting condition for 12 months or more (1997 – 2000). Data for Lone Parents is based on lone parents with dependant children aged 0-15 years. Data for United Kingdom, except ethnic minorities and lone parents data for Great Britain only. (Note: These groups are not mutually exclusive.)

Data Source: Labour Force Survey.

Sick/Disabled LFS: Annual 1987-1991, Spring quarters 1992-2001.

Lone Parents LFS GB Household data: Spring quarters.

Ethnicity LFS GB only: Annual 1987-1991, Spring quarters 1992-2001.

Over 50s LFS: Annual 1987-1991, Spring quarters 1992-2001.

Note: UK and working age unless otherwise stated.

Target: Over the three years to 2004 increase the employment rates of disadvantaged areas and groups, taking account of the economic cycle – people with disabilities, lone parents, ethnic minorities and the over 50s, the 30 local authorities with the poorest initial labour market position – and reduce the difference between their employment rates and the overall rate – Great Britain. (Welfare to Work PSA).¹³

¹³ See indicator 1.15 for information on local authorities.

WORKING-AGE ADULTS

Objective 1: To facilitate participation in employment and access to resources, rights, goods and services

Indicator 1.9: Low income indicators:

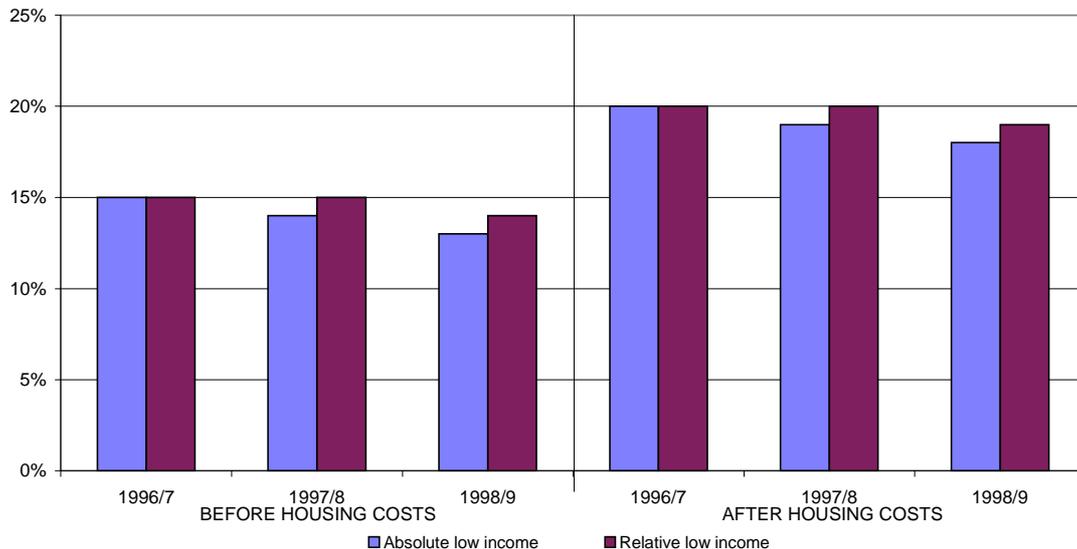
- a) a reduction in the proportion of working age people living in households with relatively low incomes;
- b) a reduction in the proportion of working age people living in households with low incomes in an absolute sense;
- c) a reduction in the proportion of working age people living in households with persistently low incomes. (UNITED KINGDOM)

Baseline and Trends: Baseline year – 1996/7. The tables below show the proportion of working age adults living in households with relatively low incomes and low incomes in an absolute sense, using both before and after housing costs measures. A range of income thresholds is shown (40, 50 and 60 per cent of mean income and 50, 60 and 70 per cent of median income). The table for persistently low incomes measures the proportion of working age adults who have lived in households with low incomes in three out of four years based on a before housing cost measure for 60 and 70 per cent of median income.

The graph highlights the trends for the 60 per cent of median income relative and absolute measures both before and after housing costs. The graph shows that between 1996/7 the 1998/9 the proportion of working-age adults living in households with relatively low incomes remained broadly constant at around one in five on the after housing costs measure and 15 per cent on the before housing cost measure. The proportion of working-age adults living in households with low income in an absolute sense declined from 20 per cent to 18 per cent on the after housing costs measure and 15 per cent to 13 per cent on the before housing costs measures.

Just fewer than one in ten working age adults had a low income in at least three out of four years between 1995 and 1998.

Percentage of working-age adults living in households below 60% median income



Source: Households Below Average Income
 Note: absolute low incomes are below 1996/97 level in real terms

WORKING-AGE ADULTS

Objective 1: To facilitate participation in employment and access to resources, rights, goods and services

Percentage of working age adults below thresholds of contemporary mean and median income

	Before Housing Costs			After Housing Costs		
	1996/7	1997/8	1998/9	1996/7	1997/8	1998/9
Thresholds of mean						
40 per cent	7%	8%	8%	14%	13%	14%
50 per cent	15%	15%	15%	21%	20%	20%
60 per cent	23%	23%	24%	27%	26%	27%
Thresholds of median						
50 per cent	8%	8%	8%	15%	14%	14%
60 per cent	15%	15%	14%	20%	20%	19%
70 per cent	22%	21%	21%	26%	25%	24%

Source: Households Below Average Income

Percentage of working age adults below thresholds of 1996/7 mean and median income held constant in real terms

	Before Housing Costs			After Housing Costs		
	1996/7	1997/8	1998/9	1996/7	1997/8	1998/9
Thresholds of mean						
40 per cent	7%	7%	7%	14%	13%	12%
50 per cent	15%	14%	13%	21%	19%	18%
60 per cent	23%	22%	21%	27%	25%	24%
Thresholds of median						
50 per cent	8%	8%	7%	15%	14%	13%
60 per cent	15%	14%	13%	20%	19%	18%
70 per cent	22%	21%	19%	26%	24%	23%

Source: Households Below Average Income

Percentage of working age adults experiencing persistent low income

Period	Below 60% median household income in at least 3 out of 4 years	Below 70% median household income in at least 3 out of 4 years
1991 to 1994	8	12
1995 to 1998	7	12

Source: Households Below Average Income

Definition: 50, 60 and 70 per cent below median income and 40, 50 and 60 per cent below mean income (before and after housing costs):

- a) relative incomes – median/mean moving each year;
 - b) absolute income – median/mean fixed at 1996/97 levels in real terms;
 - c) persistent low incomes – low incomes (before housing costs) in three out of last four years.
- Full definitions available in Households Below Average Income publication (Department for Work and Pensions).

Data Source: Households Below Average Income analysis using data from Family Resources Survey and British Household Panel Survey. Data for Great Britain – data for Northern Ireland is not available.

WORKING-AGE ADULTS

Objective 1: To facilitate participation in employment and access to resources, rights, goods and services

Indicator 1.10: Increasing the proportion of students from under-represented, disadvantaged groups and areas in higher education compared with the overall student population in higher education. (SCOTLAND)

Baseline and Trends: This is measured by two indicators: one that measures participation by social classes III Manual, IV and V and the other participation from low participation neighbourhoods.

24 per cent of young people taking full-time first degrees at Scottish higher Education Institutions in 1997-98 and 1998-1999 were from social classes III Manual, IV and V.

Around 17 per cent of young people taking full-time first degrees at Scottish higher Education Institutions are from low participation neighbourhoods. Of mature (21 and over) full-time undergraduates entrants around 15 per cent are from low participation neighbourhoods.

Participation in higher education: Social classes III Manual, IV and V

Student category	Participation rates	
	1997-98	1998-99
Young (under 21) home full-time first degree	23.80%	24.10%
All young home full-time undergraduate entrants	24.20%	24.30%

Note: "Undergraduate" includes HE study at sub-degree level e.g. DipHE, HND.

Figures are not available for mature and part-time entrants.

Participation in higher education : Low participation neighbourhoods

Student category	Participation rates	
	1997-98	1998-99
Young (under 21) home full-time first degree	16.2%	16.9%
All young home full-time undergraduate entrants	17.0%	17.8%
Mature (21 and over) home full-time undergraduate entrants	16.5%	14.3%
Home part-time undergraduate entrants	Young – 16.1 %	Young – 24.7 %
	Mature – 4.7 %	Mature – 5.4 %

Definition: Low participation neighbourhoods are based on neighbourhoods built up by clustering postcodes with similar characteristics. Areas for which this participation rate was less than two thirds of the UK average have been defined as low participation neighbourhoods. Figures are given on young (under 21) home full-time first degree entrants, all young full-time undergraduate entrants, mature (21 and over) home full-time undergraduate entrants and home part-time undergraduate entrants.

Note: Home means 'UK' not 'Scottish'.

Data Source: A set of performance indicators in higher education published for the UK by the higher education funding councils and DENI.

OLDER PEOPLE

Objective 1: To facilitate participation in employment and access to resources, rights, goods and services

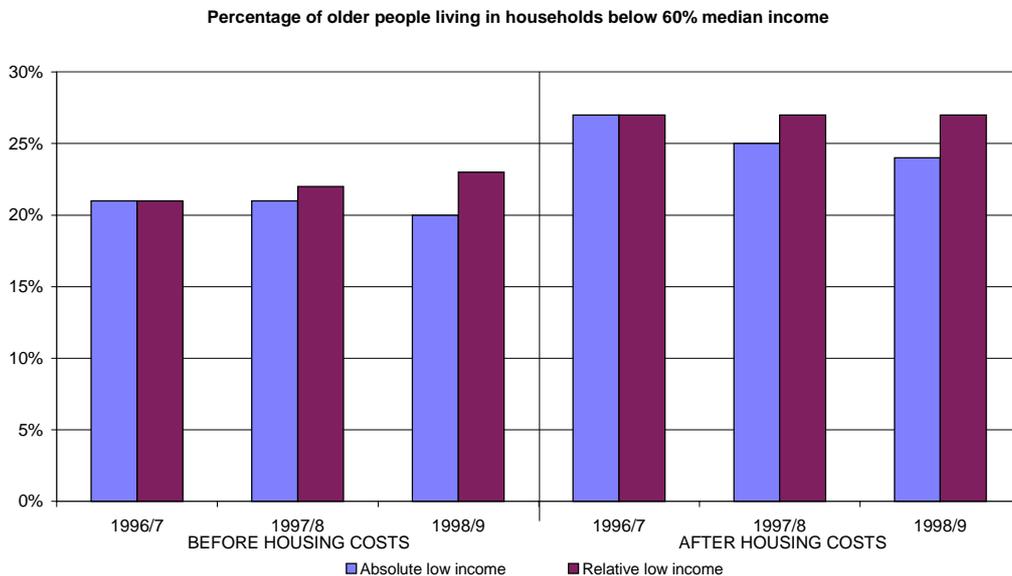
Indicator 1.11: Low income indicators:

- a) a reduction in the proportion of older people living in households with relatively low incomes;
- b) a reduction in the proportion of older people living in households with low incomes in an absolute sense; and
- c) a reduction in the proportion of older people living in households with persistently low incomes. (UNITED KINGDOM)

Baseline and Trends: Baseline year – 1996/7. The tables below show the proportion of pensioners living in households with relatively low incomes and low incomes in an absolute sense, using both before and after housing cost measures. A range of income thresholds is shown (40, 50 and 60 per cent of mean income and 50, 60 and 70 per cent of median income). The table for persistently low incomes measures the proportion of pensioners who have lived in households with low incomes in three out of four years based on a before housing cost measure for 60 and 70 per cent of median income.

The graph highlights the trends for the 60 per cent of median income measures both before and after housing costs. The graph shows that between 1996/7 the 1998/9 the proportion of pensioners with low incomes in a relative sense increased from 21 per cent to 23 per cent on the before housing cost measure but remained broadly constant at 27 per cent on the after housing cost measure. The proportion of pensioners living in low income households in an absolute sense declined from 21 per cent to 20 per cent on the before housing cost measure and 27 per cent to 24 per cent on the after housing cost measures.

16 per cent of all pensioners had persistently low income, i.e. a low income in at least three out of four years between 1995 and 1998.



OLDER PEOPLE

Objective 1: To facilitate participation in employment and access to resources, rights, goods and services

Percentage of pensioners below thresholds of 1996/7 mean and median income held constant in real terms

	Before Housing Costs			After Housing Costs		
	1996/7	1997/8	1998/9	1996/7	1997/8	1998/9
Thresholds of mean						
40% mean	9%	9%	8%	10%	9%	8%
50% mean	22%	21%	21%	28%	26%	24%
60% mean	38%	38%	37%	41%	40%	38%
Thresholds of median						
50% median	10%	10%	10%	11%	11%	10%
60% median	21%	21%	20%	27%	25%	24%
70% median	35%	34%	34%	39%	37%	36%

Source: Households Below Average Income

Percentage of pensioners below thresholds of contemporary mean and median income

	Before Housing Costs			After Housing Costs		
	1996/7	1997/8	1998/9	1996/7	1997/8	1998/9
Thresholds of mean						
40 per cent	9%	10%	11%	10%	11%	12%
50 per cent	22%	23%	25%	28%	29%	30%
60 per cent	38%	40%	42%	41%	42%	42%
Thresholds of median						
50 per cent	10%	11%	12%	11%	12%	12%
60 per cent	21%	22%	23%	27%	27%	27%
70 per cent	35%	36%	37%	39%	38%	38%

Source: Households Below Average Income

Percentage of pensioners experiencing persistent low income

Period	Below 60% median household income in at least 3 out of 4 years	Below 70% median household income in at least 3 out of 4 years
1991 to 1994	16	32
1995 to 1998	16	32

Source: Households Below Average Income

Definition: 50, 60 and 70 per cent below median income and 40, 50 and 60 per cent below mean income (before and after housing costs):

- a) relative incomes – median/mean moving each year;
 - b) absolute income – median/mean fixed at 1996/97 levels in real terms;
 - c) persistent low incomes – low incomes (before housing costs) in three out of last four years.
- Full definitions available in Households Below Average Income publications (Department for Work and Pensions).

Data Source: Households Below Average Income using data from Family Resources Survey and British Household Panel Survey. Data covers Great Britain.

Target: To introduce an improved, integrated and modern service for delivering benefits and information to pensioners. (Department for Work and Pensions PSA target)

OLDER PEOPLE

Objective 1: To facilitate participation in employment and access to resources, rights, goods and services

Indicator 1.12: A reduction in the proportion of older people who live in a home which falls below the set standard of decency. (ENGLAND)

Baseline and Trends: In 1996, 38 per cent of older people lived in a home that was not decent.

Definition: The proportion of older people (aged 60 or over) who live in a home that is not decent. The definition of a decent home is one which meets all of the following criteria:

- is above the current statutory minimum standard for housing
- is in a reasonable state of repair
- provides a reasonable degree of thermal comfort
- has modern facilities and services.

Data source: The English House Condition Survey has been conducted every five years. The next English House Condition Survey is being conducted in 2001 – the survey will then be conducted annually.

Targets: To ensure that all social housing meets a set standard of decency by 2010; to reduce the number of households living in social housing that does not meet these standards by one third between April 2001 and April 2004.¹⁴ (Department for Transport, Local Government and the Regions PSA target).

¹⁴ The PSA covers social housing only, whereas the indicator covers all tenures. The PSA target refers to households and does not distinguish between children, working age and older people.

OLDER PEOPLE

Objective 1: To facilitate participation in employment and access to resources, rights, goods and services

Indicator 1.13: An increase in the proportion of older people being helped to live independently. (ENGLAND)

Baseline and Trends:

- a. **Intensive home care** (defined as the number of households receiving more than 10 contact hours and 6 or more visits during a survey week per 1000 head of population aged 65 years or over)

Number of households per thousand head of the population aged over 65	
1998/99	7.8
1999/00	8.8

- b. **Older people helped to live at home** (defined as people aged 65 or over receiving community based services per head of the population aged 65 years or over)

Year	People per thousand head of population aged over 65	
	Old basis	New basis
1996/97	83	
1997/98	81	
1998/99	71	82
1999/00		84

For (a) no data is available before 1998/99. For (b) there was a change in the way the data is collected in 1998/9.

Definition: Households receiving intensive home care (more than 10 hours contact and 6 or more visits during the survey week) per 1000 head of population aged 65 or over; Households receiving any community based services per 1000 head of population aged 65 and over.

Data Source: Social Service Performance in 1999-2000, Department of Health.

Links with other indicators: Both of these measures appear as indicators in the Personal Social Services Performance Assessment Framework.

OLDER PEOPLE

Objective 1: To facilitate participation in employment and access to resources, rights, goods and services

Indicator 1.14: Increasing the proportion of older people able to live independently by doubling the proportion of older people receiving respite care at home and increasing home care opportunities (SCOTLAND).

Baseline and Trends: This is measured by 3 indicators. The information is sparse and care is needed when interpreting the figures. Where figures are available they represent the last week in March for the relevant year.

Information is currently only available for 2 of the indicators. Information on the third indicator – the proportion of older people receiving home based respite care per 1,000 head of the population aged 65 and over - is not currently available. Work is being taken forward to collect this information; the first year of available data is likely to be 2001.

The number of older people receiving intensive home care (more than 10 hours per week) per 1,000 head of population aged 65 and over was 9.58 in 1998 and 9.84 in 1999.

In 1998, 16 per 1,000 head of population aged 65 and over received day care services.

per thousand population over 65

Year	Intensive home care (more than 10 hours per week) per 1,000 head of population aged 65 and over	Day-care service per 1,000 head of population aged 65 and over
	1998	9.58
1999	9.84	-

Definition: The figures for the number of older people receiving intensive home care have been estimated using two separate sources of data. One gives the age breakdown of people receiving intensive home care and the other gives the number of hours of intensive home care.

1998 information on the number of older people receiving a day-care service per 1,000 head of population aged 65 is based on a new method of estimating for non-response and is therefore not comparable with earlier data. Future data will only be available on a triennial basis with the first year being 2001.

Data Source: Community Care Statistics, Scottish Executive Health Department.

Target: To increase the proportion of older people able to live independently by doubling the proportion of older people receiving respite care at home and increasing home care opportunities.

COMMUNITIES

Objective 1: To facilitate participation in employment and access to resources, rights, goods and services

Indicator 1.15: A reduction in the difference between employment rates in the most deprived local authority districts and the overall employment rate, over the economic cycle. (UNITED KINGDOM)

Baseline and trends: Data for this target is being developed.

Target: Over the three years to 2004 increase the employment rates of disadvantaged areas and groups, taking account of the economic cycle – people with disabilities, lone parents, ethnic minorities and the over 50s, the 30 local authorities with the poorest initial labour market position – and reduce the difference between their employment rates and the overall rate – Great Britain. (Welfare to Work PSA target).¹⁵

Indicator 1.16: A reduction in the proportion of households living in a home that falls below the set standard of decency. (ENGLAND)

Baseline and Trends: In 1996 32 per cent of households lived in a home that did not meet the set standard of decency.

Definition: The proportion of households who live in a home that is not decent. The definition of a decent home is one which meets all of the following criteria:

- It is above the current statutory minimum standard for housing.
- It is in a reasonable state of repair.
- It provides a reasonable degree of affordable warmth.
- It has modern facilities and services.

Data source: English House Conditions Survey – every five years. The next English House Conditions Survey is being conducted this year and the results will be available in 2002.

Target: Ensure that all social housing meets set standards of decency by 2010 by reducing the number of households living in social housing that does not meet these standards by a third between 2001 and 2004; with most of the improvements taking place in the most deprived local authority areas as part of a comprehensive regeneration strategy. (Department for Transport, Local Government and the Regions PSA target).

¹⁵ See indicator 1.8 for information on disadvantaged groups.

COMMUNITIES

Objective 1: To facilitate participation in employment and access to resources, rights, goods and services

Indicator 1.17: Increasing the quality and variety of homes in the most disadvantaged communities. (SCOTLAND)

Baseline and Trends:

(i) Type of home

Type of home	<i>Percentages</i>	
	1991	1996
Terraced House	44	24
Semi-detached House	17	21
Detached House	24	17
Tenement Flat	3	23
High Rise Flat	13	3
Other Flat	13	12

Year	<i>Percentages</i>			
	Type of home			
	Terraced	Semi-detached	Detached	Flat
1999	21	22	19	37

The 1996 Scottish House Condition Survey which covers all housing types, estimated that in 1996, 24 % of dwellings were terraced houses, 21 % were semi-detached houses, 17 % were detached houses, 23 % were tenement flats and 15 % were other types of flats. These figures were very similar to the results of the previous survey in 1991, as shown in the table above. The 1991 and 1996 figures will contain empty dwellings. The 1999 figures are of the proportion of households living in dwellings of various types and are not comparable with 1991 and 1996 as empty dwellings would be excluded, and sometimes more than one household occupies the same dwelling.

(ii) Under and over occupation

Occupation level	<i>Percentages</i>	
	1996	1999
Below standard	6	4
Equal to standard	35	34
1 above standard	37	39
2 above standard	16	19
3 + above standard	5	5

The distribution of dwellings by size of home is, perhaps, not so important as how that distribution matches the distribution of households in terms of household size. In recent surveys a measure called the bedroom standard has been used to estimate the proportions of households living in dwellings with the number of bedrooms more, less or equal to their requirements. The table above shows estimates of the distribution of households by bedroom standard in 1996 and 1999.

Definition: "Above the standard" means that the household has more bedrooms than are strictly needed to accommodate the household, taking account of the number of people in the household as well as their relationships to each other and the sex and ages of the children. The exact definition of the bedroom standard is set out in the 1996 SHCS annual report.

Data Sources: Scottish House Condition Survey 1991 and 1996, Scottish Household Survey 1999

COMMUNITIES

Objective 1: To facilitate participation in employment and access to resources, rights, goods and services

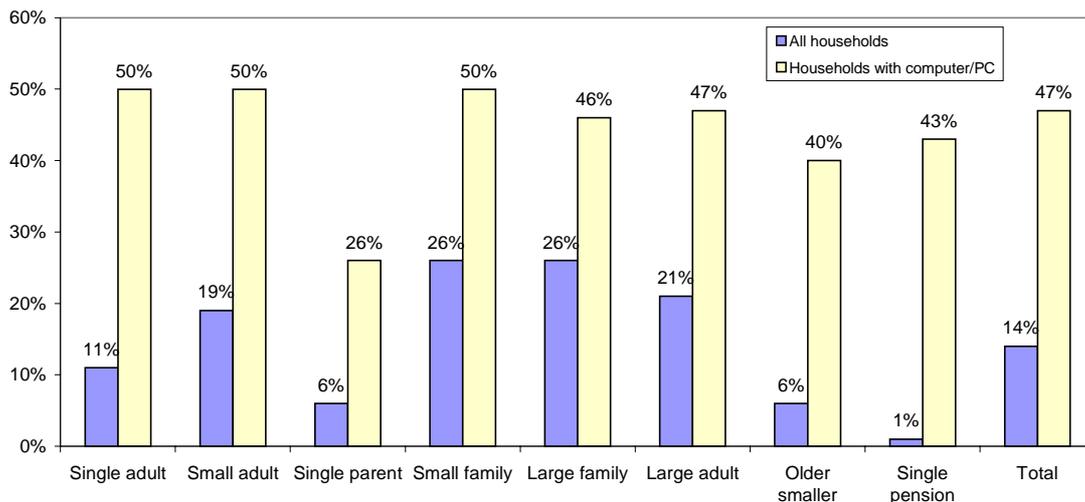
Indicator 1.18: Increasing the number of households in disadvantaged areas with access to the internet. (SCOTLAND)

Baseline and Trends: The Scottish Household Survey (1999) collects information about levels of Internet access amongst different groups. Households in 'high income' MOSAIC¹⁶ areas, large family households, and households in accessible rural areas are most likely to own a computer. Of those households that own a computer or PC, 47 % have access to the Internet from home. Overall in 1999, 14 % of Scottish households have access to the Internet from home.

Households in 'high income' MOSAIC areas are most likely to have access to the Internet from home, with 27 % of households surveyed having access. Levels of access are lower amongst households in 'low income' MOSAIC areas (15 %) and in 'disadvantaged council estates' (7 %).

Higher income households have considerably greater access to the Internet than lower income households.

Access to the Internet from home by household type in Scotland



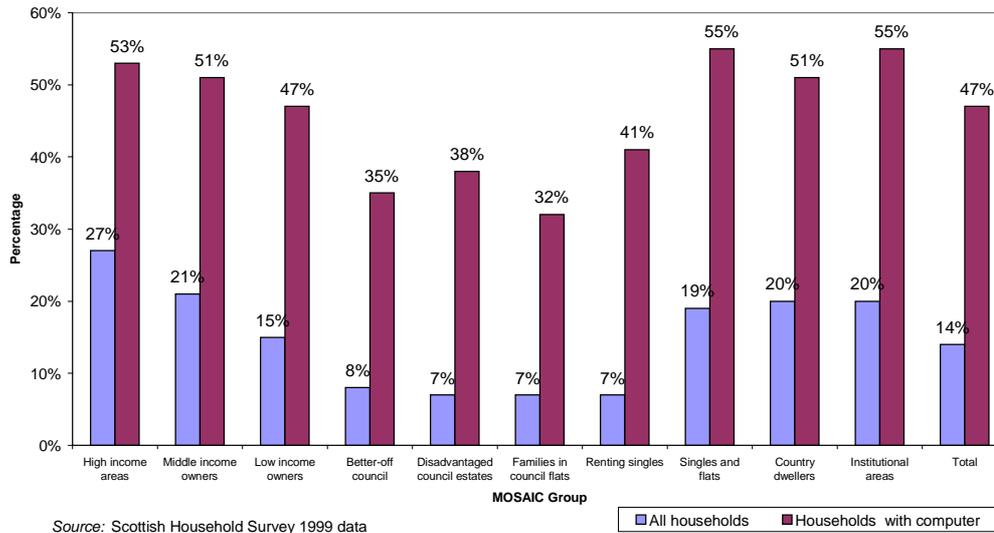
Source: Scottish Household Survey 1999 data

¹⁶ See definitions on next page for description of MOSAIC.

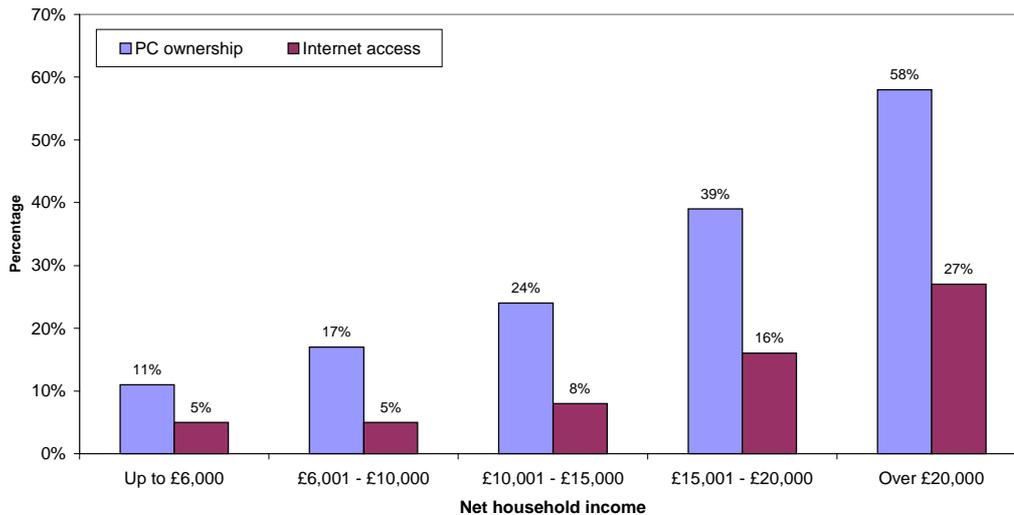
COMMUNITIES

Objective 1: To facilitate participation in employment and access to resources, rights, goods and services

Percentage with access to the Internet from home in Scotland by MOSAIC group



Percentage of households owning personal computers and percentage with access to the internet by household income (Scotland)



Definition: MOSAIC is a neighbourhood classification system that distinguishes between postcode in terms of type of housing, housing densities and household characteristics. Information for this is currently available from the Scottish Household Survey (SHS) and measures the numbers of people with access to the Internet from home. Total net household income, refers to net income (i.e. after taxation and other deductions) from employment, benefits and other sources, which is brought into the household by the highest income householder and/or their spouse or partner. This includes any contribution to household finances made by other household members (e.g. rent money).

Data Source: Scottish Household Survey 1999.

CHILDREN AND YOUNG PEOPLE
Objective 2: To prevent the risk of social exclusion

Indicator 2.1: An increase in the proportion of seven-year-old Sure Start children achieving level 1 or above in the Key Stage 1 English and Maths test. (ENGLAND)

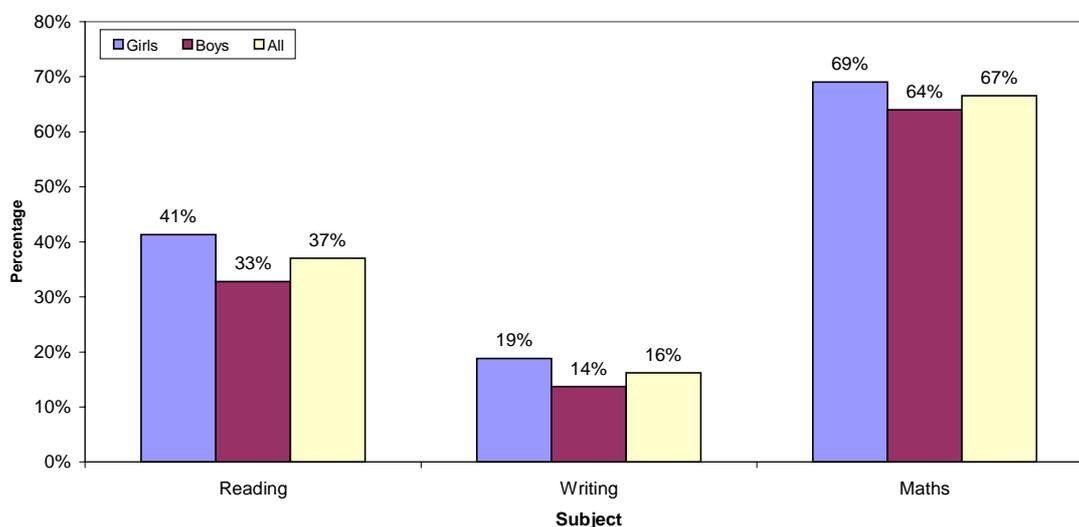
Target: This measure is part of the Sure Start Objectives and Performance Analysis and is one of the medium term outcome measures that will be used to judge the success of Sure Start.

Baseline and Trends: Baseline data is being developed for this indicator.

Indicator 2.2: Increasing the proportion of our children who attain the appropriate levels in reading, writing and maths by the end of Primary 2. (SCOTLAND)

Baseline and Trends:

Percentage of children in Scotland in 1999 attaining at least level A in Reading, Writing and Maths at the end of Primary 2.



Source: National Survey of 5-14 Attainment Levels.

The first year in which information became available was 1999 and this should be considered as the baseline. Future data will be available annually. The level of attainment in maths in P2 is much higher than in reading which in turn is much higher than in writing. It is also clear that girls are performing better than boys in each of the three subject areas.

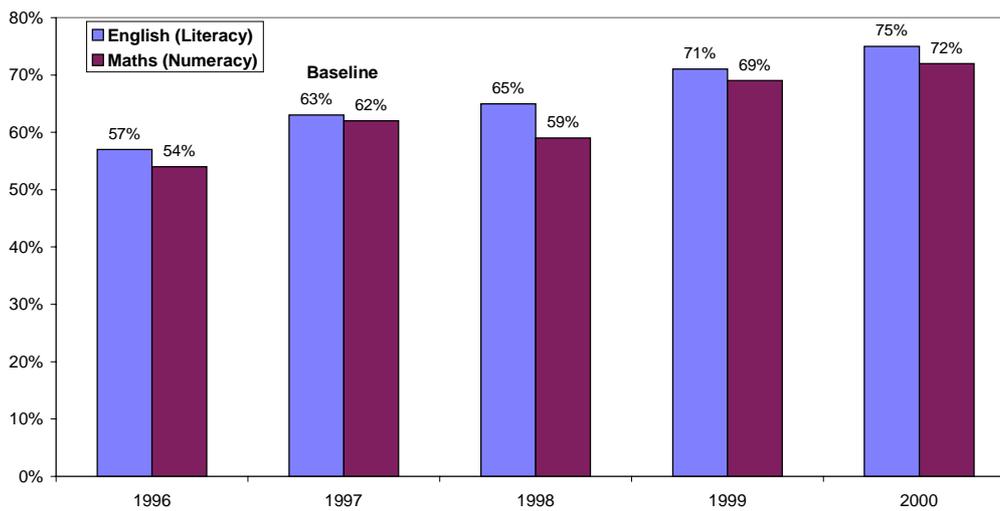
Definition:

CHILDREN AND YOUNG PEOPLE
Objective 2: To prevent the risk of social exclusion

Indicator 2.3: An increase in the proportion of those aged 11 achieving level 4 or above in the Key Stage 2 tests for literacy and numeracy. (ENGLAND)

Baseline and Trends: Baseline year – 1997. Between 1997 and 2000 there has been an overall increase in the proportion of 11-year-olds achieving a level 4 or higher in the Key Stage 2 tests for both literacy and numeracy.

Proportion of those aged 11 achieving level 4 or above in the Key Stage 2 tests for literacy and numeracy



Source: National Curriculum Assessments, Key Stage 2, DfEE

Year	1996	1997	1998	1999	2000
% Maths	54	62	59	69	72
% English	57	63	65	71	75

Definition: Level 4 or above for 11 year olds in Key Stage 2 English and Maths tests.

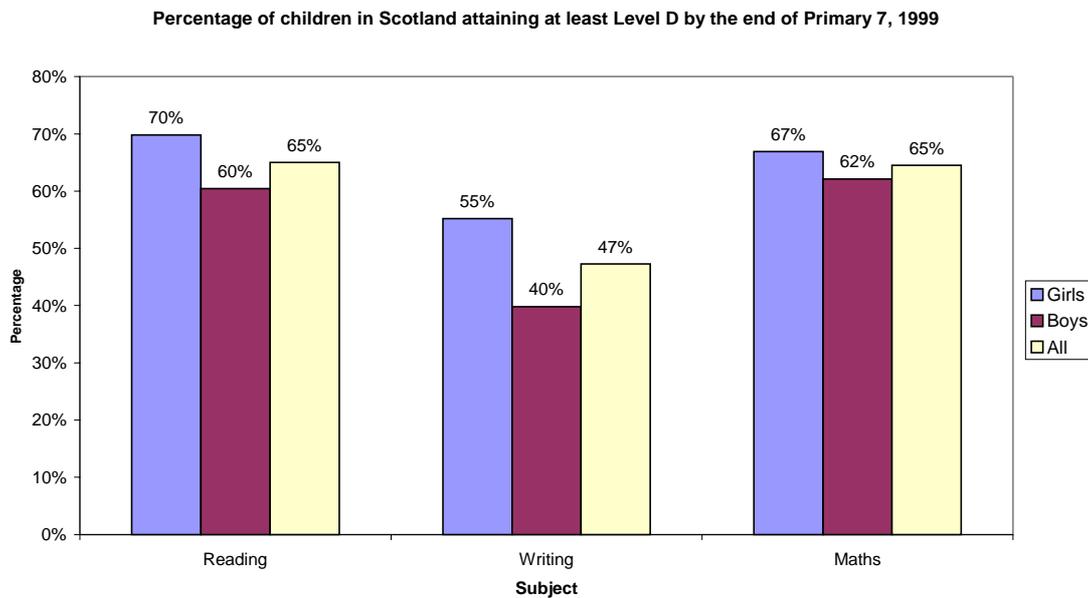
Data Source: National Curriculum Assessments, Key Stage 2, Department for Education and Skills.

Target: To increase the proportion of 11 year olds achieving a level 4 or above at Key Stage 2 to 80 per cent for literacy and 75 per cent for numeracy by 2002. (Department for Education and Skills National Learning Target)

CHILDREN AND YOUNG PEOPLE
Objective 2: To prevent the risk of social exclusion

Indicator 2.4: Increasing the proportion of our children who attain the appropriate levels in reading, writing and maths by the end of Primary 7 (SCOTLAND).

Baseline and Trends: 1999 figures should be considered as the baseline as that is the first year in which figures were available. Levels of attainment in maths and reading are very similar, whilst writing again lags behind. It is also the case in P7 that girls out-perform boys in each of the three subjects.



Source: National Survey of 5-14 Attainment Levels, Scottish Executive.

Definition: National 5-14 guidelines state that Level D should be attainable by some pupils in P5-P6 or even earlier, but certainly by most in P7.

Data Source: National Survey of 5-14 Attainment Levels, Scottish Executive.

CHILDREN AND YOUNG PEOPLE
Objective 2: To prevent the risk of social exclusion

Indicator 2.5: An increase in the proportion of 16-year-olds with at least one GCSE.
(ENGLAND)

Baseline and Trends: Baseline year – 1997. The proportion of 16-year-olds with at least 1 GCSE has increased from 92 per cent in 1997 to 94 per cent in 2000.

Year	1996	1997	1998	1999	2000
%	92.2	92.3	93.4	94.0	94.4

Definition: Percentage of 16-year-olds with one or more GCSE at grade A* to G.

Data Source: GCSE/GNVQ and GCE A/AS level and Advance GNVQ examination results.

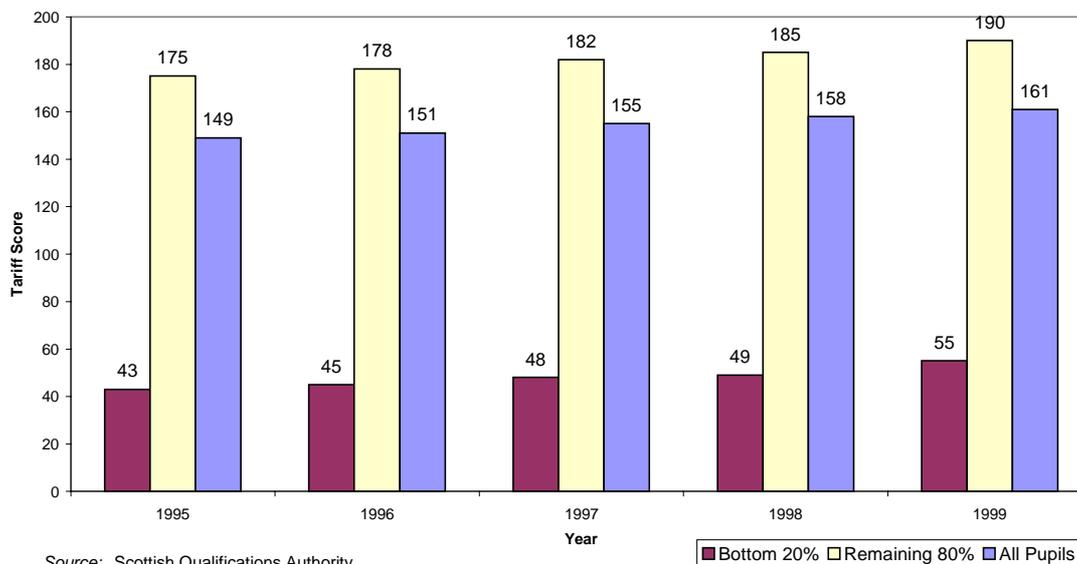
Target: National Learning Target for England for 2002 – to increase the proportion of 16-year-olds achieving at least one GCSE to 95 per cent. (Department for Education and Skills National Learning target)

CHILDREN AND YOUNG PEOPLE
Objective 2: To prevent the risk of social exclusion

Indicator 2.6: Bringing the poorest-performing 20 per cent of pupils, in terms of Standard Grade achievement, closer to the performance of all pupils (SCOTLAND)

Baseline and Trends: Attainment has increased over the last five years, but the difference between the average of the bottom 20 % of pupils and the average of the remaining 80 % of pupils has been fairly consistent.

Average tariff scores in S4 in Scotland



	1995	1996	1997	1998	1999
Difference between poorest performing 20% the remaining 80% of pupils	132	133	134	136	134

Definition: This milestone is based on the performance of pupils at Standard Grade in S4. Each grade has been converted to the unified score scale which currently forms the basis of Higher Still. This tariff score was devised as follows:

- Standard Grade 1 – 38 points
- Standard Grade 2 – 28 points
- Standard Grade 3 – 22 points
- Standard Grade 4 – 16 points
- Standard Grade 5 – 11 points
- Standard Grade 6 – 8 points
- Standard Grade 7 – 3 points

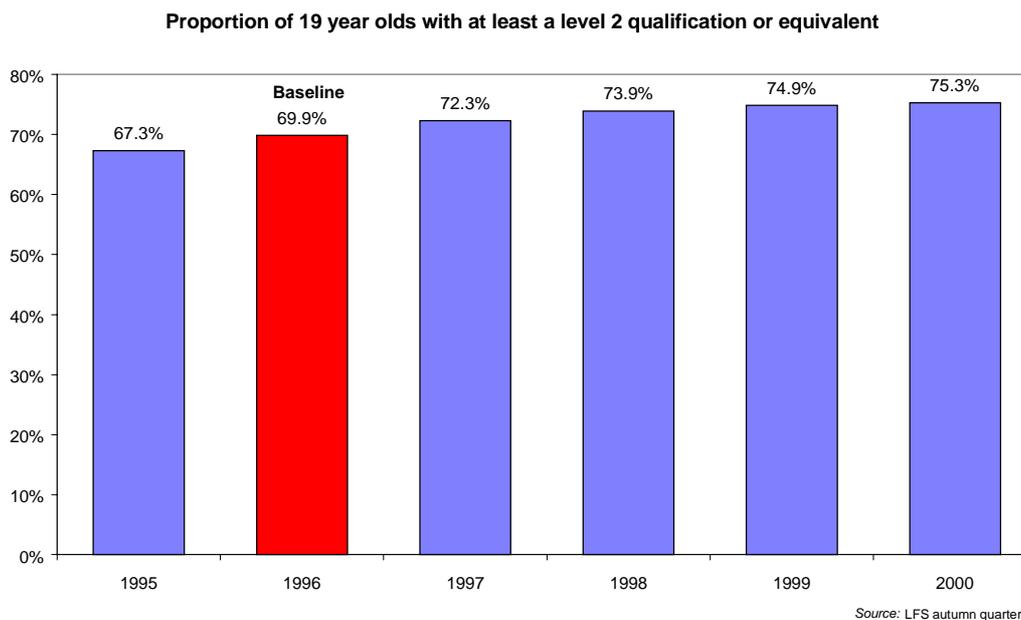
Data Source: Scottish Qualifications Authority

CHILDREN AND YOUNG PEOPLE
Objective 2: To prevent the risk of social exclusion

Indicator 2.7: An increase in the proportion of 19-year-olds with at least a level 2 qualification or equivalent. (ENGLAND)

Baseline and Trends: Baseline year – autumn 1996. The percentage of 19-year-olds with at least a level 2 qualification has risen from around 70 per cent in 1996 to around 75 per cent in 2000.

Year	1995	1996	1997	1998	1999	2000
%	67.3	69.9	72.3	73.9	74.9	75.3



Definition: Percentage of 19 year olds with a level 2 qualifications or above (Examples of a level 2 qualification are: 1 A level, NVQ level 2, GNVQ intermediate, 5 or more GCSEs at grade A* to C or any equivalent qualifications).

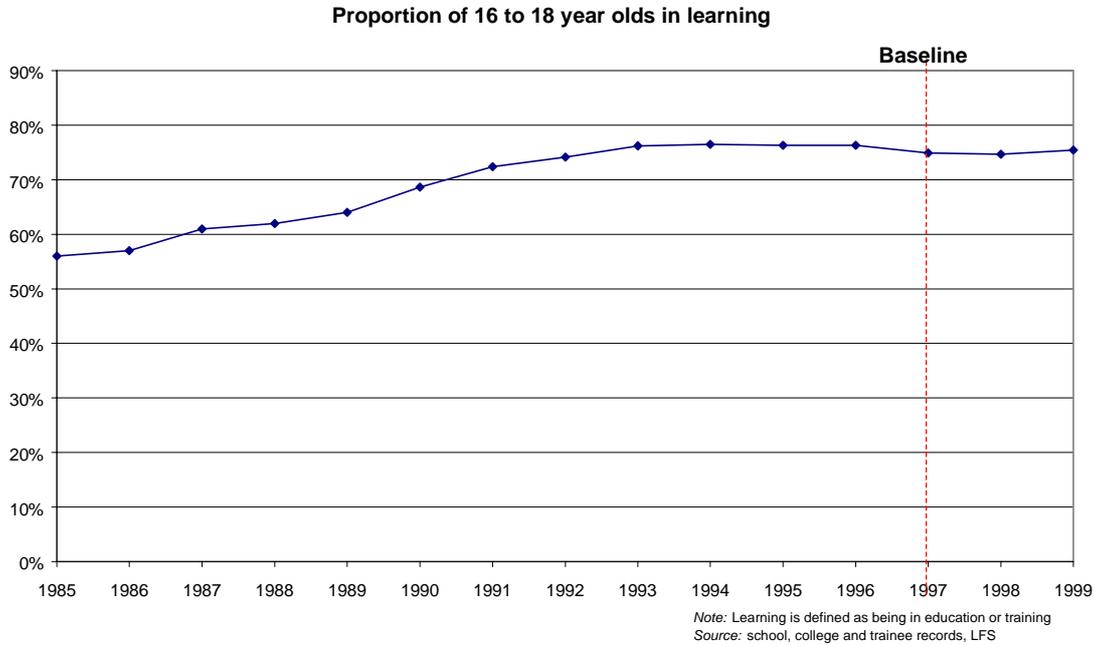
Data Source: Labour Force Survey – autumn quarter.

Targets: National Learning Target for England for 2002 is that 85 per cent of 19-year-olds should have at least a level 2 qualification. By 2004, increase by 3 percentage points the numbers of 19-year-olds achieving a qualification equivalent to NVQ level 2 compared to 2002. (Department for Education and Skills PSA target)

CHILDREN AND YOUNG PEOPLE
Objective 2: To prevent the risk of social exclusion

Indicator 2.8: An increase in the proportion of 16 to 18-year-olds in learning. (ENGLAND)

Baseline and Trends: Baseline year – 1997. The proportion in learning increased from 56 per cent to 76 per cent between 1985 and 1993. Since then it has been broadly constant at around 75 per cent.



Year	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999
%	56	57	62	62	64	69	72	74	76	76	76	76	75	75	75

Definition: Percentage of 16-18 year olds in learning – defined as being in education or training.

Data Source: School, college and trainee records, Labour Force Survey.

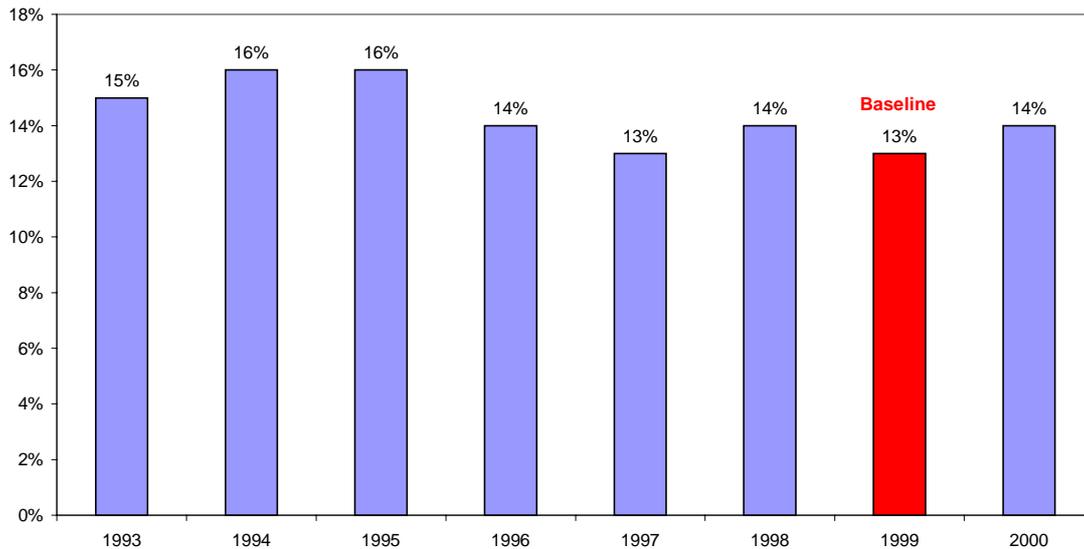
Targets: National Learning Target for England for 2002 is that 85 per cent of 19-year-olds should have at least a level 2 qualification. By 2004, increase by 3 percentage points the numbers of 19-year-olds achieving a qualification equivalent to NVQ level 2 compared to 2002. (Department for Education and Skills PSA target)

CHILDREN AND YOUNG PEOPLE
Objective 2: To prevent the risk of social exclusion

Indicator 2.9: Halving the proportion of 16-19 year olds who are not in education, training or employment (SCOTLAND)

Baseline and Trends: The baseline figure is for 1999. In 1993 15 % of 16-19 year olds were not in education, training or employment. This figure has stayed fairly stable from year to year with the figure for 2000 quoted as 14 %.

Percentage of 16 to 19 year olds in Scotland not in education, training and employment



Source: Labour Force Survey

	Baseline							
	1993	1994	1995	1996	1997	1998	1999	2000
% not in education training or employment	15%	16%	16%	14%	13%	14%	13%	14%

Definition: The proportion of 16-19 year olds who are not classed as a student, or in employment (including government training).

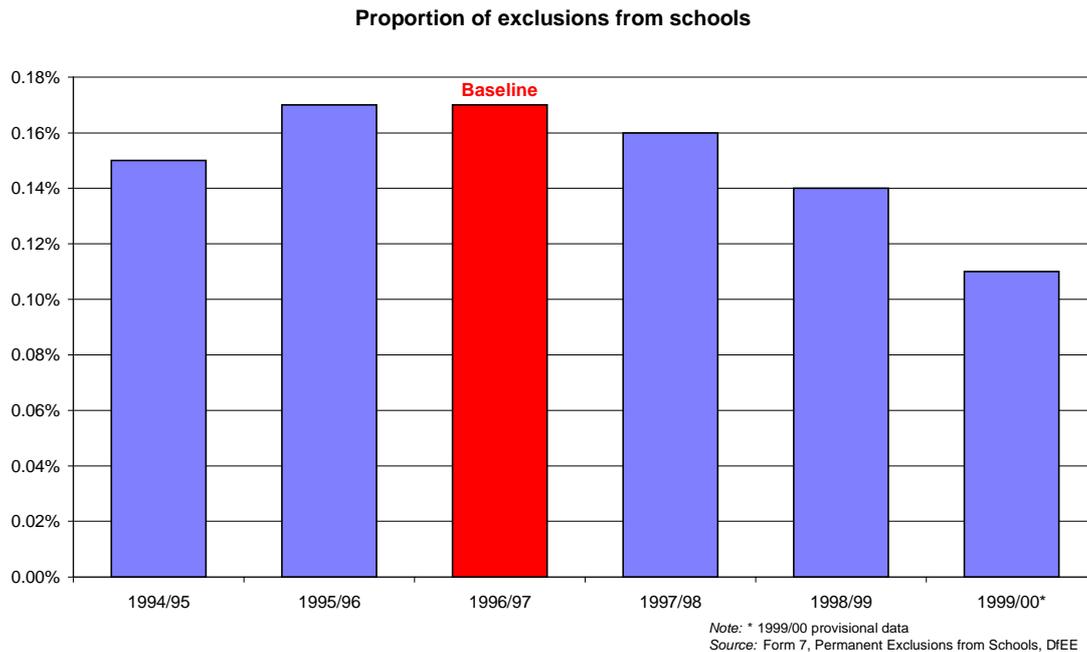
Data Source: Labour Force Survey.

CHILDREN AND YOUNG PEOPLE
Objective 2: To prevent the risk of social exclusion

Indicator 2.10: A reduction in the proportion of truancies and exclusions from school. (ENGLAND)

Baseline and Trends: Baseline year – 1996/97. The table and chart below show that the proportion of students permanently excluded from school has fallen significantly from 0.17% in the baseline year to 0.11% by 1999/00 (provisional data). The latest truancy data for 1999/00 show that truancies have been broadly constant since records began in the early 1990s at 0.7 per cent of half days missed per year through unauthorised pupil absence.

Year	1994/95	1995/96	1996/97	1997/98	1998/99	1999/00
% excluded	0.15	0.17	0.17	0.16	0.14	0.11



Definition: Truancies: proportion of half days missed per year through unauthorised absence.
Exclusions: proportion of students permanently excluded.

Data Source: National Pupil Absence Tables and Form 7 published in Permanent Exclusions from Schools, School Census, England.

Targets: To cut truancy and exclusion by a third by 2002. To reduce school truancies by a further 10 per cent by 2004 from the level achieved by 2002. (Department for Education and Skills PSA target)

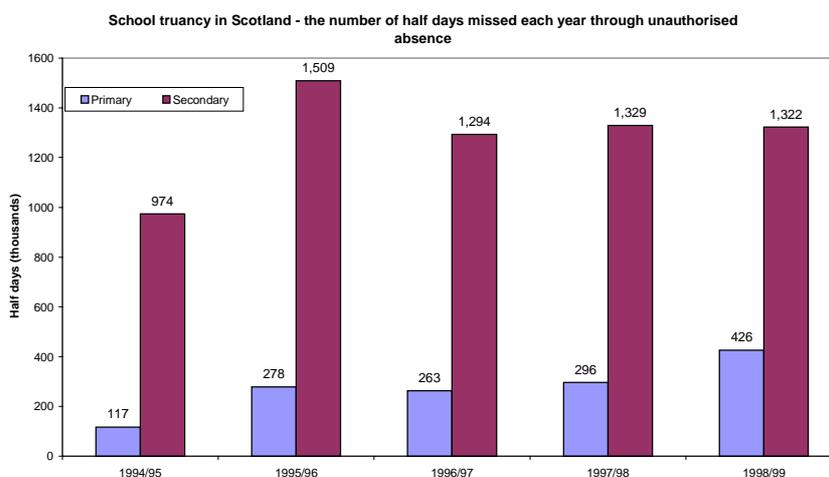
CHILDREN AND YOUNG PEOPLE

Objective 2: To prevent the risk of social exclusion

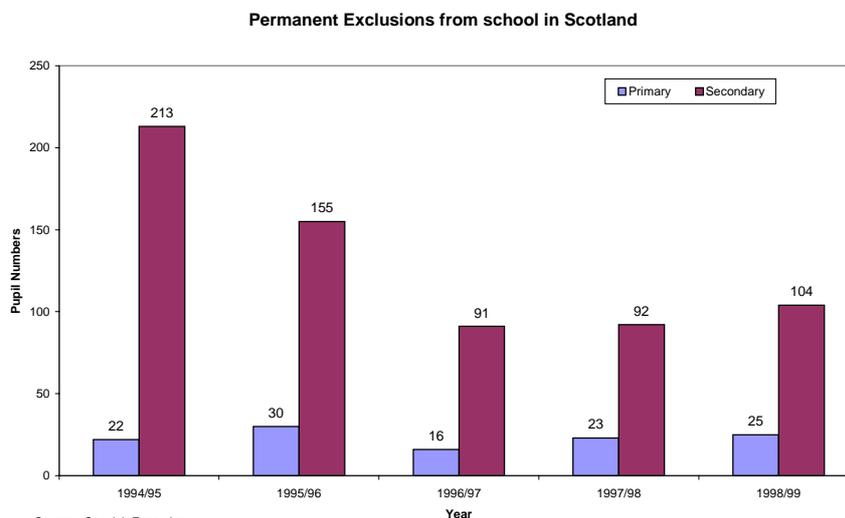
Indicator 2.11: Reduction in the proportion of truancies and exclusions from school (SCOTLAND).

Target: Reduce by one third, the days lost every year through exclusion from school and truancy.

Baseline and Trends: The baseline figure is that for 1998/99. At secondary level, unauthorised absences appear to have stabilised at around 1.3 million half days. There was an increase in unauthorised absences from primary schools in 1998/99, compared with the three previous years. There was a significant drop in exclusions from secondary schools until 1996/97, after which numbers have broadly stabilised. Exclusions from primary schools have remained fairly stable over the period.



Source: Scottish Executive



Source: Scottish Executive

Definition: The indicator for truancy is defined as the total number of half days unauthorised absence (which includes truancy, temporary exclusions and other unauthorised absence). The secondary school information excludes S6 pupils. The indicator for exclusions is defined as the number of pupils removed from the register (formerly known as permanent exclusions)

Data Source: The attendance and absence survey carried out by the Scottish Executive.

CHILDREN AND YOUNG PEOPLE
Objective 2: To prevent the risk of social exclusion

Indicator 2.12: Improving the well-being of our young children through reductions in the proportion of women smoking during pregnancy, the percentage of low birth-weight babies, dental decay among 5 year olds, and by increasing the proportion of women breastfeeding. (SCOTLAND)

Baseline and Trends: The levels of mothers who self-reported at their first antenatal visit to the hospital that they smoked, have remained fairly constant over the period 1993 to 1999.

Over the period between 1976 and 1999, the percentage of full-term singleton low birth-weight babies has declined. The decline was most significant during the late 1970s and early 1980s. Since the mid 1980's the figures have been fairly static. It is also clear that girls are more likely than boys to be recorded as having a low birth-weight.

It is not possible to conclude too much about the percentage of 5 year olds who are free from dental caries other than to say that since 1988, the percentage of all 5 year olds free from dental caries has been between 38 and 44 per cent.

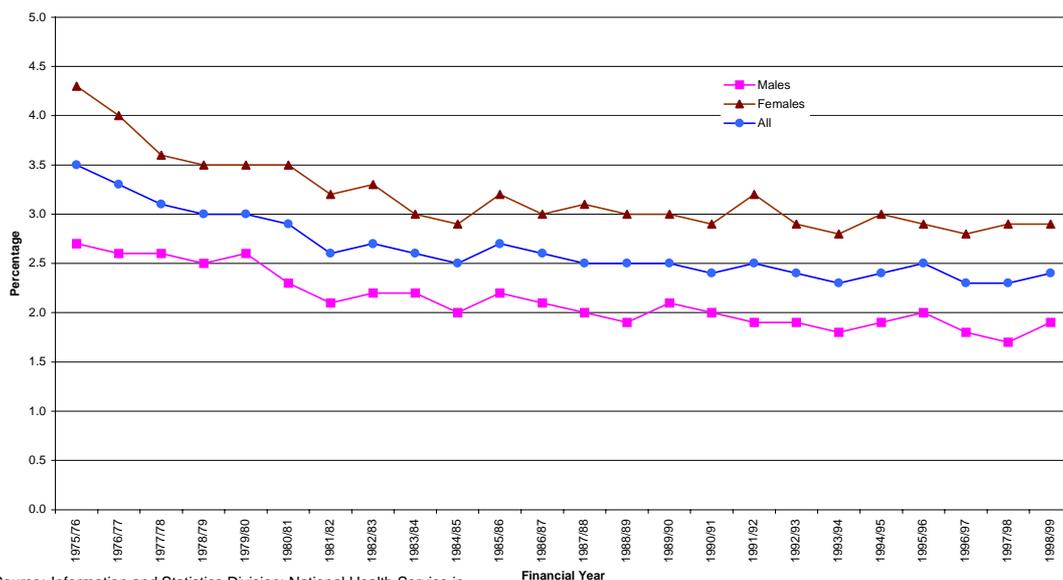
Around one third of mothers are breastfeeding their babies 6-8 weeks after birth.

Women smoking at start of pregnancy

Year	Percentage of women smoking at the start of pregnancy
1993	28.0 %
1994	28.7 %
1995	28.8 %
1996	29.2 %
1997	28.9 %
1998	27.9 %
1999 ^(p)	26.7 %

(p) - provisional

Percentage of low-weight singleton full-term births

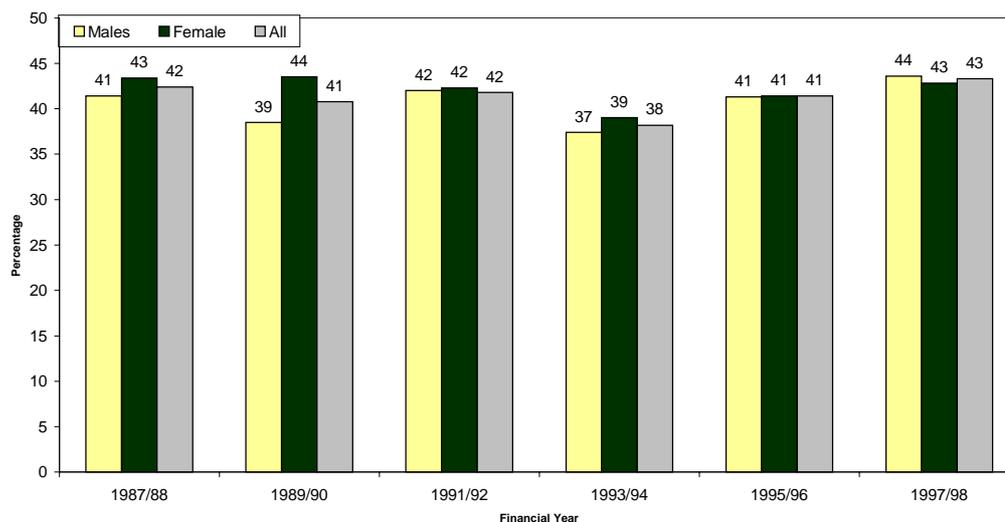


Source: Information and Statistics Division: National Health Service in

CHILDREN AND YOUNG PEOPLE
Objective 2: To prevent the risk of social exclusion

Financial Year	percentages		
	Males	Females	All
1975/76	2.7	4.3	3.5
1976/77	2.6	4.0	3.3
1977/78	2.6	3.6	3.1
1978/79	2.5	3.5	3.0
1979/80	2.6	3.5	3.0
1980/81	2.3	3.5	2.9
1981/82	2.1	3.2	2.6
1982/83	2.2	3.3	2.7
1983/84	2.2	3.0	2.6
1984/85	2.0	2.9	2.5
1985/86	2.2	3.2	2.7
1986/87	2.1	3.0	2.6
1987/88	2.0	3.1	2.5
1988/89	1.9	3.0	2.5
1989/90	2.1	3.0	2.5
1990/91	2.0	2.9	2.4
1991/92	1.9	3.2	2.5
1992/93	1.9	2.9	2.4
1993/94	1.8	2.8	2.3
1994/95	1.9	3.0	2.4
1995/96	2.0	2.9	2.5
1996/97	1.8	2.8	2.3
1997/98	1.7	2.9	2.3
1998/99	1.9	2.9	2.4

Percentage of 5 year olds free from dental caries in Scotland



Source: Dental Health Services Research Unit : University of Dundee

CHILDREN AND YOUNG PEOPLE
Objective 2: To prevent the risk of social exclusion

Percentage breast feeding after 6-8 weeks

	1996	1997	1998	1999 (Baseline)
Percentage	32.3	33.4	34.4	34.7

Source: Information and Statistics Division: National Health Service in Scotland

Definitions: The figures for low birthweight babies for Singleton births, represent only those babies who were born at the end of full term (37 weeks or more). Information is available that includes pre-term babies and also multiple births, but these figures have been excluded from the chart. The reasons for this are that babies in multiple births tend to be smaller than those from singleton births and therefore many more are included in the 'low' birth weight definition – less than 2,500 grams, and the improvement in technology has meant an increase in healthy pre-term babies being born who are of low birth weight.

The source of the breast feeding data is a voluntary record and is therefore not necessarily complete. This should be borne in mind when conclusions are being drawn. In 1998 and 1999 information is available for 9 Health Boards out of the possible 15. In 1996 and 1997 information are available for 8 of the Health Boards. The missing Boards tended to be the smaller Boards. Therefore, the national figure can be considered to be a useful estimate, but care should be taken when making any conclusions. It should be noted that the figures include those mothers who combine breast feeding with bottle feeding.

Data Sources:

Women smoking at start of pregnancy, low weight births, breast feeding: Information and Statistics Division: National Health Service in Scotland

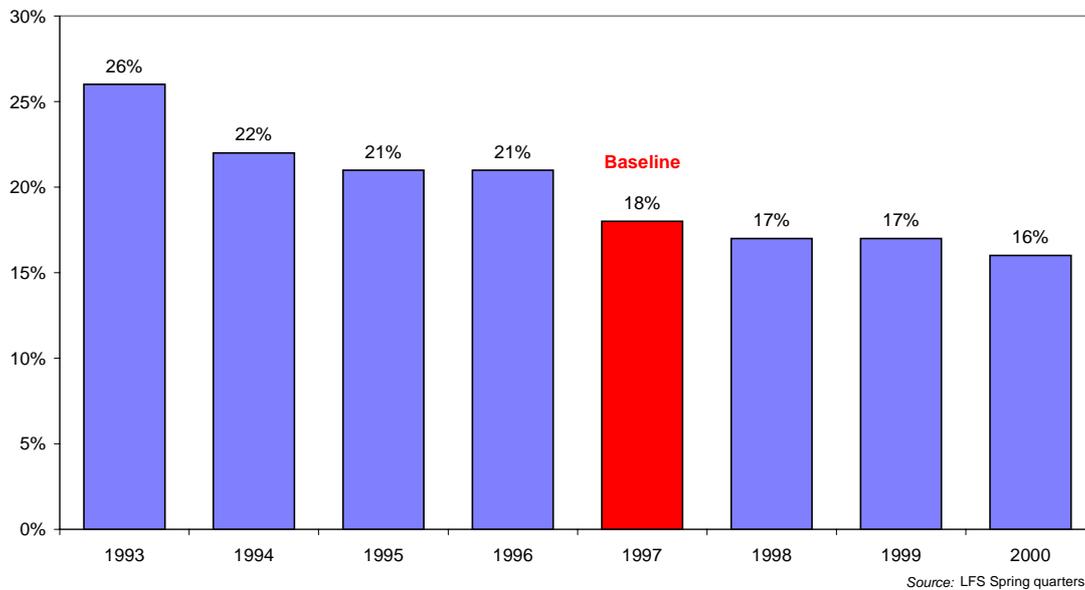
Dental caries: Dental Health Services Research Unit: University of Dundee

WORKING AGE ADULTS
Objective 2: To prevent the risk of social exclusion

Indicator 2.13: A reduction in the proportion of working age people without a qualification. (ENGLAND)

Baseline and Trends: Baseline year – 1997. The proportion of working age people without a qualification has been falling from 27 per cent in 1993 to 18 per cent in the baseline year and to 16 per cent in 2000.

Proportion of working age people without a qualification



Year	1993	1994	1995	1996	1997	1998	1999	2000
%	26	22	21	21	18	17	17	16

Definition: Proportion of working age population with no qualifications in England.

Data Source: Labour Force Survey – spring quarters.

Target: To reduce the number of adults who have literacy and numeracy problems by 750,000 by 2004.

(Department for Education and Skills PSA target)

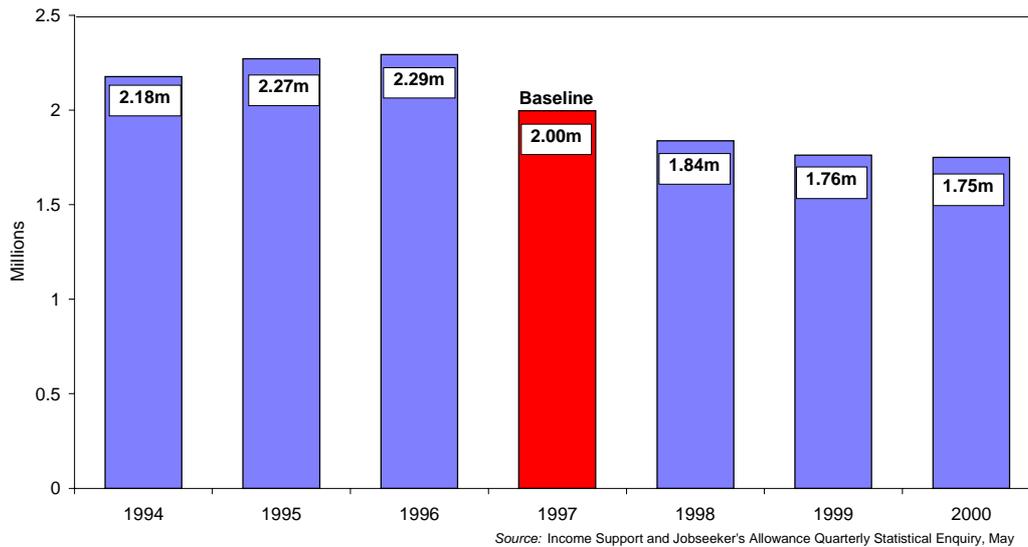
WORKING AGE ADULTS

Objective 2: To prevent the risk of social exclusion

Indicator 2.14: A reduction in the number of working age people living in families claiming Income Support or income-based Job Seekers Allowance who have been claiming these benefits for long periods of time. (UNITED KINGDOM)

Baseline and Trends: Baseline year – May 1997. The number of people living in families in receipt of Income Support or Income based Jobseeker’s Allowance for more than 2 years peaked at around 2.3 million in 1996. Since then the numbers have fallen to 1.75 million in May 2000.

Number of working age people living in families in receipt of Income Support or Income based Jobseeker’s Allowance for 2 years or more



Year	1994	1995	1996	1997	1998	1999	2000
Millions	2.18	2.27	2.29	2.00	1.84	1.76	1.75

Definition: Number of adults under 60 in families claiming Income Support or Income based Jobseeker’s Allowance for more than 2 years (claimants and partners).

Data Source: Income Support and Jobseeker’s Allowance Quarterly Statistical Enquiry, May quarter. Data is for Great Britain only.

Target: To reduce the number of lone parents in receipt of income support by 10 per cent by 2002 and the number in receipt for more than five years by 7 per cent by the same date. (Department for Work and Pensions PSA target)

WORKING AGE ADULTS

Objective 2: To prevent the risk of social exclusion

Indicator 2.15: A reduction in adult smoking rates in all socio-economic groups. (ENGLAND)

Baseline and Trends: Baseline year – 1996 – 28 per cent. Smoking prevalence fell steadily from 1974 to 1992, and has remained broadly flat since 1992. Our most recent estimate of smoking prevalence is 27 per cent in 1998.

Definition: Percentage of adults aged 16 and over smoking cigarettes in England.

Data Source: General Household Survey.

Target: Smoking Kills White Paper target: to reduce the percentage of adults (aged over 16 years) who smoke to 26 per cent by 2005 and 24 per cent by 2010.

WORKING AGE ADULTS

Objective 2: To prevent the risk of social exclusion

Indicator 2.16: Improving the health of families by reducing smoking, alcohol misuse, poor diet and mortality rates from coronary heart disease (SCOTLAND)

Baseline and Trends: In 1995, 39% of men and 36% of women aged 16 to 64 were smokers (includes cigarette, cigar and pipe smokers).

In 1995, 33% of men and 13% of women aged 16 to 64 drank more than the recommended limit of alcohol per week (more than 21 units of alcohol per week for men and more than 14 units of alcohol per week for women).

In 1995, 39 % of men and 52% of women aged between 16 and 64 consumed fresh fruit once a day or more, and 26% of men and 30% of women consumed cooked green vegetables once a day or more.

The results of the 1998 Scottish Health Survey are not yet available due to technical problems. This 1998 data will form the baseline data for future comparisons.

Mortality rates from coronary heart disease have decreased steadily over the last 20 years for both males and females. However, whilst the mortality rate for men has decreased significantly, the rate in 1998 of 102.1 deaths per 100,000 men is still higher than the mortality rate in 1975 for women which was 77.9 deaths per 100,000 women.

Percentage of smokers by gender

Year	Males	Females
1995	39%	36%

Percentage drinking more than the recommended limit per week by gender

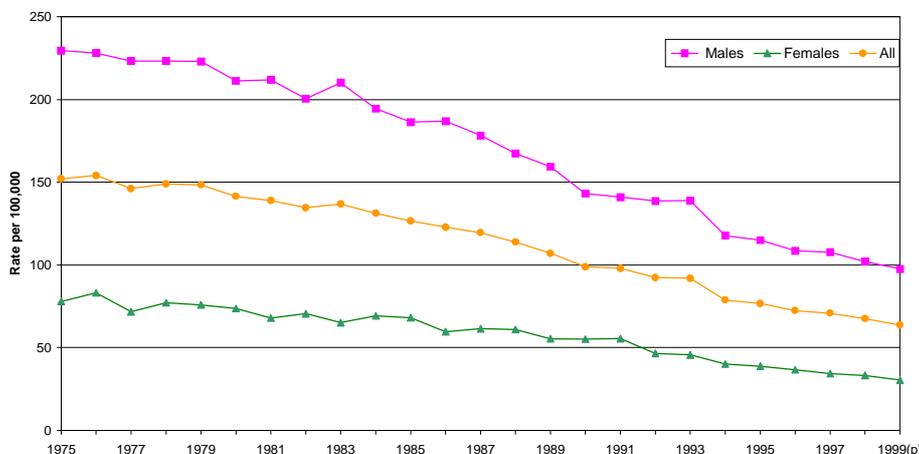
Year	Males	Females
1995	33%	13%

Percentage consuming stated food once a day or more

Year	Males		Females	
	Fresh Fruit	Cooked green vegetables	Fresh Fruit	Cooked green vegetables
1995	39%	26%	52%	30%

Source for all: Scottish Health Survey

Mortality rate from coronary heart disease in Scotland



Source: General Register Office for Scotland
 Note: (p) data for 1999 is provisional

WORKING AGE ADULTS
Objective 2: To prevent the risk of social exclusion

*Rate per
100,000*

Year	Males	Females	All
1975	229.5	77.9	152.1
1976	228.1	83.1	154.1
1977	223.3	71.6	146.1
1978	223.3	77.1	149.0
1979	223.0	75.8	148.3
1980	211.2	73.6	141.4
1981	211.9	67.9	138.9
1982	200.4	70.5	134.6
1983	210.2	65.1	136.8
1984	194.5	69.2	131.2
1985	186.3	68.0	126.6
1986	186.9	59.6	122.8
1987	178.2	61.4	119.4
1988	167.4	60.9	113.8
1989	159.3	55.3	107.0
1990	143.1	55.2	98.8
1991	140.9	55.4	97.9
1992	138.6	46.5	92.3
1993	138.8	45.6	91.9
1994	117.7	40.1	78.7
1995	115.0	38.8	76.7
1996	108.5	36.6	72.3
1997	107.7	34.3	70.8
1998	102.1	33.2	67.5
1999^(p)	97.5	30.3	63.7

Definition: The mortality information comes from the General Register Office for Scotland and is based on the death rate per 100,000 people aged between 16 and 64 years. It is given as the rate per 100,000 population.

Data Source: Information on smoking, alcohol misuse and poor diet comes from the Scottish Health Survey. The mortality information comes from the General Register Office for Scotland.

Information on trends in smoking is available for the past twenty years from the General Household Survey which is carried out by the Office for National Statistics.

OLDER PEOPLE

Objective 2: To prevent the risk of social exclusion

Indicator 2.17: An increase in the proportion of working age people contributing to a non-state pension. (UNITED KINGDOM)

Baseline and trends: Data for this indicator is being reviewed because of changes to the collection of this information on the Family Resources Survey.

Targets: To reform second tier pension provision, working with providers and employers so that: by 2004 stakeholder pensions have given more people access to good value funded second pensions; 14 million low and moderate earners have started to build up a better second pension than would be possible under State Earnings Related Pension Scheme. (Department for Work and Pensions PSA target).

OLDER PEOPLE

Objective 2: To prevent the risk of social exclusion

Indicator 2.18: An increase in the amount contributed to non-state pensions. (UNITED KINGDOM)

Baseline and Trends: Data for this indicator is currently being reviewed.

Targets: To reform second tier pension provision, working with providers and employers so that: by 2004 stakeholder pensions have given more people access to good value funded second pensions; 14 million low and moderate earners have started to build up a better second pension than would be possible under State Earnings Related Pension Scheme. (Department for Work and Pensions PSA target).

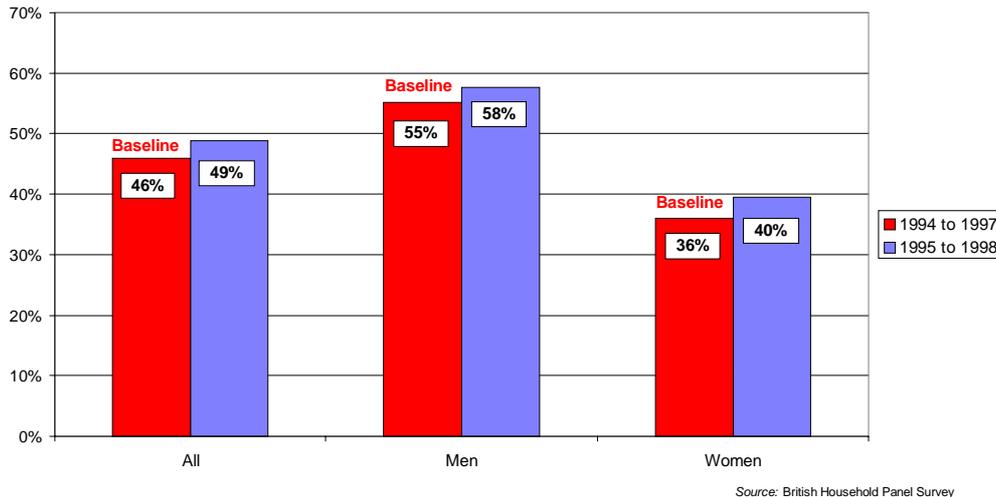
OLDER PEOPLE

Objective 2: To prevent the risk of social exclusion

Indicator 2.19: An increase in the proportion of working age individuals who have contributed to a non-state pension in at least three years out of the last four. (UNITED KINGDOM)

Baseline and Trends: Estimates from the BHPS for the periods 1994 to 1997 and 1995 to 1998 show an increase from 46 per cent to 49 per cent in the proportions of people making contributions in at least three out of the last four years.¹⁷

Proportion of working age individuals who have contributed to a non-state pension in at least 3 out of the last 4 years



	All	Men	Women
1994 to 1997	46%	55%	36%
1995 to 1998	49%	58%	40%

Definition: Proportion of those aged 20 to state pension age who have had contributions paid into a non-state pension in at least three years out of the past four.

Data Source: British Household Panel Survey. Data for Great Britain.

Links with other indicators and targets: To reform second tier pension provision, working with providers and employers so that: by 2004 stakeholder pensions have given more people access to good value funded second pensions; 14 million low and moderate earners have started to build up a better second pension than would be possible under State Earnings Related Pension Scheme.

(Department for Work and Pensions PSA target)

¹⁷ The figures presented here are different to those presented in last year's report. This year the figures correctly relate to those aged 20 to state pension age, whereas last year the figures were for all working age.

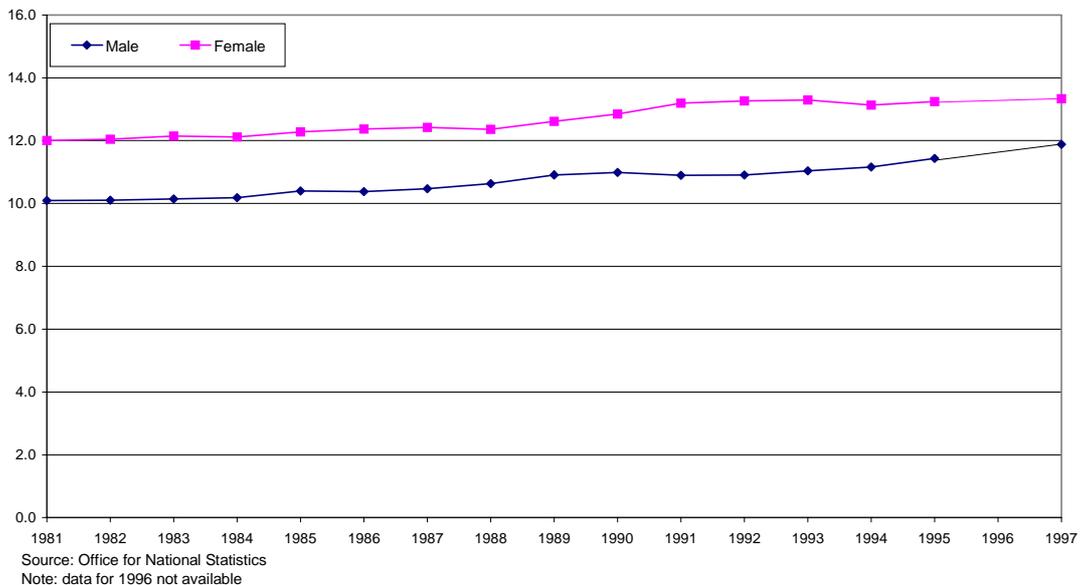
OLDER PEOPLE

Objective 2: To prevent the risk of social exclusion

Indicator 2.20: An increase in healthy life expectancy at age 65. (ENGLAND)

Baseline and Trends: Baseline data is for 1997 (based on the 3 years 1996 – 1998). Healthy life expectancy at age 65 (based on self-reported health assessments) is higher for women than for men. Healthy life expectancy at age 65 for men has risen from 10.1 years in 1981 to 11.9 in 1997, and for women from 12.0 in 1981 to 13.3 in 1997.

Healthy life expectancy at age 65 years (England)



	Year	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996	Baseline 1997
England	Male	10.1	10.1	10.1	10.2	10.4	10.4	10.5	10.6	10.9	11.0	10.9	10.9	11.0	11.2	11.4		11.9
	Female	12.0	12.0	12.1	12.1	12.3	12.4	12.4	12.4	12.6	12.8	13.2	13.3	13.3	13.1	13.2		13.3
GB	Male	9.9	10.0	10.0	10.1	10.2	10.2	10.3	10.5	10.8	10.9	10.9	10.8	11.0	11.0	11.3		11.7
	Female	11.9	11.9	12.0	12.0	12.1	12.2	12.2	12.2	12.5	12.7	13.0	13.1	13.1	12.9	13.0		13.2

Source: Estimates from Office for National Statistics
Note: data for 1996 not available

Definition: Average number of years that a person aged 65 - 69 can expect to live in good or fairly good health based on people's own assessment of their general health. All data are 3-year moving averages plotted on the central year. (e.g. 1997 uses data for 1996 – 1998).

Data Source: Estimates from Office for National Statistics – data covers England and Great Britain.

Targets: The overall National Health Service Plan Objective 1: improving health outcomes for everyone. To reduce substantially the mortality rates from major killers by 2010: from heart disease by at least 40 per cent in people under 75; from cancer by at least 20 per cent in people under 75; and from suicide and undetermined injury by at least 20 per cent. The actions required to achieve the mortality targets, in particular reducing the incidence of major killers, should also bring about an improvement in healthy life expectancy for people of all ages.

COMMUNITIES

Objective 2: To prevent the risk of social exclusion

Indicator 2.21: The UK Government will shortly announce a target to reduce to zero the number of LEAs where fewer than a certain percentage of pupils achieve level 4 in the Key Stage 2 English and maths tests, thus narrowing the attainment gap. An indicator that is linked to this target will then be developed.

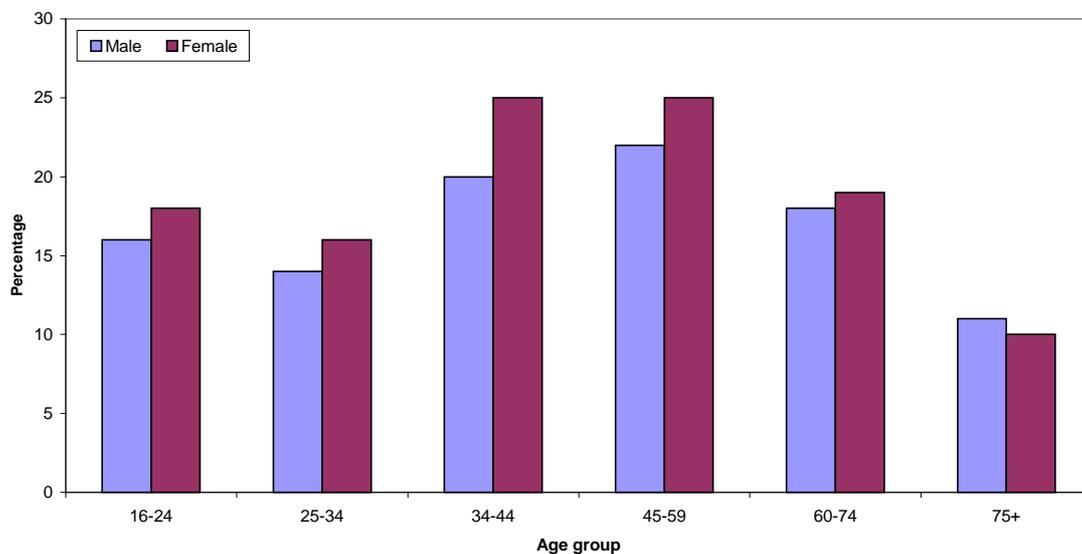
Indicator 2.22: Increasing the number of people across all communities taking part in voluntary activities (SCOTLAND)

Baseline and Trends: The main measurement for this milestone is the figures gathered from answers to questions on volunteering in the Scottish Household Survey. The questions asked in 1999 are being supplemented by more detailed questions on involvement in volunteering activities from 2000.

Women are – excluding those aged 75 years or more - more likely than men to give up some of their time as a volunteer and people aged between 35 and 59 years of age are more likely to give up some time as a volunteer than people in other age groups.

People at school are most likely to give up time as a volunteer and the group most unlikely to give up time as a volunteer are those on Government work or training scheme. Overall 19 percent of the population gave up time as a volunteer during 1999.

Percentage volunteering by age group in Scotland



Source: Scottish Household Survey 1999

COMMUNITIES

Objective 2: To prevent the risk of social exclusion

(ii) Percentage volunteering by neighbourhood type

Percentages

Neighbourhood Type	Percentage volunteering
High income	28
Middle income	22
Low income	21
Better-off council	14
Disadvantaged council	14
Families in council flats	11
Renting singles	14
Singles and flats	20
Country dwellers	31
Institutional	22

(iii) Percentage volunteering by economic status

Percentages

Economic status	Volunteering
Self employed	28
Full time employment	19
Part time employment	25
Looking after home/family	20
Permanently retired from work	16
Unemployed and seeking work	13
At school	32
Higher / Further education	23
Government work/ training scheme	9
Permanently sick or disabled	11
Unable to work due to short term ill-health	19
Other	13

Definition: Respondents were asked whether they had given up any time, in an unpaid capacity, to help any clubs, charities, campaigns or organisations over the previous 12 months

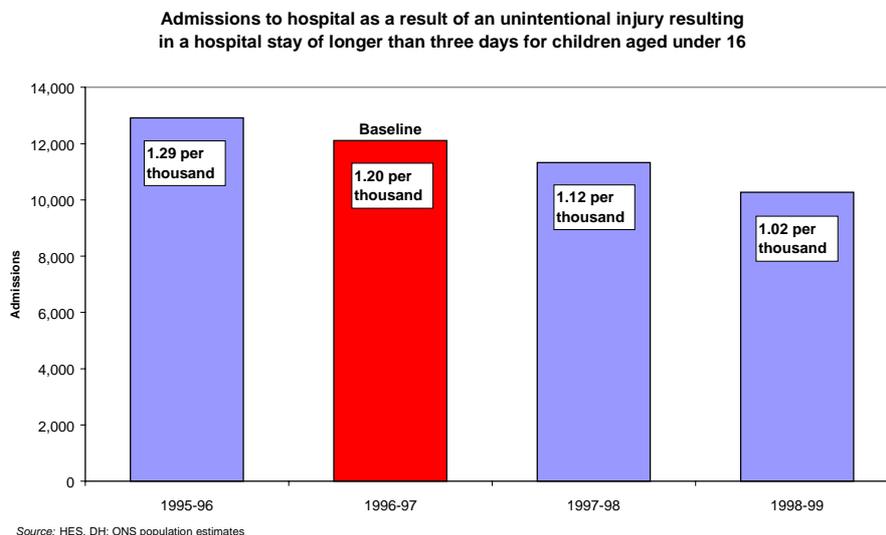
Data Source: Scottish Household Survey 1999

CHILDREN AND YOUNG PEOPLE

Objective 3: Helping the most vulnerable

Indicator 3.1: A reduction in the rate at which children are admitted into hospital as a result of unintentional injury resulting in a hospital stay of longer than 3 days. (ENGLAND)

Baseline and Trends: Baseline year – 1996/97. Figures for 1990/91 to 1994/95 (not comparable with recent estimates) show a reduction over time in admissions and rate per thousand. Decline has continued in recent years - a fall in admissions from 1.2 per thousand to 1.02 per thousand between 1996/97 and 1998/99.



Year	1995/96	1996/97	1997/98	1998/99
Rate per 1000	1.29	1.20	1.12	1.02

Definition: Children aged under 16 who's injury is sufficiently serious to require a hospital stay exceeding three days.

Data Source: Hospital Episode Statistics, Department of Health; Office for National Statistics population estimates.

Target: Our Healthier Nation target is to reduce the rate of serious injury for all ages by at least a tenth by 2010. (DH Our Healthier Nation target)

CHILDREN AND YOUNG PEOPLE
Objective 3: Helping the most vulnerable

Indicator 3.2: An improvement in the educational attainment of children looked after by local authorities. (ENGLAND)

Target: To increase the proportion of children leaving care aged 16 or over who have at least one GCSE or GNVQ to 50% by 2000/01 and 75% by 2002/03 (National Priorities Guidance target). To increase from 6% in 1998/99 to 15% in 2003/04 the proportion of children leaving care aged 16 and over with 5 GCSEs at grade A* to C. (Department of Health PSA target)

Baseline and Trends: In 1999/00 30% of young people leaving care in England had one or more GCSE or GNVQ.

Definition: Percentage of young people (age 16 or over) leaving care with 1 or more GCSE (grade A*-G) or 1 vocational qualification – examinations sat during the care period are included even if results were announced after leaving care.

Data Source: Social Services Performance in 1999-2000, Department of Health.

Indicator 3.3: All our young people leaving local authority care will have achieved at least English and Maths Standard Grades and have access to appropriate housing options (SCOTLAND)

Baseline and Trends: No data is currently available on the educational achievements of care leavers. It is intended that this information will be collected from schools via the National Management Information System (NMIS). It is anticipated that it will be the school year 2002/03 before this information will be available for all schools in Scotland.

In addition, no data is presently collected on care leavers' access to housing options. A team of researchers at York University has been commissioned to carry out research into aftercare services provided to care leavers. The first stage of this research is expected to be completed in late 2000. Once the Scottish Executive has had an opportunity to study the research findings, it is proposed to start a new collection of data on aftercare from local authorities which it is hoped will enable information on care leavers' housing options to be collected.

Data Sources: Educational achievement: NMIS (it is still being developed at present by a partnership involving the Scottish Executive, local authorities, schools and the Scottish Qualifications Authority.)

Housing options: Scottish Executive (will collect data on aftercare from local authorities)

CHILDREN AND YOUNG PEOPLE

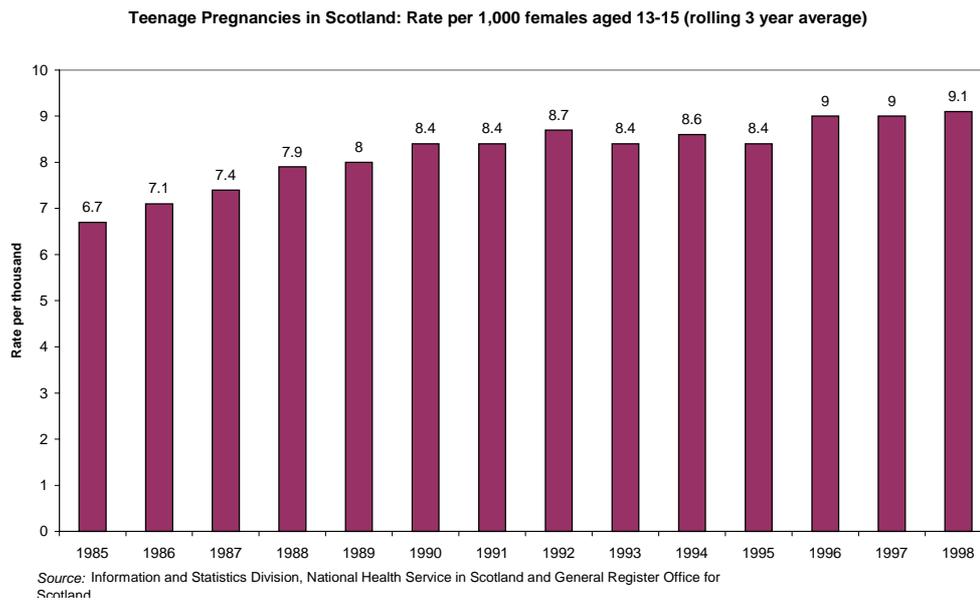
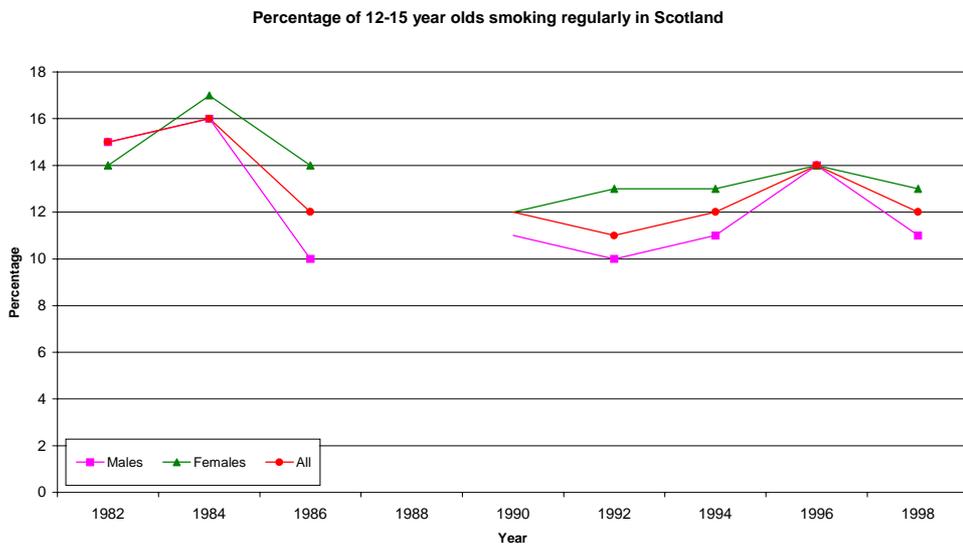
Objective 3: Helping the most vulnerable

Indicator 3.4: Improving the health of young people through reductions in smoking by 12-15 year olds, teenage pregnancies among 13-15 year olds and the rate of suicides among young people (SCOTLAND)

Baseline and Trends: Over the period 1982 to 1998, there has been a slight drop in the percentage of 12-15 year olds who were regular smokers.

Teenage pregnancies were on a rising trend between the mid 1980s and the early 1990s, but in the mid to latter part of the 1990s, the pattern is fairly static.

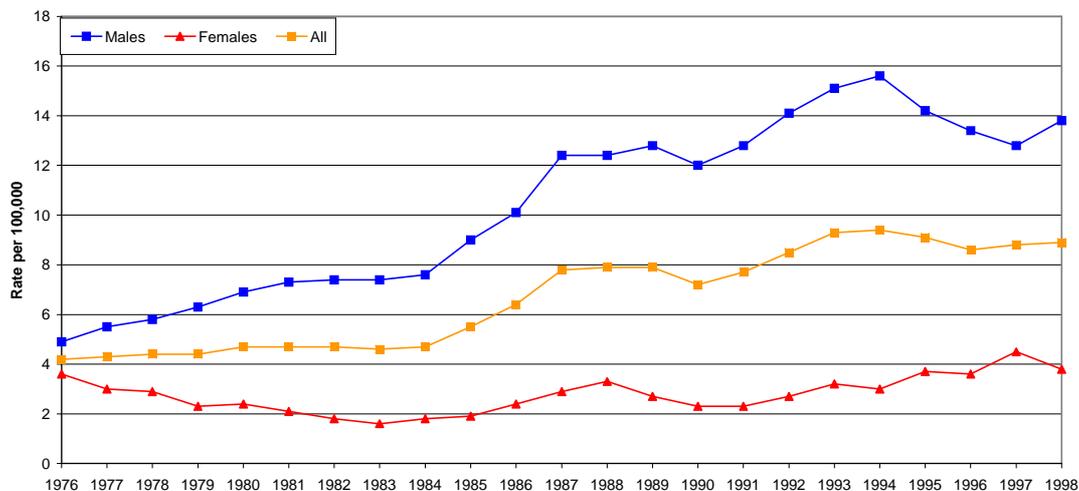
Over the period 1976 to 1994 suicide rates for males have shown a steady increase. Over recent years there is an indication that the rate for males is reducing slightly although the three year average figure for 1998 shows an increase. The chart shows that female suicide rates have stayed fairly stable over the period, and are much lower than among males.



CHILDREN AND YOUNG PEOPLE

Objective 3: Helping the most vulnerable

**Suicide rate among teenagers and young people in Scotland:
Rate per 100,000 people aged 11 to 24 years old**



Source: Information and Statistics Division, National Health Service in Scotland and General Register Office for Scotland

Definitions: Smoking: Regular smokers were defined as smoking at least one cigarette per week.

Teenage pregnancy figures are for conceptions, not births. Owing to the small counts in individual years the figures for teenage pregnancies are given as rolling three-year averages to help identify any pattern.

The suicide figures are available quarterly, but in order to help identify trends the data are aggregated and presented as rolling three year averages.

Data Sources: Smoking - Office for National Statistics; Teenage pregnancies and suicides - Information and Statistics Division, National Health Service in Scotland and General Register Office for Scotland

CHILDREN AND YOUNG PEOPLE
Objective 3: Helping the most vulnerable

Indicator 3.5: A reduction in conception rates for those aged under 18 and a reduction in the proportion of those who are teenage parents not in education, employment and training. (ENGLAND)

Baseline and Trends: Baseline year – 1997. Trends in teenage pregnancy show that under 18 conceptions fell between 1971 and 1981 and then rose between 1981 and 1991. Since then rates have fluctuated. The rate in 1999 at 44.7 per thousand is the lowest since 1995. There has been a reduction in the proportion of teenage parents who are not in education, employment or training, from 84 per cent in 1997 to 69 per cent in 2000.

Under 18 conception rate per thousand females aged 15 to 17

Year	1971	...1981	...1991	...1995	1996	1997	1998	1999
Rate per 1000	54.7	38.7	45.5	41.6	45.9	45.5	46.5	44.7*

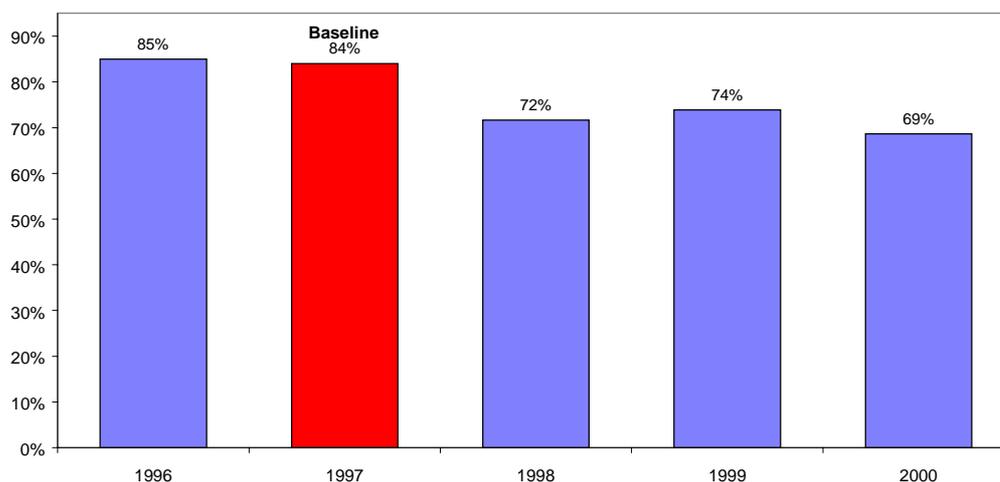
Source: ONS Birth Statistics

Notes: * 1999 data is provisional.

Rates for 1971, 1981 and 1991 use a slightly different methodology to those for 1995-1998 (see British Statistics 1998).

The differences are small and do not affect the overall trends.

Proportion of teenage parents who are not in education, employment or training (England and Wales)



Source: Labour Force Survey - spring quarters

Note: Teenage is defined as 16 to 19 year olds

Year	1996	1997	1998	1999	2000
%	85	84	72	74	69

Definition: Conceptions: Rates per thousand include conceptions resulting in one or more live births and legal abortions; females aged 15 to 17.

Employment, education and training: The definition of teenage is 16 to 19-year-olds.

Data source: ONS birth statistics and Labour force Survey – Spring quarters.

Target: The Social Exclusion Unit's report on teenage conception outlined the targets: to reduce the rate of teenage conception with the aim of halving the rate of conception among those under the age of 18 by 2010; and to get more teenage parents into education, training or employment, to reduce the risk of long term social exclusion.

CHILDREN AND YOUNG PEOPLE
Objective 3: Helping the most vulnerable

Indicator 3.6: A reduction in the proportion of children registered during the year on the Child Protection Register who had been previously registered. (ENGLAND)

Baseline and Trends: Baseline year – 1997/8. Re-registrations on the Child Protection Register have fallen from 19 per cent to 14 per cent between 1997/8 and 1999/00.

Year	1997/98	1998/99	1999/00
%	19	15	14

Definition: Percentage of under 18s registered who had previously been registered.

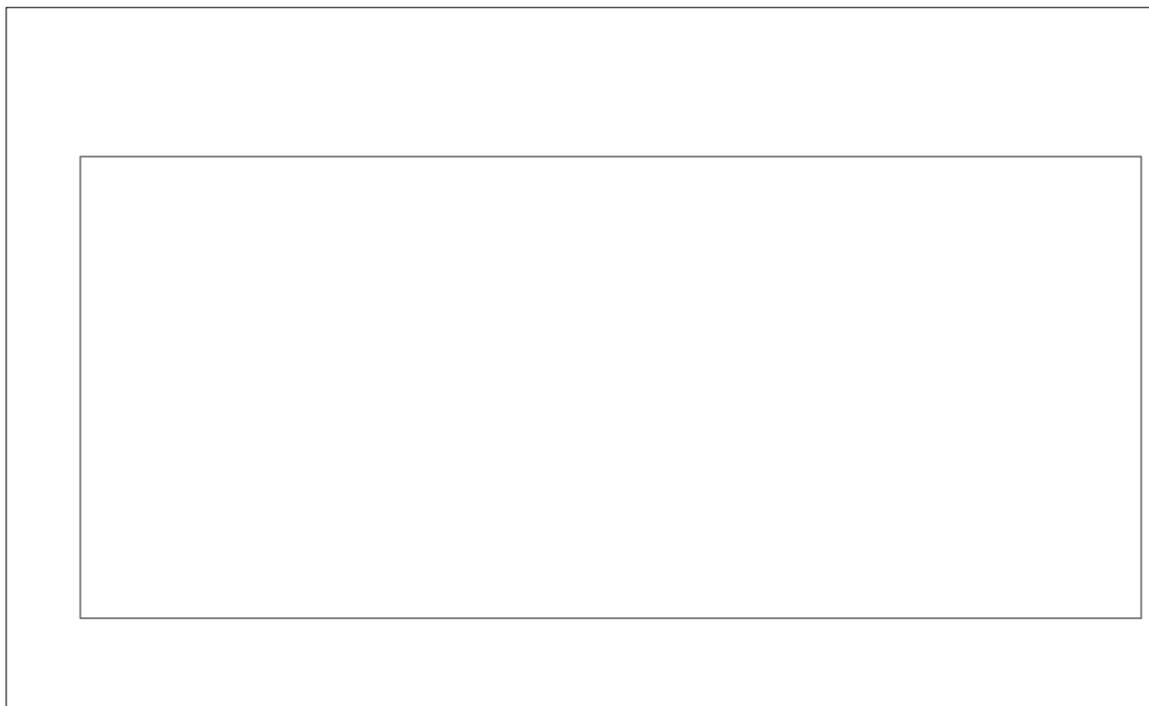
Data Source: Social Services Performance in 1999-2000, Department of Health.

Target: By 2002 to reduce by 10 per cent the proportion of children who are re-registered on the Child Protection Register from the baseline of the year ending March 1997 (Department of Health PSA target, National Priorities Guidance).

CHILDREN AND YOUNG PEOPLE
Objective 3: Helping the most vulnerable

Indicator 3.7: To reduce the gap in infant mortality between manual groups and the population as a whole (ENGLAND).

Baseline and Trends: Baseline data are for 1998 (based on the 3 years 1997-1999)



	1994	1995	1996	1997	1998
Manual groups	6.29	6.31	6.29	6.08	6.02
Total population	5.86	5.83	5.79	5.66	5.53

Notes: Last 5 years' data were used as the basis for setting the target. Earlier years' data in chart for illustration only.

The target has been set for England but the current data cover England and Wales only.

Definition:

Infant mortality rate per 1,000 live births, England and Wales.

The figures are for within marriage and joint registrations only.

Manual groups cover those in social class III_m (manual skilled occupations), IV (partly skilled occupations) and V (unskilled occupations). The whole population covers social classes I to V but excludes residual groups not assigned to social classes I to V eg armed forces, persons who were unemployed. The indicator is currently formulated using the former social class groups as this is the form in which data are available. As data become available using the new National Statistics socio-economic classification – NS-SEC - it will – in 2002 - be possible to reset the indicator based on the new groupings.

The target statement has been built around "manual" groups to encompass the substantial majority of births (and infant deaths) in disadvantaged groups. However information on infant mortality by father's social class is not available for "sole registrations". Although information is sought on mother's occupation it is very incomplete hence social class is routinely determined by the father's occupation.

CHILDREN AND YOUNG PEOPLE
Objective 3: Helping the most vulnerable

It is intended to monitor **all** social groups (including sole registrations) to ensure that trends are improving and the gaps in mortality are narrowing.

Progress towards the target will not be assessed simply in terms of the targets as formulated. We are developing a basket of supplementary indicators to support the national targets and to ensure that **all** key aspects of the inequality agenda are kept under review. The basket of indicators will be wide ranging and cover the full spectrum of indicators relevant to health inequality including wider determinants of health and relevant factors within and outside the NHS.

Data Source: Office for National Statistics – data cover England and Wales. The data are derived from the ONS linked file – linking information on birth and death registrations for England and Wales - and are based on three year averages.

Target: Starting with children under one year, by 2010 to reduce by at least 10 per cent the gap in mortality between manual groups and the population as a whole. (Department of Health PSA target).

WORKING-AGE ADULTS Helping the most vulnerable

Indicator 3.8: A reduction in the proportion of young people reporting the use of class A drugs during the last month and the last year. (ENGLAND)¹⁸

Baseline and Trends: Baseline year – 1998¹⁹. The British Crime Survey (BCS) asks whether respondents have used drugs ever, in the last year and in the last month. There has been no significant change in the proportion of 16 to 24 year olds (in England and Wales) reporting the use of class A drugs between 1994 and 1998 – the latest information for 1998 shows 8 per cent reporting use during the last year and 3 per cent during the last month.²⁰

Information is also available from the British Crime Survey for the use of any drug in the last year and in the last month. For 16 to 24 year olds this has remained constant at 29 per cent between 1994 and 1998, leading to the conclusion that whilst drug use in general is not decreasing there has been no major upward movement.

Definition: Drug misuse self-completion component of British Crime Survey. Asks about use over their life-time, in the last year and in the last month – this indicator is for 16 to 24 year olds. The data presented covers England and Wales. Class A drugs asked about in the British Crime Survey are: cocaine, crack, ecstasy, heroin, LSD, magic mushrooms and methadone.²¹

Data Source: British Crime Survey (covers England and Wales).

Targets: To reduce the number of people aged under 25 reporting the use of class A drugs by 25 per cent by 2005 (and 50 per cent by 2008). (Home Office PSA target).

¹⁸ Indicator covers England although data presented covers England and Wales. However, the National Assembly for Wales are conducting research and will be setting their own indicators in the future.

¹⁹ Please note this is 1998 to be consistent with UK Anti-Drug Strategy since 1997 data is not available.

²⁰ It is likely that the use of class A drugs is under-reported in the British Crime Survey for a number of reasons, but this is currently the best data source available.

²¹ There are other class A drugs but their use is comparatively rare.

WORKING-AGE ADULTS
Helping the most vulnerable

Indicator 3.9: Reducing the incidence of drug misuse in general and of injections and sharing of needles in particular (SCOTLAND)

Baseline and Trends:

Reported use of illegal drugs by 12-15 years olds (1998)

Indicator	12 years	13 years	14 years	15 years	12 -15 years
'Ever' used any drug	3%	13%	25%	39%	18%
Drugs used 'in last year'	3%	11%	22%	35%	15%
Drugs used 'in last month'	2%	8%	14%	24%	10%

Percentage reporting drug use 'in the last 12 months' - adults aged 16-59 (1993 and 1996)

Age Group	1993		1996	
	Males	Females	Males	Females
16-19	23%	19%	26%	20%
20-24	33%	18%	37%	21%
25-29	14%	5%	15%	11%
30-39	5%	3%	12%	4%
40-49	1%	1%	2%	1%

'New problem drug misusers' attending services - reported injecting and sharing behaviour

Year	% injected in past month	% shared 'injecting equipment' in past month(1)
1995/96	33%	30%
1996/97	35%	28%
1997/98	38%	28%
1998/99	42%	32%

(1) clients who reported having 'injected in past month'

Definition: As the Scottish Crime Survey (SCS) is a household survey, it will tend to under-represent certain groups of the population, such as homeless persons and those in prison, hospitals and other residential establishments. Respondents may choose to under-report their drug use because of its criminal nature or its social unacceptability. Nevertheless, the SCS provides a useful minimum prevalence level of drug use in Scotland.

The Scottish Drug Misuse Database at ISD collects information on the reported drug use (including data on injecting and sharing behaviour) of new problem drug misusers seen at a wide range of services, including general practice and specialist drug services. A drug user is defined as 'new' if he/she is attending a particular agency for the first time ever, or has had a gap of over six months since their last attendance.

Data Source: The information on the prevalence of drug misuse comes from the Office for National Statistics survey of 'Smoking drinking and drug use among young teenagers in 1998' and the 1993 and 1996 Scottish Crime Surveys. Information on injecting drug use and the sharing of needles comes from the Scottish Drug Misuse Database managed by the Information and Statistics Division of the National Health Service.

WORKING-AGE ADULTS Helping the most vulnerable

Indicator 3.11: Increasing the proportion of people with learning disabilities able to live at home or in a 'homely' environment (SCOTLAND)

Baseline and Trends: Information is available for people with learning disabilities, on: number of occupied beds in hospitals, number of people in residential care homes and number of places in day centres. Data are not currently available for measuring the number of people with learning difficulties in unregistered supported accommodation.

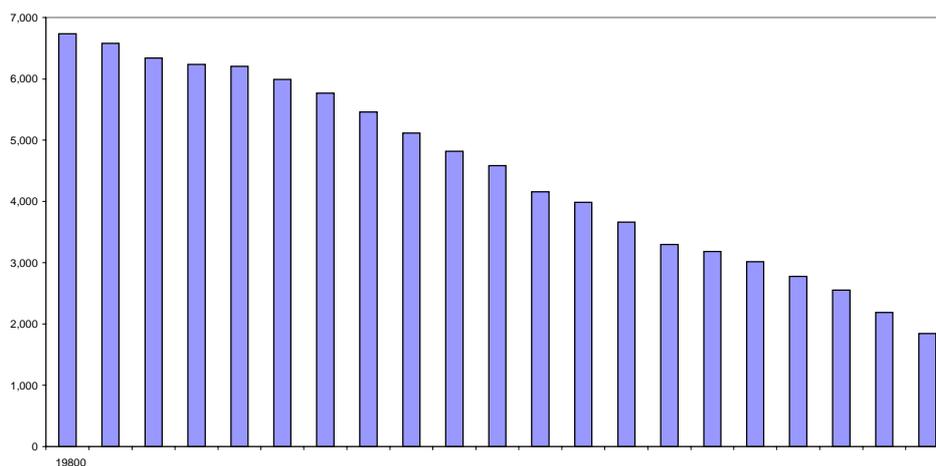
Over the period 1980 to 2000 the number of occupied beds in hospital for people with learning disabilities has fallen from 6,738 to 1,845. The 1999 figure is the baseline figure.

The number of people in residential care homes for people with learning disabilities has increased steadily over the period 1980 to 1997 from an initial figure of 976 people to 3,955 people in 1997. Data are also available for 1998 and 1999 but the basis for aggregating the information to give a national level was changed in 1998 and therefore the figures prior to this year are not directly comparable. In 1998 the numbers of people in residential care homes for people with learning disabilities was recorded as 4,348 and in 1999 (baseline figure) this fell slightly to 4,222.

The number of places in day centres for people with learning disabilities has steadily increased since 1980. In 1980 the number of places was recorded as 5,096 and by 1997 this had risen to 8,900. Information is available for 1998, but the basis for aggregating the figure has been revised and therefore the figure for 1998 (baseline) of 8,737 places is not directly comparable with earlier years. Work is ongoing to improve the consistency of data over this period, and it is likely to result in revisions to past data. Future information is being collected triennially and the next figure will be for 2001.

(i) Numbers of people with learning disabilities living in hospitals, residential care or with places in day centres.

Numbers of people with learning disabilities living in hospitals, residential care or with places in day centres in Scotland

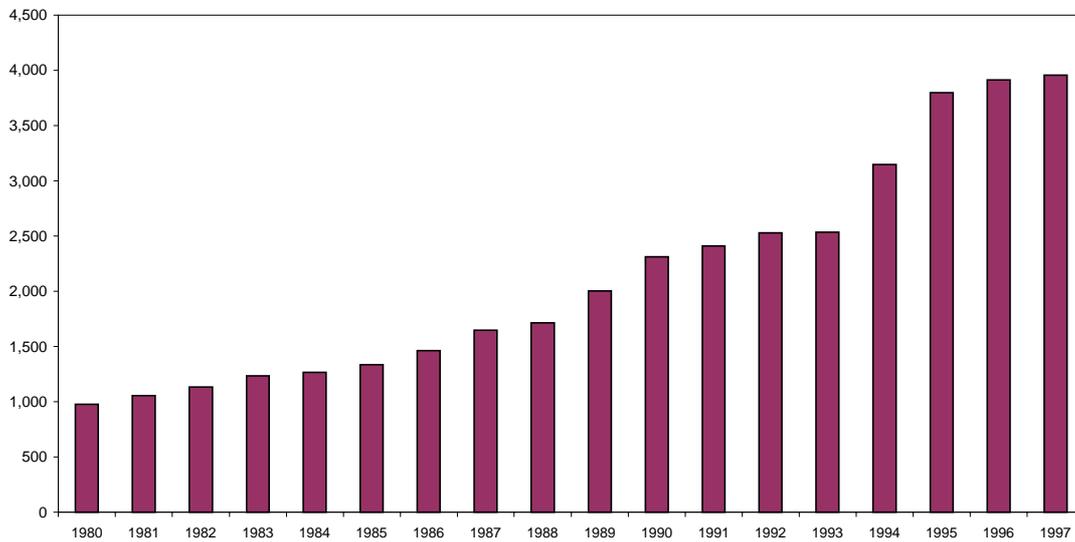


WORKING-AGE ADULTS
Helping the most vulnerable

Year	Numbers	Year	Numbers
1980	6,738	1990	4,582
1981	6,580	1991	4,160
1982	6,343	1992	3,986
1983	6,235	1993	3,664
1984	6,206	1994	3,297
1985	5,994	1995	3,186
1986	5,767	1996	3,019
1987	5,459	1997	2,776
1988	5,115	1998	2,553
1989	4,818	1999	2,189
		2000	1,845

(ii) Number of people in residential care homes for people with learning disabilities

Number of people in residential care homes for people with learning disabilities in Scotland



Source: Community Care Statistics, Scottish Executive Health department

Year	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990
Number	976	1,057	1,134	1,234	1,267	1,336	1,463	1,648	1,713	2,002	2,312

Year	1991	1992	1993	1994	1995	1996	1997
Number	2,412	2,530	2,535	3,147	3,797	3,913	3,955

WORKING-AGE ADULTS
Helping the most vulnerable

(iii) Number of places in day centres for people with learning disabilities

Number of places in day centres for people with learning disabilities in Scotland



Source: Community Care Statistics, Scottish Executive Health

Note: The data excludes information from centres with 4 or less places (which are usually attached to residential homes)

Year	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989
Number	5,096	5,254	5,751	6,115	6,476	6,895	6,995	7,183	7,074	7,586

Year	1990	1991	1992	1993	1994	1995	1996	1997
Number	7,721	8,263	8,137	8,531	8,461	8,514	8,675	8,900

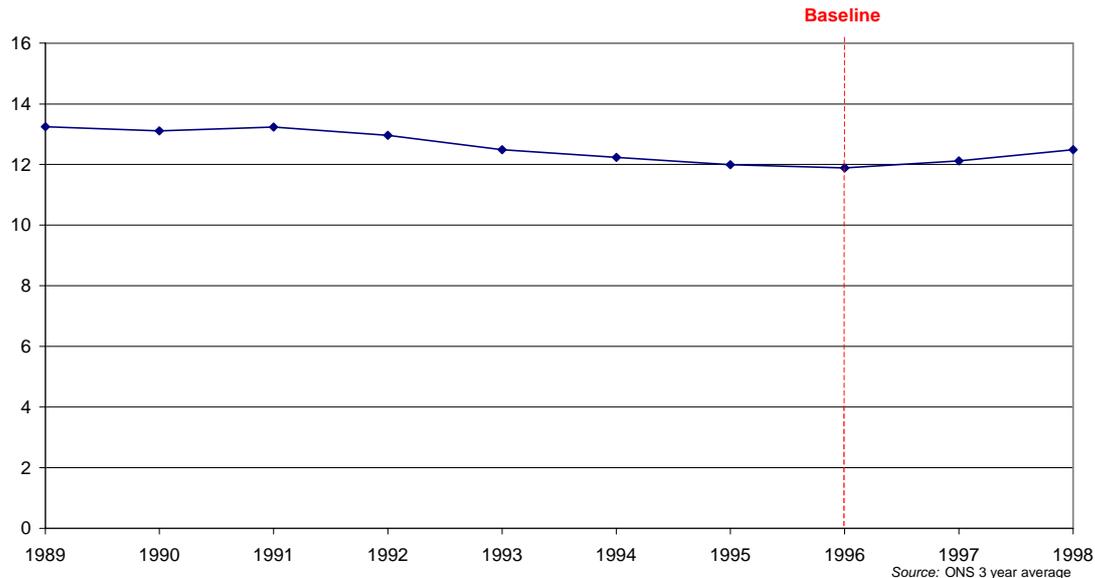
Data Source: Community Care Statistics, Scottish Executive Health department

WORKING-AGE ADULTS
Objective 3: Helping the most vulnerable

Indicator 3.11 A reduction in the death rates from suicide and undetermined injury. (ENGLAND)

Baseline and Trends: Baseline year – in 1996 suicide plus undetermined injury rate for England was around 12 per 100,000 working age adults. Suicide rates, whilst fluctuating year on year, have shown a downward trend during the first half of the 1990s. There were modest increases in both 1997 and 1998 but the 1998 rate is still down compared to 1992 and earlier years.

**Mortality rates from suicide and undetermined injury
(Mortality rates per 100,000 working age adults)**



Year	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998
Rate per 100,000	13.25	13.11	13.23	12.96	12.48	12.23	11.99	11.89	12.12	12.48

Definition: ONS, 3-year average European Age Standardised Mortality rates per 100,000 in England from suicides plus undetermined injury less inquest adjourned cases, (ICD E950-E959 + E980-E989 - E988.8), age band 16-64. Suicides: See appendix 2 of 'Saving Lives: Our Healthier Nation' - DH White Paper (this indicator is for 16 – 64 year olds rather than all age groups).

Data Source: ONS – death registrations.

Targets: Our Healthier Nation target – to reduce the death rate from suicide and undetermined injury by at least a fifth by 2010, saving 4000 lives in total.

WORKING-AGE ADULTS
Objective 3: Helping the most vulnerable

Indicator 3.12 A reduction in the number of people sleeping rough. (ENGLAND)

Baseline and Trends: Baseline – June 1998. In June 1998 it was estimated that 1,850 people were sleeping rough. It was estimated that the number had fallen by 36 per cent to 1,180 by June 2000.

	June 1998	June 1999	June 2000
Rough sleepers	1,850	1,633	1,180

Definition: Figures based on single night street counts.

Data Source: Housing Investment Programme Data, supplied to Department for Transport, Local Governments and the Regions by Local Authorities.

Target: To reduce the number of people sleeping rough to as near to zero as possible and by at least two thirds by 2002. (Department for Transport, Local Government and the Regions PSA target)

Indicator 3.13: No one has to sleep rough (SCOTLAND).

Baseline and Trends: In process of developing a range of indicators that will measure success in achieving this target; they should be available later in 2001.

Definition: The use made of Rough Sleepers initiative services, availability of accommodation, and number sleeping rough.

Data Source: Data supplied to the Scottish Executive from the Rough Sleepers Initiative

OLDER PEOPLE

Objective 3: Helping the most vulnerable

Indicator 3.14 A reduction in the proportion of older people whose lives are affected by fear of crime. (ENGLAND AND WALES)

Baseline and Trends: Baseline year – 1998. In 1998, 10 per cent of those aged 60 and over said that their life was significantly affected by fear of crime. This figure stayed the same for 2000. Trends further back in time are not available.

Definition: Proportion of those aged 60 or over who report that their lives are greatly affected by a fear of crime.

Data Source: British Crime Survey – covers England and Wales.

Target: Ensure by 2004 that the levels of fear of crime in the key categories of violent crime, burglary and car crime, reported in the BCS, are lower than the levels reported in the 2001 BCS. (Home Office – Criminal Justice System PSA)

OLDER PEOPLE

Objective 3: Helping the most vulnerable

Indicator 3.15: Reducing the fear of crime among older people (SCOTLAND)

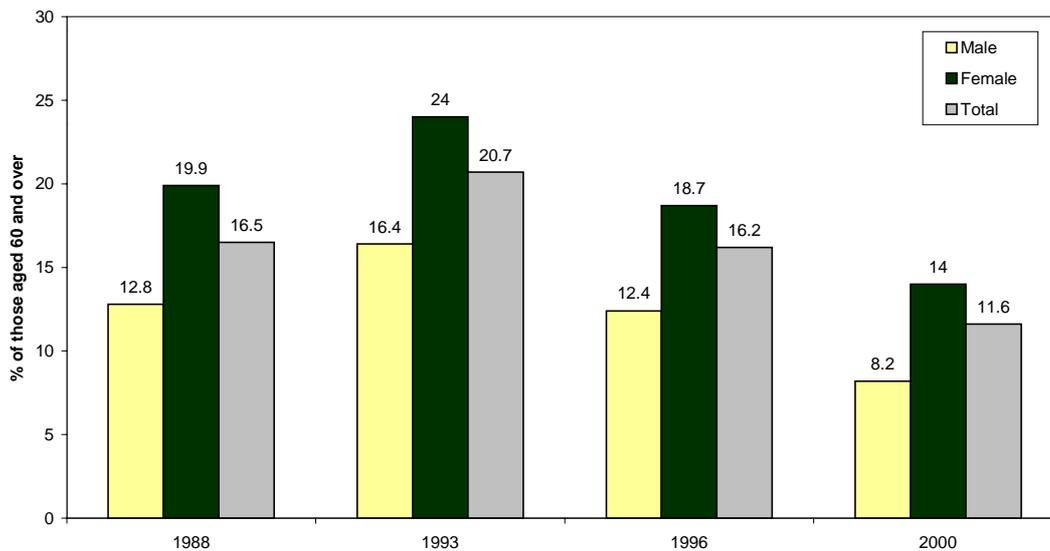
Baseline and Trends: This is measured by 3 indicators. The indicators cover the fear of being a victim of housebreaking, the fear of physical assault on the street and the fear of being a victim of car theft.

The percentage of people aged 60 or more who were very worried about being a victim of housebreaking has decreased over the course of the 1990s. It is also clear that during the time period measured women felt more concerned about this crime than men.

The percentage of people aged 60 or more who were very worried about physical assault on the street also decreased over the course of the 1990s. As in the case of housebreaking, women were more worried about becoming a victim of this crime than men.

The percentage of people aged 60 or more who were very worried about being a victim of car theft fell slightly during the 1990s. Whilst women were again more worried than men about being a victim of this crime, the difference between the sexes was not as pronounced as in the other two areas of crime highlighted above.

Percentage of older people in Scotland 'very worried' about housebreaking

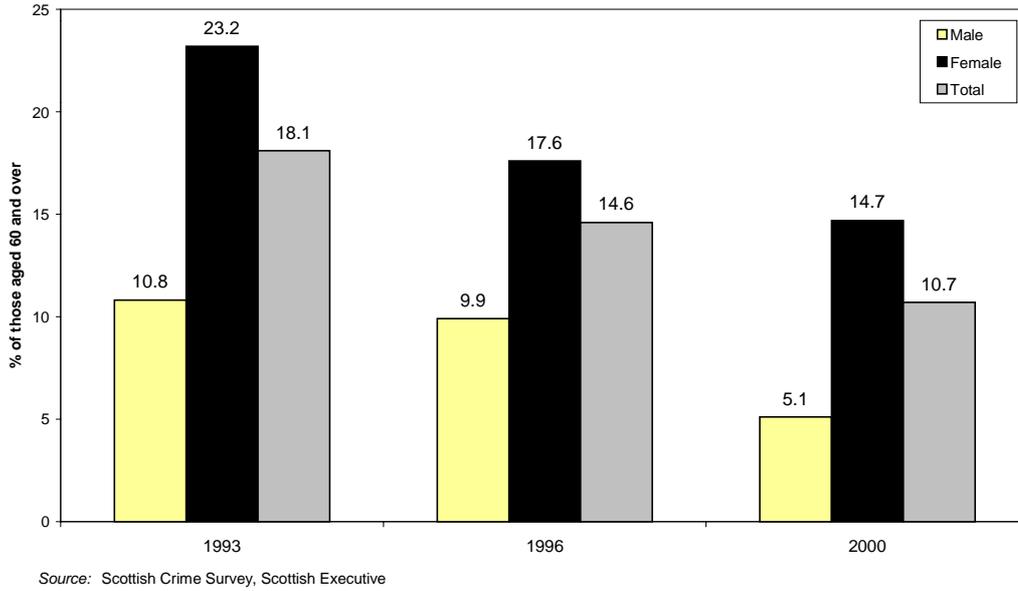


Source: Scottish Crime Survey, Scottish Executive

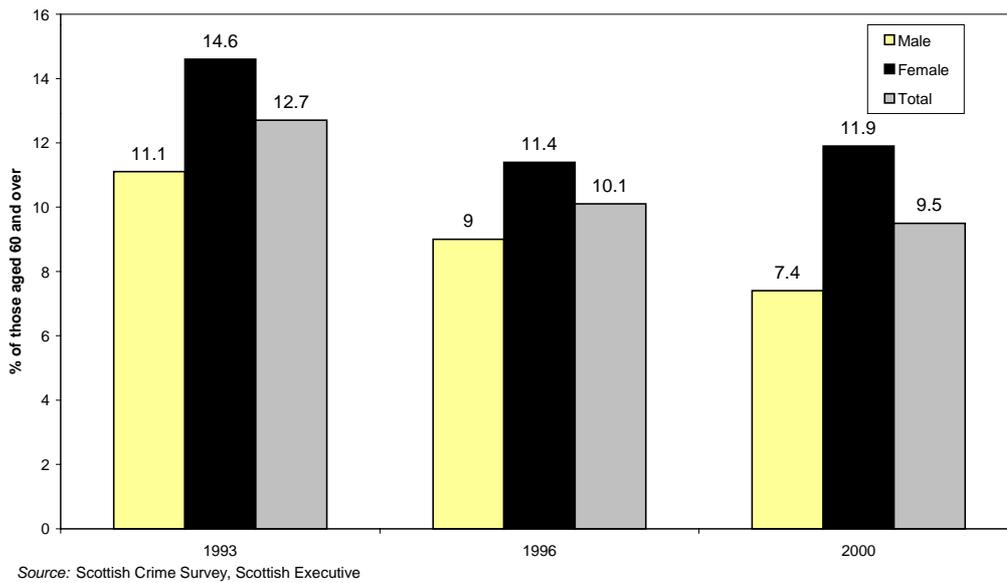
OLDER PEOPLE

Objective 3: Helping the most vulnerable

Percentage 'very worried' : Physical assault on the street



Percentage of older people in Scotland who are 'very worried' about car theft



Definition: In each case the recorded figure is for those people aged 60 or more who expressed a view that they were 'very worried' about being a victim of the given crime.

Data Source: Scottish Crime Survey, Scottish Executive

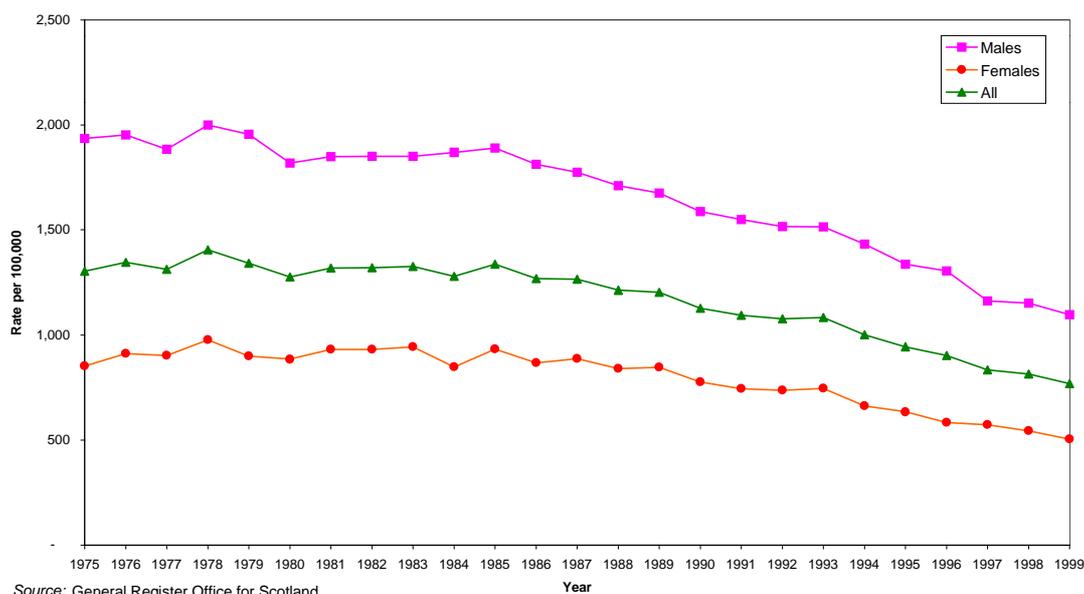
OLDER PEOPLE

Objective 3: Helping the most vulnerable

Indicator 3.16: Increasing the number of older people taking physical exercise and reducing the rates of mortality from coronary heart disease and the prevalence of respiratory disease (SCOTLAND)

Baseline and Trends: This is currently measured by 2 indicators since the information on physical exercise is not yet available. Results from the Scottish Health Survey 1998 on physical exercise will be available shortly. Over the period 1975 to 1998 the rate of mortality from coronary heart disease has fallen steadily for men and women, but men are still twice as likely to die from coronary heart disease as women. For 65 to 74 year olds roughly between 80 and 100 people in every 1000 suffer from chronic respiratory disease.

Mortality rate from coronary heart disease per 100,000 population



Prevalence of chronic respiratory disease

Year	Prevalence Rate per 1,000 population aged 65 to 74 years	
	Male	Female
	1996	94.1
1997	96.4	90.9
1998	91.9	93.5

Definition: These indicators represent people in Scotland aged 65 to 74 years. The mortality rates data are based on the death rates per 100,000 people aged 65 to 74 years. It has been concluded that a more useful indicator for respiratory disease is to measure the prevalence rates for chronic respiratory disease rather than an aggregation of a variety of different respiratory diseases. The chronic respiratory disease information is based on slightly different base populations to the mortality data and therefore should be seen as a broad estimation of the likely national picture. The national estimates based on a 5 % sample of General Practices across Scotland.

Data Source: The data on respiratory disease has been taken from the Continuous Morbidity Recording Scheme run by the Information and Statistics Division of the National Health Service. The mortality rates data are derived from information from the General Register Office for Scotland

COMMUNITIES

Objective 3: Helping the most vulnerable

Indicator 3.17: A reduction in the national rate of domestic burglary and a reduction in the difference between the rates in the most deprived local authority areas and the national average. (ENGLAND AND WALES)

Baseline and trends: Baseline year – 1999. In 1999, 585 households out of 10,000 were burgled (2000 British Crime Survey - BCS). In 1997, 756 households out of 10,000 were burgled. No figures for the most deprived areas available to date.

BCS rates of victimisation between 1981/1995/1997 and 1999				
Rates per 10,000 households				
	1981	1995	1997	1999
Burglary	409	829	756	585

Note: Includes attempted burglaries. Rates per 10,000 includes cases where the same household has been burgled more than once.

Definition: Rates per 10,000: number of households who suffer from burglary out of 10,000 including cases where the same household has been burgled more than once in a year. Data from the British Crime Survey.

Data Source: British Crime Survey – Covers England and Wales.

Target: Reduce domestic burglary by 25%, with no local authority area having a rate more than three times the national average, by 2005. (Home Office PSA target).

COMMUNITIES

Objective 3: Helping the most vulnerable

Indicator 3.18: Reducing crime rates in disadvantaged areas (SCOTLAND)

Baseline and Trends: The current indicators for this are the percentage movement in total numbers of recorded crimes against people, crimes against property and crimes relating to drugs, since the previous year in local authority areas. We do not yet have comprehensive data for disadvantaged areas, defined by Social Inclusion Partnerships. However it is hoped that in future years information from the Social Inclusion Partnerships on crime rates in disadvantaged areas will be available.

Percentage change 1998 to 1999

Council Area	Crimes against the person	Crimes against property	Crimes relating to drugs
Aberdeen City	2	8	-5
Aberdeenshire	9	4	-20
Angus	-15	2	7
Argyll & Bute	9	3	-11
Clackmannanshire	-3	5	-20
Dumfries & Galloway	-2	0	-11
Dundee City	20	-4	-15
East Ayrshire	11	-7	26
East Dunbartonshire	-16	-15	-12
East Lothian	7	10	20
East Renfrewshire	5	-13	9
Edinburgh, City of	5	19	52
Eilean Siar	11	-29	-15
Falkirk	7	0	-3
Fife	-1	17	-30
Glasgow City	4	-11	-5
Highland	-3	9	23
Inverclyde	-1	-10	-3
Midlothian	10	14	15
Moray	-6	2	13
North Ayrshire	-1	4	-10
North Lanarkshire	4	-8	12
Orkney Islands	-1	-30	7
Perth & Kinross	-9	-3	-11
Renfrewshire	4	-7	-17
Scottish Borders	5	2	110
Shetland Islands	-1	-20	28
South Ayrshire	-7	-17	-3
South Lanarkshire	5	-2	22
Stirling	-7	13	6
West Dunbartonshire	1	6	-24
West Lothian	-8	8	44
Scotland Total	2	0	1

Definition: The indicators are defined as the percentage movement in total numbers of recorded crimes against people, crimes against property and crime relating to drugs since the previous year.

Data Source: Central recorded crime statistical collection: Scottish Executive

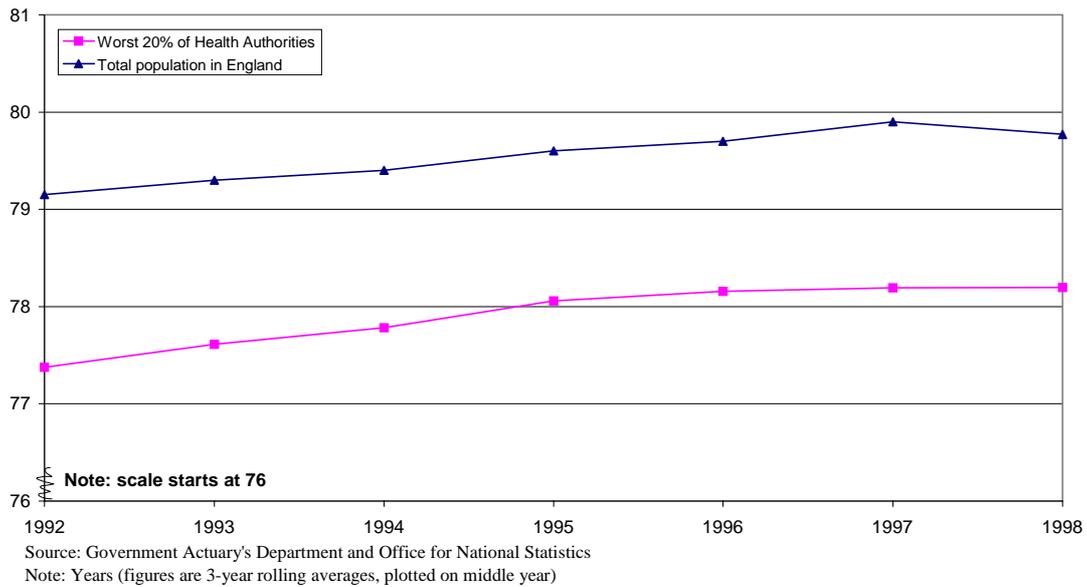
COMMUNITIES

Objective 3: Helping the most vulnerable

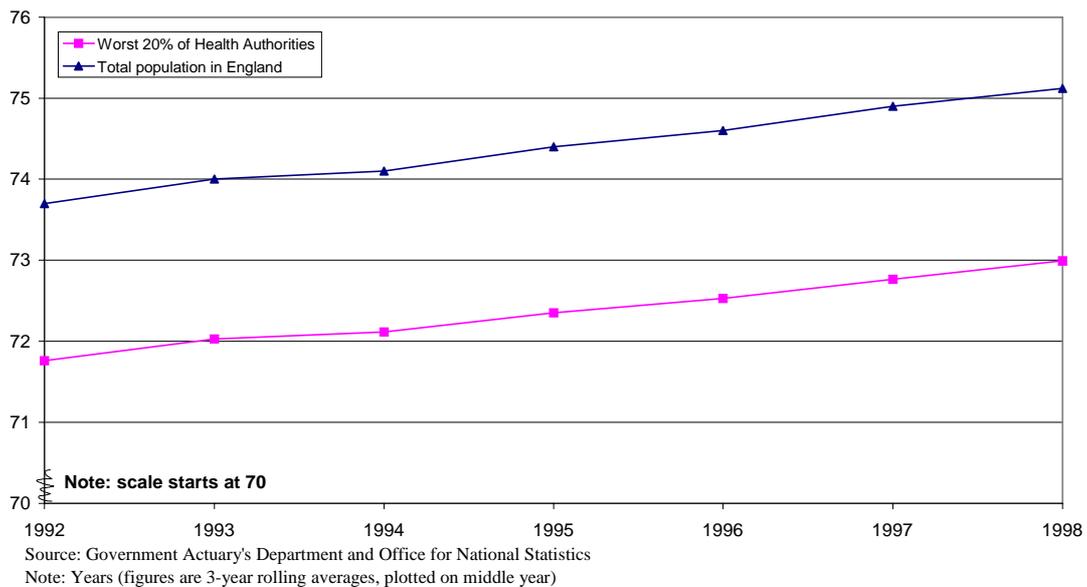
Indicator 3.19: To reduce the gap between the quintile of Health Authorities with the lowest life expectancy at birth and the population as a whole. (ENGLAND)

Baseline and Trends: Baseline data are for 1998 (based on the three years 1997-1999 data). Life expectancy for females in the worst 20 per cent of Health Authorities was 78.2 years compared to 89.8 years for England as a whole. And for men 73.0 years compared to 75.1 years.

Life expectancy for females (for total population in England and worst 20% of health authorities)



Life expectancy for males (for total population in England and worst 20% of health authorities)



COMMUNITIES

Objective 3: Helping the most vulnerable

Life expectancy for males and females in England compared with the 20 per cent of Health Authorities with the lowest life expectancy

		1992	1993	1994	1995	1996	1997	1998
Males	Worst 20% of Health Authorities	71.8	72.0	72.1	72.3	72.5	72.8	73.0
	Total population in England	73.7	74	74.1	74.4	74.6	74.9	75.12
	Difference	1.9	2.0	2.0	2.1	2.1	2.1	2.1
Females	Worst 20% of Health Authorities	77.4	77.6	77.8	78.1	78.2	78.2	78.2
	Total population in England	79.15	79.3	79.4	79.6	79.7	79.9	79.77
	Difference	1.8	1.7	1.6	1.5	1.5	1.7	1.6

Definition:

Expectation of life data are based on population estimates and deaths data.

The data presented for life expectancy are based on three year averages for England.

The data for Health Authorities have been made available by ONS.

Each year the quintile of Health Authorities with the lowest life expectancy may be (slightly) different.

This target has been chosen as an overall statistical indicator to identify reduction in inequality – ie it is not just a measure of improvement in disadvantaged groups. It is planned to be linked to a second “layer” of targets/activities relating to all health authorities and taken forward by way of Health Improvement Programmes, Local Strategic Partnerships etc.

Progress towards the target will not be assessed simply in terms of the targets as formulated. We are developing a basket of supplementary indicators to support the national targets and to ensure that **all** key aspects of the inequality agenda are kept under review. The basket of indicators will be wide ranging and cover the full spectrum of indicators relevant to health inequality including wider determinants of health and relevant factors within and outside the NHS.

Data Source: Government Actuary’s Department - total population life expectancy figures.
Office for National Statistics – figures for quintile of health authorities with worst life expectancy figures.
Data for England.

Target: PSA target on health inequalities and Government Intervention in Deprived Areas target: Starting with Health Authorities, by 2010 to reduce by at least 10 per cent the gap between the quintile of areas with the lowest life expectancy at birth and the population as a whole.