

Date: 04 October 2019

Subject: Indices of Multiple Deprivation 2019

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## **PURPOSE OF REPORT**

To provide an overview of the recently public 2019 IMD scores for Greater Manchester focusing on:

1. Overall IMD ranking of Greater Manchester in the rank of average score and distribution of deprived communities across Greater Manchester.
2. The relative change in ranking between 2015 and 2019.
3. Headline analysis of the seven domains of deprivation.

## **RECOMMENDATIONS:**

1. Further analysis of the 2019 IMD to be undertaken.
2. Engagement with MHCLG surrounding the IMD measures and input into the next IMD.
3. Linking IMD measures to the GMS refresh and IPR work.
4. Share the below report with Leaders.

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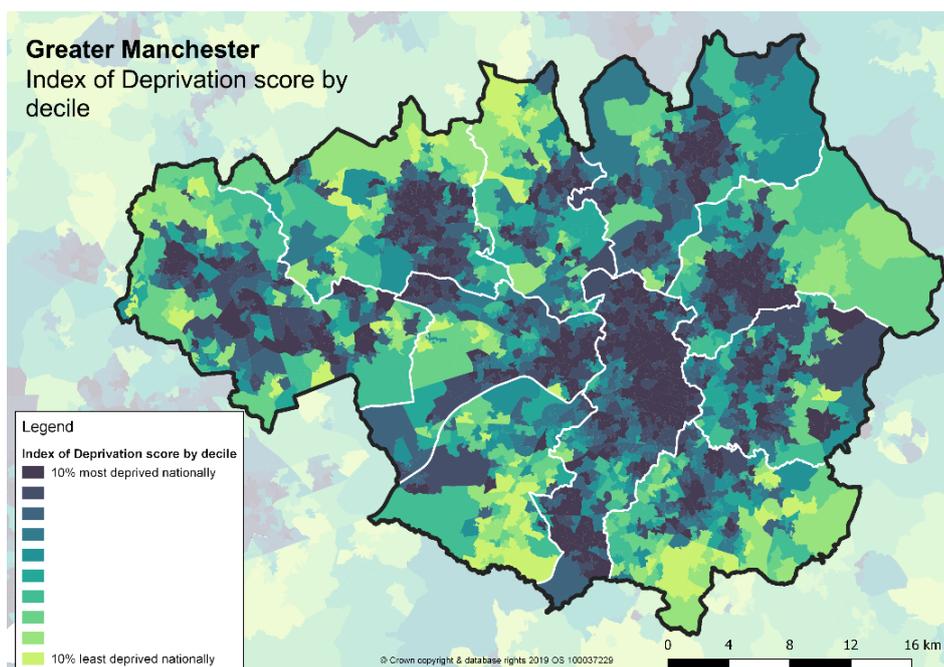
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## 1. Summary

- 1.1. The Indices of Deprivation (IoD) 2019 was published on 26th September 2019 and provides a set of relative measures of deprivation across England only and are based on seven different domains of deprivation. The combination of all the domains creates an Index of Multiple Deprivation (IMD) ranking.
- 1.2. The 2019 IoD also provides ranked measures of deprivation for the 317 English local authorities alongside the more detailed LSOA scores. The measures are based on a basket of 39 indicators that mainly date from 2015/16, with some data being as early as 2008 and some as recent as 2018. This means that the IMD is more a measure of deprivation in 2015/16 as opposed to 2019. Furthermore, the 2011 Census is an important data point for many of the measures so does not account for changes since 2011. The measures used do not cover all areas in the domains for example income is about welfare benefit claimants as opposed to real incomes. While the Crime domain looks at four crimes not all crime.
- 1.3. Nationally the IMD data shows that deprivation is dispersed across England, 61% of local authority districts contain at least one of the most deprived neighbourhoods. There is a concentration of deprived neighbourhoods in cities and the North. Across Greater Manchester there are 390 neighbourhoods known as Lower Super Output Areas (LSOAs) in the most deprived 20% of LSOAs in the country and these make up 23.3% of the total LSOAs in Greater Manchester.
- 1.4. In 2015, 20.8% of LSOAs in Greater Manchester were in the 10% most deprived LSOAs in the country. Overall nine of the Greater Manchester local authorities are lower (more relatively deprived) in the ranks of deprivation in the 2019 IMD than they were in the 2015 IMD. It must be noted however that the IMD measures are relative to one another, therefore a score of rank in 1 in 2015 does not mean the same level as deprivation as a rank of 1 in 2019.
- 1.5. Below sets out the overall 2019 IMD in deciles by LSOA across Greater Manchester.

**Figure 1: 2019 IMD Index of Deprivation score by decile.**



## 2. Introduction

2.1. The Indices of Deprivation 2019 was published on 26<sup>th</sup> September 2019 and provides a set of seven weighted domains of deprivation (covering 39 measures). The measures are based on a variety of data sources most of which are from 2015/16 but range from 2008 to 2018. The overall population measure used is the ONS mid-year population estimates from 2015, 2016 and 2017.

2.2. The seven domains and their weightings are below.

**Table 1: Index of Deprivation Domains**

<b>Domain</b>	<b>Weight</b>
Income Deprivation	22.5%
Employment Deprivation	22.5%
Education, Skills and Training	13.5%
Health Deprivation and Disability	13.5%
Crime	9.3%
Barriers to Housing and Services	9.3%
Living Environment Deprivation	9.3%

2.3. As shown above some domains have a higher weight than others so have a greater impact on the overall IMD score. Income and employment make up 45% of an overall IMD score so are the most significant measures in the overall score. The income and employment measures are both based on welfare benefit receipt, for employment the focus is on out of work benefits for those of working age, while income includes both in and out of work benefits for all ages.

2.4. The overall scores for each domain are calculated at an LSOA level which are then ranked. English local authorities are also ranked from 1 to 317 based on average scores or ranks of the LSOA data<sup>1</sup>; and where 1 is the local authority with the highest IMD rank (most deprived) and 317 is the local authority with the lowest IMD rank (least deprived). The ranks are relative to one another within a domain, which means that the 2015 and 2019 data is not directly comparable in terms of actual change in deprivation. A rank of 1 in the 2015 Index is not necessarily the same level of deprivation as a rank of 1 in the 2019 release.

2.5. IMD ranks are also available for Clinical Commissioning Group and LEP areas.

2.6. There are five different ranks and scores for IMD at the local authority level. The most commonly used is the rank of average score, which ranks the average overall IMD score and the proportion of LSOAs in the most deprived 10% nationally.

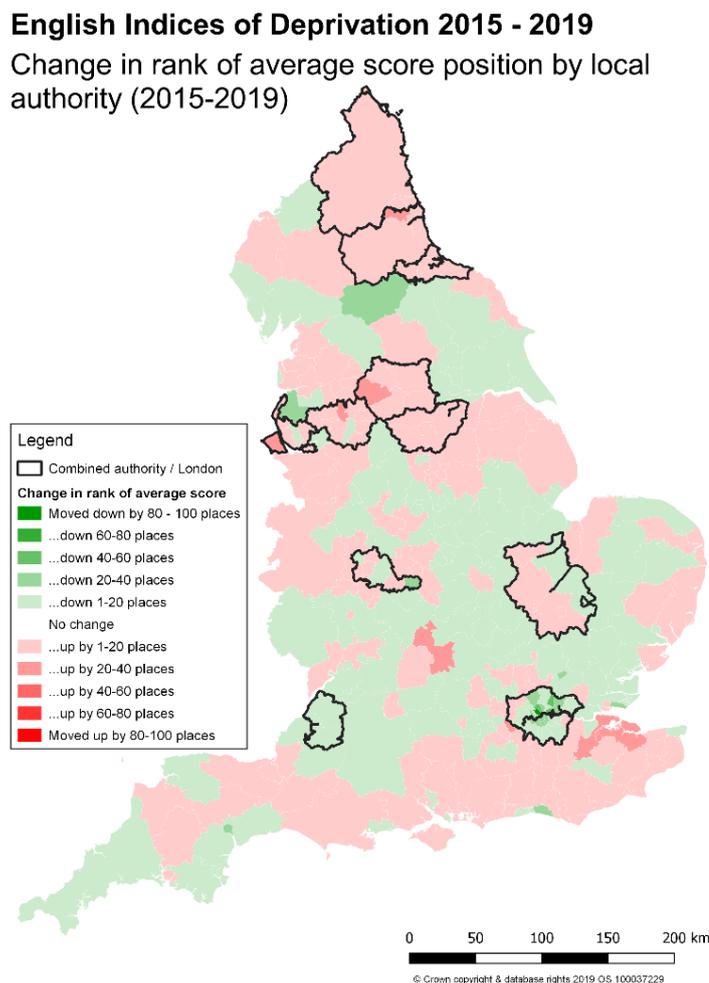
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<sup>1</sup> NB Local authority scores and ranks are constrained to account for differences in population.

### 3. Change 2015 – 2019

- 3.1. The change in the relative deprivation of each local authority nationally shows that London and some areas of southern England notably the West of England have seen a relative improvement in IMD rank of average score between 2015 and 2019. While Northern Combined Authority areas have seen a relative decline in rank of average score in the same time period.
- 3.2. Below shows the relative change in the rank of average scores 2015 – 2019. Although this shows change, be aware that a positive or negative change does not denote a positive or negative change in the level of deprivation in an authority. The rank in each release is based on score relative to the other local authorities. A negative change does not necessarily mean a local authority is more deprived than it was in 2015. Therefore rank 1 in 2015 is not the same level of deprivation as rank 1 in 2019.

**Figure 2: English Indices of Deprivation 2015 – 2019, Change in rank of average score.**



- 3.3. Of the ten local authorities in Greater Manchester, only Manchester has seen a positive change in its ranking in terms of rank of average score. Although there are some improvements on some measures in some authorities – notably Manchester, the overall trend across the conurbation is one of relatively increased deprivation. This is also true in the 10% most deprived LSOAs, which has increased from 20.8% of areas to 23.3% of areas

across Greater Manchester. At the other end of the scale 5.4% of Greater Manchester LSOAs are in the 10% *least* deprived decile, with no such areas existing in Manchester, Oldham or Rochdale.

3.4. The IMD reports on five measures which provide slightly different ranks, they are as follow:

- Rank of average rank: this measure summarises the average level of deprivation across an area, based on the population weighted ranks of all the neighbourhoods within it.
- Rank of average score: this measure summarises the average level of deprivation across an area, based on the scores of all the neighbourhoods contained within.
- Rank of proportion of LSOAs in the most deprived 10% nationally: this measure summarises the proportion of neighbourhoods in a larger area that are in the most deprived 10 per cent of neighbourhoods in the country.
- Rank of extent: The 'extent' measure is a summary of the proportion of the local population that live in areas classified as among the most deprived in the country.
- Rank of concentration: The 'local concentration' measure is a summary of how the most deprived LSOAs in the higher-level area compare to those in other areas across the country.

3.5. Below sets out the rank for the five measures for each Greater Manchester authority in the 2019 IMD.

**Table 2 - Ranking positions of Greater Manchester authorities in the 2019 IMD**

*(The smaller the number out of 317 the greater the relative deprivation.)*

	<b>Rank of average rank</b>	<b>Rank of average score</b>	<b>Rank of proportion of LSOAs in most deprived 10% nationally</b>	<b>Rank of extent</b>	<b>Rank of local concentration</b>
Bolton	47	34	31	26	34
Bury	110	95	82	85	64
Manchester	2	6	5	2	13
Oldham	29	19	16	18	22
Rochdale	17	15	20	19	25
Salford	20	18	19	21	20
Stockport	154	130	90	117	58
Tameside	23	28	40	28	45
Trafford	209	191	125	150	124
Wigan	97	75	53	54	50

3.6. Although in numerical terms the absolute changes appear significant, in most cases the moves are less than a 5% change in ranking (a move of 15 places up or down the rank). Given the underlying confidence intervals for the data that make up the Indices, changes of this order of magnitude maybe due to fluctuations in the underlying statistics. The only authorities where the ranking change is more than 5% are Bolton, Bury, Oldham and Stockport.

3.7. The drivers of the change in relative ranking for all authorities varies, as the scores are built from 39 indicators using a variety of datasets. However, there are some broad patterns which can be identified early on by looking at the change in score for each domain. Below sets out the change in the rank of average score for each domain in each local authority in Greater Manchester:

Table 2: IMD 2015-19 change rank of average score								
	Overall	Income	Employment	Education, Skills and Training	Health	Crime	Housing Barriers and Services	Living Environment
Bolton	17	14	7	12	-15	68	-39	20
Bury	23	20	15	36	-9	69	21	-9
Manchester	-1	-1	-4	-28	-3	9	-6	-7
Oldham	15	9	-4	11	-9	46	8	68
Rochdale	1	6	-1	-3	-4	27	-46	1
Salford	4	0	-4	17	-5	57	7	14
Stockport	16	14	24	8	1	30	26	36
Tameside	13	10	1	11	-3	42	37	12
Trafford	8	5	-2	8	-16	70	12	39
Wigan	9	8	-4	-2	-8	69	-3	-15

*A positive figure indicates increased deprivation relative to other local authorities in England. A negative figure indicates decreased deprivation relative to other local authorities in England. NB the 2015 ranking was based on 326 local authorities and 2019 based on 317 local authorities.*

3.8. As the above shows the main drivers for the decrease in ranking for the four areas that have seen the biggest change:

- Bolton – Income, Crime and Living Environment
- Bury – Income, Education and Crime
- Oldham – Crime and Living Environment
- Stockport – Employment, Crime, Housing Barriers and Living Environment

#### 4. Domains

4.1. Each individual domain score is weighted to provide an overall IMD score. Income and Employment are weighted at 22.5% each; Health and Education are weighted at 13.5% each and the remaining domain scores are weighted at 9.3% each.

4.2. Within each domain there are a number of measures which make up the domain score. These measures are used to calculate the scores and are calculated as proportions or rates of the underlying 'at risk' population, using denominators based on ONS population estimates. For Manchester the population estimates are lower than that estimated by the Council's in-house demography team. In terms of the Crime domain this potential undercounting is exaggerated because, while it adds a workplace non-resident population into those 'at risk' to better reflect those affected by crime, it is taken from the 2011 Census,

which does not reflect the current workplace population. This means that the proportion of incidents per 1,000 population could be overstated.

- 4.3. For some domains data is available at LSOA level and there is little modelling while others are modelled from district or regional data, for example homelessness acceptances are a district level data set and housing stock condition is modelled from a regional dataset.
- 4.4. Across the domains the Greater Manchester authorities are mixed in terms of the change in ranking from 2015 to 2019 and overall deprivation. Income and Employment are closely aligned as they are based on welfare benefits claims. In terms of the Crime domain there has been a shift downwards (becoming more deprived) and this is likely to be related to the data used to measure this domain. For Housing Barriers and Services domain Greater Manchester is relatively less deprived in comparison to London and the South East.
- 4.5. Below sets out the domain average rank score for each domain across Greater Manchester. The highlighted authorities are where a local authority is in the most deprived 10% of the rank of average score for each domain. The rank of average score has been chosen as it is the best measure of the overall score of the combination of domains.

	<b>Overall</b>	<b>Income</b>	<b>Employment</b>	<b>Education</b>	<b>Health</b>	<b>Crime</b>	<b>Housing Barriers</b>	<b>Living Environment</b>
<b>Bolton</b>	34	29	36	90	50	13	285	80
<b>Bury</b>	95	83	57	164	84	50	277	124
<b>Manchester</b>	6	8	39	67	5	1	63	42
<b>Oldham</b>	19	21	32	23	40	5	307	61
<b>Rochdale</b>	15	15	16	43	21	2	231	149
<b>Salford</b>	18	24	30	44	12	16	218	94
<b>Stockport</b>	130	135	100	183	78	65	290	141
<b>Tameside</b>	28	37	37	61	19	12	270	93
<b>Trafford</b>	191	166	155	275	147	138	289	131
<b>Wigan</b>	75	77	50	86	46	59	300	248

*The lower the number the more relatively deprived an authority is in the domain.*

#### 4.6. Income

- The income domain makes up 22.5% of the total IMD score in an area. The measure looks at the number of people of all ages in receipt of six welfare benefits who are in and out of work (Income Support, JSA, ESA, Universal Credit families where no adult is in 'Working - no requirements' conditionality regime, pension credit, working tax credit, child tax credit) and asylum seekers in receipt of subsistence support. The data used for this domain is from 2015/16.
- The income domain results show a disproportionate number and percentage of neighbourhoods in the most deprived deciles in Greater Manchester. In Manchester nearly 40% of neighbourhoods are classed within the most deprived decile nationally. At the other end of the rankings there are none of Rochdale's neighbourhoods in the least deprived decile. Manchester now has as many areas as Stockport in the *least* deprived decile and nearly as many as Trafford.

- The income and employment domains are constructed largely by using benefit claimant data sourced from the Department for Work and Pensions. Some of the indicators used in both the income and employment deprivation domain share similar or overlapping data sources around the count of those in areas claiming unemployment and employment support benefits. As a result, the scores and rankings of these two domains of deprivation are heavily related with each other.

#### 4.7. Employment:

- The employment domain makes up 22.5% of the total IMD score in an area. The measure looks at the number of people of working age<sup>2</sup> in receipt of six welfare benefits (JSA, ESA, Incapacity Benefit, Severe Disablement Allowance, Carers Allowance and the Universal Credit 'searching for work' and 'no work requirements'). These welfare benefits are for those who are not in work or unable to work due to illness or disability. The data used for this domain is from 2015/16.
- Most of the Greater Manchester local authorities find themselves in the most employment deprived quartile across all summary measures. Rochdale ranks particularly poorly with it being placed in the 25 most employment deprived areas on three of the four summary measures. In terms of average score, most Greater Manchester local authorities have improved on their ranking since 2015. Manchester and Wigan in particular have either improved or stayed stable when compared to their 2015 IMD ranking across all summary measures.

#### 4.8. Education, Skills and Training

- The Education, Skills and Training domain makes up 13.5% of the total IMD score in an area. The measure looks at seven measures; key stage 2 attainment, key stage 4 attainment, secondary school absence, the number of young people not staying on in school or non-advanced education above age 16, the number of young people under 21 not in higher education, working-age adults with no or low qualifications and working-age adults who cannot speak English or cannot speak English well. The data used for this domain is from 2008 – 2017.
- The IMD 2019 shows that generally local authorities in Greater Manchester have become more Education, Skills and Training deprived compared to the 2015 IMD in terms of rank of average rank and score. This is with the notable exception of Manchester which has improved its ranking across all summary measures. At the neighborhood level, however, many areas have taken a positive step with five local authorities in Greater Manchester improving on their 2015 IMD rank in terms of the proportion of LSOAs in the 10% most Education, Skills and Training deprived nationally. Overall across Greater Manchester, the proportion of LSOAs in the 10% most Education, Skills and Training deprived has decreased from 13.7% to 13.2%.

#### 4.9. Health

- The health domain makes up 13.5% of the total IMD score in an area. The domain looks at four measures; mortality, those in receipt of welfare benefits related to ill health or

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<sup>2</sup> Working age defined as 18-59 for women and 18-64 for men.

disability, hospital spells starting with admission in an emergency, and, adults suffering from mood and anxiety disorders. The data used for this domain is from 2013 – 2017.

- Greater Manchester authorities generally improved slightly relative to the England average for Health Deprivation and Disability: between 2015 and 2019, 9 out of the 10 Greater Manchester authorities improved their rank in this domain. Manchester, Rochdale, Salford and Tameside are still within the most deprived 20 Local Authorities nationally. The proportion of LSOAs in the most deprived 10% nationally has improved in all authorities of Greater Manchester.

#### 4.10. **Crime**

- The Crime domain makes up 9.3% of the total IMD score in an area. The domain looks at four measures which are weighted. The measures are violence (34%), criminal damage (31%), theft (19%), and burglary (17%). The data for this domain are from 2016/17 – 2017/18.
- The majority of LSOAs in Greater Manchester are in the most deprived deciles for crime, this has worsened relative to the rest of the country since 2015. Six of Greater Manchester's ten boroughs are now within the top 20 most deprived Local Authorities in England with regard to the crime domain rankings.
- The 2019 IMD bases the crime score on recorded crime over two years (2016/17 – 2017/18) while the 2015 IMD is based on 2013/14 crime data. In the period 2016-18 GM Police made changes to their recording practice in response to inspections made around crime recording. This contributed to a marked increase in the number of recorded crimes. Violence without injury has been particularly affected by changes to crime recording practices. While the other English police forces were subject to the same inspection it's not safe to presume that the changes they made were the same. Between 2016/17 and 2017/18 for example, recorded crime rates rose by 27% in Greater Manchester compared to 5% in London and 12% in England & Wales.
- While 2018/19 data still places Greater Manchester as a police force area with the second highest crime rates after West Yorkshire, it indicates that the apparent gap in crime levels between Greater Manchester and the rest of the country is likely to close in future, and already is closer than the current IMD would indicate.

#### 4.11. **Barriers to Housing and Services**

- The Barriers to Housing and Services domain makes up 9.3% of the total IMD score in an area. There are seven measures within the domain; distance to post office, primary school, GP and general store or supermarket, house condition, number of accepted homeless households and housing affordability. The data used for this domain are from 2011 – 2019.
- Overall Greater Manchester authorities are less deprived in this domain as other authorities. This is because some of the indicators are to do with distances to services such as a Post Office, school, supermarket or GP. To some extent this domain measures rural deprivation as there is an emphasis on distances to services in this domain. Also, on another variable in this domain in Greater Manchester and some northern towns and areas, house prices will be more affordable than other parts of England.

#### 4.12. **Living Environment**

- The Living Environment domain makes up 9.3% of the total IMD score in an area. There are four measures within the domain; housing condition, housing without central heating, road traffic accidents and air quality. The data used for this domain are from 2011 – 2017.
- Greater Manchester experiences a significant variance between local authorities in the Living Environment domain. While none of the authorities fall within the 10% most deprived local authorities for this domain, there is a large variance between Manchester and Oldham – which experience some of the highest average ranks (more deprived) – and Wigan, which experiences one of the lowest average ranks (less deprived).

#### **5. Next Steps**

- 5.1. The GMCA research team are developing further analysis of the IMD to understand the findings in more detail and how they relate to other trends and data analysed.
- 5.2. The IMD and the underlying data will be considered as part of the GMS refresh process and Greater Manchester's on-going response to the Independent Prosperity Review (the IMD provides further evidence on the issues identified in that report).
- 5.3. The IMD data and underlying domain data will be transformed to be viewed via an interactive Tableau dashboard to gain greater insight into the publication.