

**INDICATORS OF EQUALITY AND DIVERSITY IN
NORTHERN IRELAND**

MEASURING CHANGE

**A Technical Consideration of the Indicators Suggested in the
Consultation Exercise which also Addresses Methods for
Measuring Inequalities, and Ways Forward for Monitoring**

Roy Carr-Hill, Richard Buchanan R, Paul Dixon and Jim Jamison

Foreword

This is the fourth in a series of reports from a research project commissioned by the Office of the First Minister and Deputy First Minister to study the development of indicators of diversity and equality in Northern Ireland. The aims of the project were:

- To conduct a literature review on indicators of equality and diversity with a particular focus on their relevance and applicability in Northern Ireland. This included considering the relevant legislative context and identifying best practice nationally and internationally on equality and diversity monitoring.
- To consult and reflect the opinions of key “stakeholders” representative of groups within the nine categories identified under Section 75 of the Northern Ireland Act (1998).
- Through reviewing and extensively analysing existing NI statistics and research, to develop an “equality and diversity picture” of the region; to identify key indicators of change over time; and to consider the potential of existing data to provide useful indicators of equality and diversity
- To consider the relative strengths and weaknesses of approaches that use univariate and multivariate methods to develop measures of equality and diversity; to comment on the technical and socio-economic interpretations of the indicators suggested in the consultation; to identify gaps; and to make recommendations about the way forward in terms of indicator development and future monitoring.

The project reports are as follows:

1. General Literature Review
2. Consultation Exercise
3. Patterns of Social Difference
4. Measuring Change
5. Executive Summary.

This research project lies within the context of the Northern Ireland Government Departments’ Equality and Social Need Research and Information Strategy¹. That strategy committed, amongst other things, to assist the understanding of the extent, nature and causes of inequality and social exclusion in Northern Ireland. The current project whilst reflecting this commitment also reflects the continuous developments in relation to statutory responsibilities placed on public authorities under Section 75 of the Northern Ireland Act (1998).

The report reflects the views of the authors and not necessarily those of Departments.

¹ See: www.research.ofmdfmi.gov.uk/crossdept.pdf

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1. INTRODUCTION

A key objective of this exercise was to propose methods for monitoring inequalities and diversity in respect of the Section 75 dimensions (sex, age, marital status, religion, minority ethnic groups, disability, dependants, sexual orientation and political opinion). The purpose of this report is to review the material that has been collected or developed during the project (the literature reviews of specific S75 dimensions, the analyses carried out of existing data and the proposed indicators collected during the consultation exercise) in order to draw out the implications for monitoring in the light of the general literature review about methods of monitoring.

The general literature review showed how inequalities can be interpreted in a large number of ways. This was reinforced in the report on the analyses of existing data (Patterns of Social Difference). These analyses demonstrated that developing reliable methods of monitoring will be a much more complex exercise than simply ‘proposing indicators’. This is essentially because, for any important policy outcome (labour market, education, health, health and social care, crime and justice, housing, transport) there are a wide range of factors that can potentially affect the outcome including the Section 75 dimensions. This means that the impact of a particular ‘indicator’ can only be interpreted in the context of many other factors, some of which will also be potential ‘indicators’.

The second chapter therefore reviews the indicators proposed for monitoring during the consultation exercise in the light of this complexity. That consultation also showed that the request to suggest ‘indicators for monitoring’ meant many different things to our respondents. Whilst all of these are of course legitimate interpretations of the term, the particular focus of the exercise was to suggest quantitative indicators for monitoring inequalities for which data could relatively easily be collected and the indicators proposed have been reviewed from this perspective. Moreover, there were several suggestions that were outside the Section 75 remit; and in particular, concerns about differentials of income and wealth according to section 75 dimensions. These latter have been included under the Labour Market heading.

In the third chapter, we set out to clarify – or at least analyse the complexity of – what we understand by monitoring inequalities. The analysis in this chapter uses examples mostly from the debates around inequalities in health which have been a major topic of academic and policy debate for a quarter of a century since the Black Report.

The final chapter looks at some issues associated with future monitoring.

2. INDICATORS SUGGESTED IN CONSULTATION EXERCISE

2.1 Introduction

The consultation exercise which members of the team conducted with representatives of a small number of mainly umbrella organisations in the voluntary sector, politicians and church representatives, generated a considerable number of suggestions in terms of indicators that might be used to monitor equality of opportunity among the various S75 categories across the policy/service areas outlined in the report. It must be stressed that the consultation was, of necessity, extremely limited and only embraced a small proportion of the overall number of groups and organisations who represent the interests of the people who fall within the S75 categories. We would also add that the suggestions are relatively unrefined insofar as those consulted were effectively ‘put on the spot’ to suggest indicators during the consultation. That said we were impressed by the enthusiasm with which participants engaged in the exercise which is evidenced in the sheer volume of suggestions.

It is also important, given that the purpose of Section 75 is to monitor and combat instances of discrimination, to comment on the interpretation of any indicators that are proposed here. First, one group of the suggestions below represent proposals for budgetary reallocation, legislation or regulation and, as such, require action by the legislature. It would, of course, be legitimate for many of those interviewed to want to monitor progress in respect of the passage of the budget or that legislation/regulation but that would not involve the reporting of data to a monitoring unit. These are indicated by ‘BRLR’ (Budget Reallocation, Legislation or Regulation). A second group of suggestions concern the monitoring of the implementation of a specific piece of existing legislation or regulation, or the monitoring of service provision. In some cases these will be monitored directly by the appropriate regulatory body and their annual reports should serve the purpose. If they are not monitored in this way then, whilst this could legitimately be carried out by a monitoring unit, in many cases, it would be inordinately expensive other than on a sample survey basis which many might think would defeat the object of the exercise. These are indicated by ‘MPSP’ (Monitoring Practice or Service Provision). The third group of suggestions are those that are potentially amenable to quantitative measurement. These, in turn, are divided into two sets: those for which statistical data is already available on the NISRA website indicated by ‘IANW’ (Indicator Available on NISRA Website); those where the necessary raw data is already being collected on a regular basis so that it would be relatively easy to generate and publish the indicator if it were thought worthwhile, indicated by ‘DECS’ (Data Exists and Computation Simple). A fourth set of suggestions are those that are certainly seen as important manifestations of social difference in Northern Ireland but for which there is no (routine) data and yet which are potentially measurable so that they would require further research. Again these divide into two groups: those that could probably be addressed through a bespoke survey of some kind or another indicated by ‘SHCQ’ (Standard Household or Company Questionnaire); and those that are not easily amenable to quantitative measurement and would probably require case study type research. These are labelled as ‘CSQR’ (Case Study Qualitative Research). Those which fall into none of these categories are simply annotated ‘??’

For each category, except for the first ‘BRLR’, a very brief commentary is provided on how they could be implemented. The commentary is very brief because (a) we might be wrong in our categorisation and, specifically, data may exist where we do not think it exists (or vice versa), and (b) the suggestions themselves would require more specification before a survey or research protocol could be developed. It should be emphasised that the following comments should not be interpreted as an assessment of the quality of the suggestions. The issue is the extent to which it might be feasible to gather information/data in relation to the suggested indicators. Where relevant tables have been included in the report on the analysis of existing data (Patterns of Social Difference) this is also indicated.

It is also important to emphasise that, although the origin of this work was in Section 75 and therefore focuses on equality (and of necessity, inequality) of opportunity, the indicators can be interpreted in a number of different ways, according to a stakeholder’s values. For example, the first indicator in the age and gender section ‘income levels for men and women’ might be seen as a final outcome in eliminating gender discrimination, or as one of many milestones along that road. The point is that indicators have to be set within a specific (theoretical) framework in order for them to be interpreted; and even if a putative Section 75 monitoring unit intended them to represent progress towards eliminating workplace discrimination, it is still open to others to interpret them differently.

2.2. Age and Gender – Suggested Indicators

Labour Market

- 1) IANW Income levels for men and women (IANW: Labour Force Surveys).
- 2) DECS: Earnings of men and women on a job or occupation-specific basis (DECS, secondary analysis of Labour Force Surveys).
- 3) DECS The numbers of men employed in occupations in which they are currently under-represented (DECS, Labour Force Surveys).
- 4) IANW The numbers of women employed in occupations in which they are currently under represented (DECS, Labour Force Surveys).
- 5) IANW Numbers of men and women at all tiers of employment (from ground level to top management) (IANW, Census or Labour Force Surveys).
- 6) IANW: Numbers of self employed women (IANW: Census or Labour Force Surveys).
- 7) MPSP/ CSQR Level of grants provided to women starting up businesses. (MPSP, if the intention is just to document the level of grants; CSQR, if the intention is to see whether the recipients are able to benefit from their grants in the same way as men).
- 8) IANW: The number of older people in employment (full time, part time etc.) (IANW, Census or Labour Force Surveys).
- 9) IANW The numbers of older people in different types of employment (managerial, shop floor etc) (IANW, Census or Labour Force Surveys).
- 10) SHCQ/ CSQR Surveys relating to choices regarding employment (for example, whether people were working part-time or in non-managerial levels through choice or other factors) (SHCQ: will provide some information but will not relate those to the institutional context; CSQR could investigate those inter-relations).

- 11) IANW The numbers of older people employed in occupations normally associated with younger people (for example, airline cabin crew) (IANW Census or Labour Force Surveys).
- 12) MPSP/ CSQR The number of discrimination cases raised on grounds of age (MPSP if the intention is just to count the number of cases; CSQR if the intention is to assess the impact of the case being raised on the situation of discrimination).

Education

- 1) IANW Levels of educational achievement in males and females (IANW: Census or Community Household Surveys).
- 2) IANW The numbers of men employed as teachers and classroom assistants (IANW Census or Labour Force Surveys).
- 3) IANW Numbers of males entering adult education (Community Household Surveys).
- 4) SCHQ Numbers of women/men entering non-traditional courses (SCHQ Possibly a standard survey).
- 5) CSQR The percentage of young men in contact with the mainstream youth sector including data on the nature and level of provision within mainstream providers.(CSQR interviews with a sample of youth).
- 6) SHCQ Basic literacy and numeracy levels among older people (SHCQ standard modules now exist through IALS for measuring basic literacy and numeracy).
- 7) IANW The numbers of older people attending/graduating from accredited courses at NI universities (IANW Routine data reported from Universities).
- 8) BRLR Changes in the policies relating to student loans.

Health and Social Care

- 1) IANW/DECS Levels of access to acute services by gender (If utilisation IANW because HES can be used; if accessibility DECS Community Household Surveys).
- 2) DECS Levels of access to primary care services by gender (Accessibility only DECS Community Household Surveys).
- 3) MPSP Primary care surgery hours (MPSP requires real-time inventory of opening hours as they tend to change).
- 4) IANW Male mortality from diseases including prostate/testicular cancer and IHD (IANW on NISRA).
- 5) MPSP/ CQSR Expenditure on health promotion material for men. (MPSP, if intention is to collect information from Local Authorities and Trusts; CQSR, if intention is to assess the impact on men's health behaviour).
- 6) IANW Health status of older men in comparison to older women (IANW, on NISRA).
- 7) IANW Mortality of men in comparison with women (IANW, on NISRA).
- 8) SHCQ Variations in access to and affordability of nursing and residential care across Health Trusts (SHCQ, would require an institution-based survey).
- 9) SHCQ Progress in introducing free personal care in nursing homes (SCHQ,

- would require institution based survey).
- 10) IANW Proportion of men of different ages receiving social support (IANW, on NISRA website).

Crime and Justice

- 1) IANW Incidence of crime against older people (IANW, Northern Ireland Crime Victimization Survey).
- 2) IANW Surveys relating to fear of crime amongst older people (IANW, Northern Ireland Crime Victimization Survey).
- 3) MPSP Availability of resources for inter-generational activities (MPSP, assuming the intention is to monitor specific grants, and what those grants are for; CSQR if intention is to assess impact).
- 4) IANW Those arrested, convicted and imprisoned by sex (IANW on NISRA website).
- 5) MPSP Representation of men and women on the Bench and in other areas of the legal profession (MPSP monitoring of numbers of judge, etc. of each sex on bench).
- 6) MPSP Proportion of cases having to go to court to resolve custody issue (MPSP Monitoring of applications for custody).
- 7) MPSP Level of support available to males outside court (MPSP from documents).
- 8) MPSP Expansion of family mediation system (MPSP but needs assessment required first).
- 9) BRLR Level of public expenditure invested in 'community' (BRLR Breakdown of budget, once 'community' defined).
- 10) BRLR Level of investment in the 'social economy' (BRLR Breakdown of budget, once 'social economy' defined).
- 11) SCHQ Level of social capital (SCHQ Assuming module consensually agreed, standard survey).

Social Security

- 1) MPSP Availability of resources for providing information about benefit entitlement, specifically directed at older people (MPSP monitoring from inspection reports of what is available for older people at Social Security Offices, in newspapers and on the web).
- 2) DECS Estimates of amounts of unclaimed benefits by older people (DECS extrapolation from surveys of numbers of older people below criteria levels compared with number of claimants).
- 3) SCHQ Attitude of Child Support Agency to "errant" mothers (SCHQ Questionnaire to those in SSA).

Housing

- 1) MPSP A gender analysis of the NIHE response to homelessness (MPSP map sex breakdown of provision for the homeless).
- 2) MPSP Length of time on housing list by age (MPSP Monitoring housing lists).
- 3) CSQR Impact of NIHE policy of excluding pensioners' bungalows from

house sales CSQR Case Studies).

Social and Welfare

- 1) MPSP Number of parenting courses (MPSP documentation).
- 2) MPSP Numbers of women serving on public bodies (MPSP Monitoring membership of defined set of public bodies).
- 3) MPSP Numbers of women serving as chair or vice chair of public bodies (MPSP Monitoring membership of defined set of public bodies).
- 4) MPSP Remuneration of women on public bodies by comparison with men. (MPSP Monitoring remuneration of men and women on defined set of public bodies).
- 5) IANW Proportion of men connected / allied to a social or community network (IANW on NISRA website).
- 6) CSQR/MPSP Recognition of the contribution that volunteering by older people makes towards the social economy (CSQR to establish what needs to be monitored; MPSP once it has been decided).
- 7) BRLR Availability of resources to support active engagement in sport by older people.
- 8) MPSP The number of sports that include a “masters/veterans” sector (MPSP Monitoring by sports councils).
- 9) SCHQ Use of parks and other open spaces and availability of resources for Their maintenance/ enhancement (SCHQ Survey of older people).

Transport

- 1) SHCQ Alleviation of disadvantage suffered by elderly people in rural areas (SHCQ Standard survey among old people).

2.3. Marital Status – Suggested Indicators

Labour Market

All suggestions in this policy field related to married people with dependants and are therefore included with that category.

Education

All suggestions in this policy field related to married people with dependants and are therefore included with that category.

Health and Social Care

All suggestions in this policy field related to married people with dependants and are therefore included with that category.

Crime and Justice

All suggestions in this policy field related to married people with dependants (or otherwise to families) and are therefore included with that category.

Social Security

No issues were raised.

Housing

All suggestions in this policy field related to married people with dependants and are therefore included with that category.

Transport

No issues were raised.

2.4. People of Different Religious Beliefs and Political Opinion – Suggested Indicators

Labour Market

- 1) IANW Income levels between Catholics and Protestants (IANW, on NISRA).
- 2) MPSP/ SHCQ/ CQSR) Numbers of employers adopting practices to ensure neutral working environment (MPSP, if relying on reports from employees or on inspection reports; SHCQ, if intention is to survey employees; CQSR if more detailed understanding of impact is required) (Tables RLM.7-RLM.14 are relevant)
- 3) DECS Net increase/decrease in numbers of jobs in each disadvantaged area over a given period (DECS analysis of labour market statistics).
- 4) BRLR Changes in criteria for INI support for companies to favour investment within rather than merely adjacent to disadvantaged areas.
- 5) MPSP Nature and origin of complaints made to employment tribunals (MPSP regular reports to Equal Opportunities Commissions).
- 6) MPSP/ SHCQ Proportion of Protestants and Catholics employed by individual companies (MPSP would need reports from individual companies; SHCQ, could include survey of companies and/ or survey of individuals asking them whether there are any barriers to working for specific companies).
- 7) MPSP/ SHCQ Analysis of any imbalances in current recruitment (MPSP would need reports from individual companies; SHCQ, could include survey of companies and/ or survey of individuals asking them whether there are any barriers to working for specific companies).
- 8) BRLR Removal of vetting arrangements for posts in the Civil Service, Judiciary and Probation Service.
- 9) IANW Numbers of Catholics and Protestants in low-income employment. (IANW Labour Force Surveys)².

² There is a table in the Third Report (Table RP.6) showing the distribution of Catholics and Protestants by socio-economic group (defined in term of occupational status).

Education

- 1) BRLR/ MPSP/ CQSR Provision for greater religious diversity in RE in schools (BRLR if budgetary allocation required; MPSP, collation of reports from schools to document what is happening; CQSR, if understanding of impact is required) (Tables RE.7 – RE.11 are relevant).
- 2) DECS/ CSQR Research into the differences between Protestant and Catholic working class children in educational attainment (see multivariate analysis).
- 3) IANW Religious breakdown of students in local universities (IANW Reports from universities to Equal Opportunities Commission).

Health and Social Care

- 1) MPSP Funding for health services by area against need (MPSP formula adjusts for need; other funding may distort that).
- 2) DECS/CSQR Extent of chill factors in accessing services (DECS; if on aggregate level; CSQR if individual level experiences required).
- 3) IANW Health status measures by religion.(IANW NIHSWB surveys also Community Household Surveys) (Table RHC.1-RHC.6).

Crime and Justice

- 1) DECS Penalties imposed for similar offences by religion (DECS Court records differentiate by religion??).
- 2) CSQR Extent to which criminality in Catholic areas is attributable to Recidivism allegedly being encouraged by Special Branch protection for informers; and “policy” of criminalising political activists (CSQR, though a bit optimistic).

The data presented in the Patterns of Social Difference report do not address this indicator: however, so long as religion is recorded in the sentencing process, it is easy to examine.

Social Security

- 1) MPSP Locations of social security offices (MPSP GIS analysis of communities and offices).
- 2) CSQR Research into differential levels of abuse of the social security system and the possible impact on the labour market (CSQR Difficult qualitative research).

Housing

- 1) MPSP/IANW allocation of public sector housing by religion. (If criteria and process of allocation are intended then MPSP requires case studies of allocation processes; if actual housing status then IANW from Community Household Surveys).

Social and Welfare

- 1) BRLR Support for cultural activities in the two communities (Breakdown of budget).

Transport

No suggestions were made.

2.5. People of Different Racial Groups – Suggested Indicators

Labour Market

- 1) DECS Increase in proportion of ethnic minorities earning above minimum wage (DECS analysis of Labour Force Surveys).
- 2) IANW/ CSQR Progression through tiers of employment (IANW, if simply documentation of numbers at different levels from Labour Force Surveys; CQSR, if understanding of promotion patterns is required, would need study of companies).
- 3) MPSP/ CSQR Availability of resources for language teaching for the non-English speaking population (MPSP budget breakdowns to Boards and schools; CSQR, if intention is to know how resources are used and what is their effect).
- 4) BRLR Introduction of a code of practice and a licensing system for agents.
- 5) DECS Levels of academic achievement among ethnic minority members and progression to employment commensurate with that achievement (DECS analysis of Labour Force Surveys) (compare Tables EN7 and EN10).
- 6) MPSP Analysis of the numbers of complaints received by the Equality Commission from minority ethnic groups relating to employment.
- 7) BRLR/ MPSP Extension of fair employment type monitoring to race (BRLR, if requires additional budget or legislation; MPSP, if implementation of legislation needs to be monitored).
- 8) BRLR/ MPSP Greater acceptance of “foreign” qualifications for professional positions. (BRLR if intended to define acceptability of certain qualifications MPSP if monitoring of actual acceptance of qualifications already deemed acceptable: study of companies).
- 9) MPSP/ SHCQ Monitoring employment and equal opportunities practices.(MPSP if collating reports from companies or those submitted to EOC; SHCQ if intend to collect experiences from minority groups themselves).

Education

- 1) DECS Extent to which ethnic minority members are represented in top schools (DECS, on the assumption that NIED has information on ethnic breakdown in each school; otherwise CSQR of top schools).
- 2) DECS Performance/achievement levels among different racial groups at 11 plus, GCSE and A level, together with progression and achievement rates in FE/HE (DECS analysis of educational statistics?) (Tables EN9, EN10).

- 3) BRLR/ CSQR Curriculum developments to promote better understanding of diversity (BRLR is requires budgetary reallocation or new legislation; CSQR if need to know whether new curriculum works).
- 4) BRLR/ CSQR Curriculum developments to address the specific needs of racial groups for whom English is a second language (BRLR if requires budgetary reallocation or new legislation; CSQR if need to know whether new curriculum works).
- 5) BRLR/ MPSP/CSQR Classroom support for children of different racial groups for whom English is a second language (BRLR if needs budget; MPSP if budget already exists but not used; QR; if want to know how support is working).
- 6) BRLR/ MPSP/CSQR Availability/uptake of anti-racism/ diversity training among teachers (BRLR if needs budget; MPSP, if budget already exists but query is whether it is used; CSQR; if want to know what is impact of diversity training).
- 7) MPSP Average school-leaving age of children from different racial groups including Traveller children (MPSP, if reports exist from schools of school leaving age broken down by all ethnic groups?)³.
- 8) MPSP/ CSQR Racist incidents in schools as possible topics for monitoring and publication (in accordance with the recommendations in the Report of the Stephen Lawrence Inquiry). (MPSP, if racist incidents in schools are recorded; if not, CQSR of selected schools).
- 9) CSQR Number of young people from different racial groups who attend mainstream youth groups (CSQR, because presume there is no standard reporting from youth groups of ethnic composition of membership, attendance or activities; so would need specific survey).
- 10) DECS Courses being pursued by people from different racial groups in further education beyond English for Speakers of Other Languages (ESOL), for example, child care and computing courses). (DECS if not in reports from adult education providers should be accessible from analysis of Community Household Surveys).

Health and Social Care

- 1) IANW Population Monitoring: (e.g. census) although there have been indications of under-reporting, it serves to focus the attention of policy makers and service providers to meet the needs of the population they serve (IANW Census and Community Household Surveys if cumulated and can be identified to Health Board).
- 2) SCHQ Monitoring variations in health: Investigation of potential significant variations in health documented across UK in relation to geographic area should incorporate a question on ethnicity. (SHCQ, because there are insufficient numbers in NIHSWB surveys, would need bespoke quite expensive survey) (Table EN14, from the census is, however, relevant).
- 3) DECS Monitoring the health status of different black and ethnic minority

³ There was insufficient data in the surveys to do this breakdown; but the data presented shows that, whilst most ethnic minority groups are close to the Northern Ireland average, Irish travellers are much less likely than the N Ireland average to have any educational qualifications.

communities (DECS, because there are sufficient numbers at a national level).

- 4) MPSP/ SHCQ Monitoring service utilisation: routine data collection on health promotion, primary care, outpatient and inpatient and support services should include ethnic coding (MPSP, if there are reports that can be collated - probably not; if not, SHCQ designed to obtain minority group experiences).
- 5) DECS/SHCQ Monitoring the effectiveness of interventions: this is essential in the face of increasing demands and finite resources (DECS, if there is ethnic coding on HIS; SHCQ if not to follow up on patients).
- 6) SHCQ Monitoring the individual's experiences and satisfaction with services provided. Appropriate consideration should be given to measuring views of consumers from Ethnic minority groups as some are less vocal than others, which may reflect a cultural code of behaviour, language or other cultural barrier (e.g. position of women in some cultures) (SHCQ, although quite expensive).
- 7) SHCQ/ CSQR The number of GP surgeries and other health facilities employing front line staff with multi-language skills (SHCQ, if prepared to rely on reports from health facilities; CSQR, if concerned to find out about experience).
- 8) DECS/ SHCQ The distribution of ethnic minority members across primary care services in an area. (An even distribution might suggest that they are all offering ethnic minority friendly facilities). (DECS, if minority group status already a marker in Northern Ireland, practice lists could be reanalysed; SHCQ if not, questionnaire to all health facilities; it would not be possible to carry out large enough survey of people).
- 9) CSQR Level of provision of culturally appropriate childcare (CSQR Special questionnaire; difficult sampling scheme probably needs interviews).
- 10) CSQR Level of provision of culturally appropriate respite care CSQR Special questionnaire; difficult sampling scheme probably needs interviews).

Crime and Justice

- 1) DECS The number of people who have been charged/prosecuted under the Harassment Order on cases relating to ethnic minority members. (The Protection Against Harassment Order (NI) 1997 makes harassment on two or more occasions a potentially criminal offence.) (DECS because presumably these data are available in court records).
- 2) DECS Charges relating to hate crimes against ethnic minority members (To be monitored by the Community Safety Unit of the NIO) (Table EN.11).
- 3) DECS/ SHCQ How the groupings are represented in the number of people stopped and apprehended by police and the extent to which this is representative of the ethnic minority representation in the community (DECS if these data are available in police records; SHCQ of minority ethnic groups if not, compared with overall stop and search rate).
- 4) BRLR/ MPSP The provision of training in community relations issues to acceptable standards for the Police (BRLS it budget needed; MPSP, if monitoring required).
- 5) MPSP Agreement on standards of interpretation provided by the

courts/PSNI/solicitors (MPSP monitoring courts where those unable to speak English appear).

Social Security

- 1) MPSP Reduction in delays in immigrants being allocated a National Insurance number (MPSP Monitoring of delays).
- 2) MPSP Availability/take-up of racial awareness training of SSA staff in areas where people of different racial groups are a significant minority (MPSP Monitoring of take up).

Housing

- 1) MPSP/ SHCQ allocation of public sector housing to minority ethnic groups including the level of applications (MPSP, on assumption that minority ethnic group markers exist in Housing Executive records; if not SHCQ to obtain experiences of minority group members).
- 2) MPSP level and standards of provision of Traveller halting sites (MPSP, based on reports from Councils?)
- 3) CSQR level of satisfaction among Travellers with existing provision (CSQR, a standard household questionnaire wouldn't be appropriate for Travellers).
- 4) DECS/ MPSP level of ring-fenced resources within DSD for Traveller housing issues (DECS, if budget lines are broken down appropriately; MPSP if need to go to Local Councils to obtain data).
- 5) CSQR the impact that being tied into employment agents has on housing choice and quality among minority ethnic groups. (CSQR Case studies of ethnic minorities).
- 6) DECS Extent of overcrowding in minority ethnic group households (DECS Could be extracted from Census for households with an ethnic minority head).

Social and Welfare

- 1) BRLR Public funds allocated to promoting minority ethnic cultures (BRLR Breakdown of budgets).
- 2) BRLR Public resources directed at support organisations such as NICEM (BRLR Breakdown of Budgets).
- 3) MPSP Availability of material in native languages promoting cultural diversity (MPSP Monitoring amount of material available).

Transport

- 1) SHCQ satisfaction with public transport among minority ethnic groups (SHCQ, standard questionnaire, difficult sampling frame).
- 2) DECS/SHCQ the number of ethnic minority people who have access to a car which is roadworthy, taxed and insured (DECS? assuming not on licensing records, although one could carry out a name based analysis; SHCQ, standard questionnaire, difficult sampling frame).

2.6 People with a Disability – Suggested Indicators

Population and Demography

- 1) (Only 3% of disabled people are born with a disability).

Labour Market

- 1) DECS Surveys of attitudes towards the employment of people with a disability (employers', disabled people's and family members') (DECS Employers Surveys and Community Attitudes Surveys).
- 2) DECS/ CSQR The pay differential between disabled and able-bodied people (as with men/women) (DECS Labour Force Surveys?; if not CSQR special surveys of companies) (Tables DS_LM3-6 are relevant).
- 3) DECS Information on the length of time disabled people stay in employment and about their experiences while in employment (DECS Labour Force Surveys?).
- 4) MPSP Information on workplace accessibility (MPSP reports from companies to EOC, cross checked with inspection).
- 5) BRLR/ SHCQ Changes in attitudes by Government Departments in relation to disabled people. (For example, ESF matching funding for training programmes is provided through DHSSPS rather than DEL.) (BRLR formal changes, e.g. changes in budget allocations; SCHQ informal changes monitor through customer satisfactions surveys).
- 6) BRLR/ MPSP Reduction in disabled people's dependence on benefits (BRLR to advocate and pressure for changes in disabled benefits; monitor relative coverage of income).

Education

- 1) BRLR/ DECS Availability of resources for classroom support for disabled children and children with Special Educational Needs (BRLR, if requires budget change; DECS, if need to know distribution of existing budgets).
- 2) BRLR/ DECS Resources available for Special Schools (BRLR, if requires budget change; DECS, if need to know distribution of existing budgets).
- 3) MPSP/ CSQR Time taken to assess SEN (MPOSP, if included in standard report on assessment of child; CSQR if not or if want to know how it works).
- 4) DECS/ CSQR The number of children with learning disabilities who transfer out of mainstream schools into special provision (DECS, on assumption that data will be in school reports if not in educational statistics; CSQR, if not and if want to know if it works).
- 5) MPSP Information on curriculum provision designed to ensure that disabled children leaving mainstream education are "job ready" and have the required life skills (MPSP, audit of curriculum??).
- 6) MPSP/ CSQR Qualitative information on the extent to which the DEL funding

formula, which was said to penalise FE institutes for people not completing a course successfully, is a disincentive for them to take on disabled students (MPSP, Representation of disabled people in higher education; CSQR, of sample of FE Institutes).

- 7) MPSP Representation of disabled people in higher education (MPSP, should be in reports from universities??).
- 8) SHCQ Qualitative information on attitudes of teachers, staff in teacher training institutes, BoGs etc. (SHCQ, to teachers, staff in TTIs and BoGs).

Health and Social Care

- 1) DECS/ SHCQ Access to well woman/ well man/ reproductive services to counter assumption that disabled people are asexual (DECS, if data already collected at health care facility level – unlikely; SHCQ, to health care facilities asking to record this).
- 2) CSQR Obstacles to people in residential care becoming partners and having relationships (CSQR, as there would be no formal obstacles and managers would report as such to an institutional survey).
- 3) MPSP Convenient access to emergency service vehicles for people in wheelchairs (MPSP, should exist in inventory of vehicles??).
- 4) SCHQ/ CSQR Uptake of preventative measures by young disabled people (SHCQ, to health care facilities asking to record this, possibly better to people with disabilities; CSQR, if experience of those with disabilities required).
- 5) SHCQ Perceptions of standards of service among people with disabilities (SHCQ, standard survey. Difficult sampling frame).
- 6) SHCQ General outcomes for people with disabilities. (SHCQ, standard survey. difficult sampling frame) (All the tables in DSHL are relevant).

Crime and Justice

- 1) MPSP Accessibility to services in courts (MPSP because should be standard reporting item; SHCQ if want to know experience of people with disabilities).
- 2) MPSP/ SCHQ Attitudinal information about how RMs and Judges make adjustments for disabled people (MPSP, to monitor what training judges are given on diversity?; SCHQ, standard questionnaire to judges).
- 3) CSQR Electoral staff attitudes to people with learning difficulties (CSQR although pretty much a standard survey would require special organisation, as well as having a complex sampling frame).
- 4) MPSP Accessibility of ballot boxes: - are they too high? – are there templates for blind people? (MPSP, would require reports from Returning Officers).
- 5) DECS Extent to which disabled people are victims of hate crimes following the inclusion of disability in the hate crimes legislation (DECS, from police reports??; if not in NICVS).
- 6) MPSP Accessibility for disabled prisoners and prisoners' disabled family members (MPSP, would require reports from prisons).

Social Security

- 1) CSQR Research on the impact of disability on family life (CSQR, case studies required).

Housing

- 1) DECS The percentage of NIHE housing stock meeting national accessibility standards for people with a disability (DECS, presumably in their records??).
- 2) MPSP Housing / build schemes to ensure that they meet national standards re: physical accessibility for people with a disability (MPSP, through monitoring of planning applications??).
- 3) MPSP The provision of public housing for disabled people in urban areas compared with rural areas. (Concern is that the focus is normally on urban provision). (MPSP, via a comparison of quantity of accessible public housing relative to 'need' by geographical area).
- 4) DECS The percentage of disabled people housed in particular locations. (Need to avoid ghettoising provision for disabled people.) (DECS, presuming that those records already exist).
- 5) DECS The percentage of disabled people in 'supported living' environments for which there is a major demand. (Disabled people need encouragement to live independently which in turn requires services to be flexible.) (DECS, if these reports exist??).
- 6) DECS The percentage of the housing stock suitable for disabled people / unsuitable (DECS, assuming markers exist on current stock).
- 7) MPSPS Evidence of NIHE developing 'life-time homes' being built to a common standard (MPSP, presumably in routine data).
- 8) MPSP Quantity of group homes mapped against provision (MPSP, presumably in routine data).

Social and Welfare

- 1) SCHQ Attitudes to 'community' and the value to society of people with a disability (SCHQ Standard attitude questionnaire to adult population).
- 2) SCHQ Views of disabled people on social capital / connectedness with social, economic and political environments: Standard attitude questionnaire – complex sampling frame).
- 3) MPSP/ SCHQ Barriers to community integration (MPSP Monitoring of access etc; SCHQ Standard attitude questionnaire – complex sampling frame).
- 4) MPSP The proportion of organisations focusing on civil issues / citizenship for disabled people (MOPSP Monitoring proportion, once there is agreement on denominator).
- 5) BRLR Public expenditure on issues other than basic services (BRLR, breakdown of budget).
- 6) CSQR Assessment / measurement of identity among disabled people. (CSQR Requires agreed definition of 'identity' – case study research first).
- 7) BRLR/ SHCQ Progress in facilitating disabled people to access life insurance and

mortgages (BRLR if intention is to change situation; SHCQ, if intention is only to monitor situation).

Transport

- 1) BRLR/ MPSP/ SHCQ Availability of transport programmes for people with disabilities in rural areas. (BRLR if budget not there; MPSP monitoring of services laid on by Local Authorities, hospitals; SHCQ if thought experiences of disabled people would be better guide).
- 2) BRLR/ MPSP/ SHCQ Availability of transport for children with a disability, particularly re: getting to and from school. (BRLR if budget not there; MPSP monitoring of services laid on by Local Education Authorities; SHCQ if thought experiences of disabled people would be better guide).

2.7. People with Dependants – Suggested Indicators

Labour Market

- 1) BRLR Carers' Allowance rate (BRLR relative levels can be monitored).
- 2) BRLR Change in tax credit regime to allow man to be paid the credit where he is the primary carer (MPSP can be monitored).
- 3) SHCQ Number of employers in all sectors (public, private and voluntary) providing flexible working arrangements (SHCQ survey of companies).
- 4) SCHQ Opportunities for flexible working within SMEs by either parent (SCHQ, survey of companies).
- 5) CSQR Qualitative information on difficulties faced by people with dependents/ carers in returning to employment (CSQR case studies of people returning to employment and those not returning).
- 6) DECS Level of tax credit available to caring/dependant responsibilities (DECS could be extracted from routine data?).
- 7) MPSP/SHCQ Costs of child care by region (MPSP if only costs of state nurseries; SHCQ if private nurseries etc. included would require survey).
- 8) BRLR Introduction of legislation to ensure support to carers.
- 9) DECS/ SHCQ Percentage of carers accessing enterprise training grants (DECS if data on carer responsibility already collected in database of those in receipt of enterprise training grants; SCHQ if not, standard survey sampling frame difficult)
- 10) MPSP/ SCHQ Percentage of fathers taking paternity leave and duration of leave (MPSP reports from companies; SCHQ evidence from fathers).

Education

- 1) SCHQ The numbers of people with dependents returning to education (by age) SCHQ extension of existing surveys to identify those returning to education by dependency status).
- 2) SCHQ The numbers of carers returning to education (by age) (SCHQ

- extension to existing surveys to identify carers amongst those returning to education).
- 3) MPSP Child care provision e.g. ratios of children to professionals / inspection of premises (MPSP registration of child care provision presumably includes that??).
 - 4) CSQR Numbers of older dependents (18 – 19) in the education system – impact on young person as well as on carer / parents (CSQR to study impact).
 - 5) MPSP Availability of distance learning courses (MPSP documentation from local authorities, FEs and universities).

Health and Social Care

- 1) CSQR There should be a wider use of surveys to establish the true extent of caring (Note that the percentage in receipt of care allowance is not an accurate indicator: high level of informal caring which is not recognised.) (CSQR assess true extent of caring).
- 2) MPSP The extent of flexibility in provision of services to meet the needs of people with dependents/carers (documentation of information, procedures available at each service point for health and social care service) (MSPS documentation required as per indicator specification).
- 3) CSQR Survey material on carers' health issues.(CSQR analysis of carer's main health issues).

Crime and Justice

- 1) BRLR/ MPSP The provision of visitor support facilities for the families of prisoners (BRLR if requires budget; MPSP if only monitoring use of existing budget; quite intensive).
- 2) BRLR/ MPSP The provision of special support services for families with a member in long term imprisonment (BRLR if requires budget; MPSP if only monitoring use of existing budget; quite intensive).
- 3) CSQR Incidence of offending among those who have a parent who has been imprisoned (CSQR difficult study because people have to admit to offending and to parents having been imprisoned).
- 4) CSQR Qualitative information on the problems facing prisoners' families.(CSQR again quite a difficult study).

Housing

- 1) CSQR the impact on those giving up their home / tenancy to provide live-in care; (CSQR as specification of indicator).
- 2) MPSP/ CSQR the time taken for payment of disabled facilities grants; (MPSP should be in routine data, or could be introduced via a satisfaction questionnaire; CSQR could be compared with a special survey of those in receipt of grants, treated as non-standard because of presumed difficulty of finding names).
- 3) MPSP/ SHCQ the timescale for adaptations to be completed; (MPSP should be in routine data or could be introduced via a satisfaction questionnaire;

SHCQ could be compared with a special survey of those who have had adaptations).

- 4) MPSP the proportion of new builds meeting the 'life-time homes' standard; (MPSP should be in routine data).
- 5) MPSP/ CSQR waiting times for having homes modified for children with disabilities; (MPSP should be in routine data; CSQR could be compared with a special survey of those who have had adaptations for children).
- 6) CSQR the impact of the housing allocation 'points system' on young people with dependents. (CSQR to assess impact).

2.8. People of Different Sexual Orientation – Suggested Indicators

Population and Demography

- 1) BRLR Progress in affording legal status to same-sex partnerships.
- 2) BRLR Changes in succession, inheritance and property rights.
- 3) BRLR Changes in parenting, adoption, and surrogacy.
- 4) BRLR Changes in immigration.
- 5) BRLR Changes in custody arrangements.

Labour Market

- 1) CSQR The extent to which job vacancies are advertised in the LGBT press and with LGBT organisations (CSQR comparative analysis of LGBT press and other).
- 2) MPSP The availability of counselling in the workplace with clear channels to deal with homophobic harassment (MPSP documentation of remit of workplace counsellors).
- 3) CSQR Qualitative information on the existence of friendly work environments (CSQR in depth interviews with those reporting homophobic environment).
- 4) MPSP Availability of information on LGBT community organisations especially within the trade unions (MPSP documentation of information available).
- 5) MPSP The extent to which job advertisements include a clear statement of commitment to equality of opportunity (MPSP analysis of a sample of advertisements).
- 6) SHCQ The extent to which attitudes amongst employers are changing (SHCQ Bespoke Surveys of Employers and of Households compared with Community Household Surveys).
- 7) MPSP The number of private sector employers with policies (for example in relation to bullying and harassment) that embrace sexual orientation. (MPSP documentation of policies).

Education

- 1) CSQR The availability of peer support for children under the age of 16 (CSQR difficult cases studies in schools).

- 2) BRLR/ MPSP/ CSQR Policies in schools and youth groups to counter homophobic bullying (BRLR if introducing a policy; MPSP to monitor existence of policy in each school: CSQR if want to monitor actual implementation of policies).
- 3) MPSP The availability of support and qualitative information on job security for LGBT educators (MPSP, these data are presumably available in principle??).
- 4) BRLR/ MPSP The provision of awareness training for all those working with children and young people, both in terms of education and social welfare (BRLR if requires change in budget allocations; MPSP if budget exists already).
- 5) BRLR/ MPSP The provision of positive sex education, including safer sex education, and education and understanding of LGBT relationships (BRLR if requires change in national curriculum; MPSP if sex education already on curriculum and intention is to monitor whether or not it is being delivered; QR if the interest is in knowing how successful is that delivery).
- 6) BRLR Policies that ensure confidentiality for LGBT youth and educators.
- 7) BRLR/MPSP Curriculum provision that ensures recognition of diversity in education (BRLR if budget needed; MPSP for analysis of new curriculum).
- 8) CSQR Availability of positive LGBT role models for pupils and teachers (CSQR, a study of what is understood by positive role models and reactions to those).
- 9) MPSP/ CSQR Sources of advice and support for teachers with regard to dealing with the needs of LGBT children and young people and the particular situations that arise with regard to those needs, for example coming out (MPSP, could be just documentation of role of school counsellors; CSQR, if more needed).
- 10) BRLR Removal of exemptions for private and religious schools (BRLR monitoring legislation).
- 11) CSQR Creation of an atmosphere where children and young people are free to express their opinions (CSQR, a case study of atmospheres??).
- 12) MPSP Availability of information on LGBT youth organisations in schools, libraries and other places (MPSP, because presumably information is available).
- 13) CSQR Provision of education for older people about the experience of LGBT people (CSQR, subjective questions about how elderly people think).

Health and Social Care

- 1) MPSP The availability of information on LGBT services and organisations in hospitals, GP surgeries, GUM clinics, public libraries etc (MPSP, using reports from audit and inspection).
- 2) BRLR The reversal of the current ban on blood donations from gay men
- 3) MPSP The availability of sexual health education which includes the special needs of lesbians (MPSP, because presumably that is potentially available now?).
- 4) MPSP The availability of condoms (and dental dams) in public buildings

- (MPSP, because presumably both can be potentially supplied now? Therefore reports form audits and inspection).
- 5) CSQR Numbers of LGBT carers (CSQR because don't know how you count them).
 - 6) SCHQ Changes in recognition of 'families' as 'families of choice' (SCHQ, as this sounds more like an attitude survey than a legislative issue).
 - 7) MPSP Access to information on LGBT families
 - 7) MPSP Care for elderly LGBT people (MPSP If identified just monitor).

Crime and Justice

- 1) CSQR Data on levels of assault and abuse suffered by LGBT people. (CSQR, though don't know how).
- 2) CSQR Incidence of hate crimes against LGBT people (CSQR, don't know how).
- 3) MPSP Availability of arrangements to ensure equal treatment of LGBT prisoners: sexual health; conjugal visits, issues arising from HIV / AIDS status, such as medication regimes.(MPSP observation of practice within prisons).

Social Security

- 1) BRLR Changes in pensions and insurance.
- 2) SCHQ Progress towards the SSA treating those in same-sex relationships as "partners" (SCHQ Questionnaire to those in SSA).

Housing

- 1) MPSP/CSQR the equality proofing of the allocation of public sector housing with a specific focus on the application of the points system by the NIHE; (MPSP analysis of how points system operates in principle; CSQR; experience of points system).
- 2) BRLR delegation of responsibility from DSD to NIHE regarding the classifying of attacks as race hate crimes.
- 4) BRLR legislative change within DSD / NIHE to further promote the interests of LGBT community.
- 5) MPSP/CSQR the impact of omitting any reference to sexual orientation in the Homeless Strategy; (MPSP/CSQR require special survey).
- 6) CSQR the housing needs / impact of young LGBT people coming out. (CSQR what are housing needs?).

Social and Welfare

- 1) BRLR Public expenditure on festivals etc promoting gay culture.
- 2) MPSP Proportion of public representatives who have attended awareness and diversity training on sexual orientation (MPSP Monitoring of attendance of public representatives).

Transport

- 1) MPSP the provision and uptake of equality and diversity training for Translink staff (MPSP monitoring whether or not and how much training is provided).
- 2) BRLR the allocation of resources to research safety concerns around both public and private transport services (BRLR modification of budgetary allocations).

3. APPROACHES TO MEASURING INEQUALITIES

3.1 Introduction

The purpose of this chapter is to look in more detail at the way in which inequality can be measured, the properties of different types of index and their measurement, and various approaches to summarising inequality, and how one might measure inequalities over time. Although most of the examples are from the health sector, the methods discussed are applicable to many other fields of social enquiry.

3.2 Properties of indexes and measurements

When measuring inequality, the indexes and measurements chosen will require different properties for different applications. We have examined the substantive value of a range of possible axes of differentiation in the Patterns of Social Difference report and the adequacy of the data from routine sources or from surveys for measuring policy outcomes. There are other texts that discuss the technical properties of indexes (e.g. Carr-Hill and Dixon, 2004); the issue for this chapter is the technical properties of indexes of inequality. We consider three below: simplicity; whether or not one is interested in absolute or relative measures; and measurement of effect or of total impact. We try to characterise the various methods described above in terms of these three.

3.2.1 Simplicity

Policy makers tend to ask for simple measures that can be readily collected and understood. Hence, for example, the popularity of mortality as a measure of health; of employment status as a measure of socio-economic position; or of an index of lone parenthood as a measure of family breakdown. The problem with simple measures however, is that they may only partially capture what is of interest. Death is often a consequence of poor health but the correlation is far from perfect; employment status is a very ‘thin’ descriptor of social inequality; and households can be dysfunctional whatever their composition. Researchers and statisticians should try to compare the results of analyses based on simple measures with the results of analyses using more sophisticated summary measures. It is preferable if the components of measures are easily understandable and logically linked to what is being measured.

3.2.2 Absolute or Relative Terms

The usual presentation of inequalities, at least in the UK, is in *relative* terms (for example, the morbidity or mortality rates of the lowest socio-economic groups as a percentage of, or ratio to, that of the highest socio-economic group). The alternative presentation is in *absolute* terms (for example, the differences between the morbidity or mortality of the highest and the lowest socio-economic group).

Both of these are important, although there are dangers with both. Most people would want to assess the importance of an absolute difference relative to the absolute level;

and, in contrast, a 50% higher rate of a rare condition may be much less important to public health than a 10% higher rate of a frequent condition. The absolute difference may be much larger in the latter case.

3.2.3 Measures of Effect and Measures of Total Impact

The crucial distinction here is between the measure of effect of changes in socio-economic status on a policy outcome for specific groups, compared to a measure of total impact on the policy outcome for the whole population, taking into account the distribution of socio-economic characteristics within the population (and specifically the variation in size of the socio-economic groups).

Of course, the size of socio-economic status groups makes a difference and with changes in the occupational structure, the groups change in size so that similar segments of the population are not being compared.

Where summary measures are used, it is preferable if the components of the measures are easily understandable and linked to what is being measured.

3.2.4 Statistical properties of indexes

The content and some aspects of the properties of indexes to measure the domains of inequality and the statistical characteristics of indexes, particularly tests for reliability and validity, have been discussed elsewhere (see Carr-Hill and Dixon, 2004). The notions of reliability and validity, especially the latter, can be interpreted in many ways, but particular interpretations might be relevant to particular applications - i.e. an instrument that was valid or reliable for one purpose, might not be for another.

Although the remainder of this chapter concentrates on ways of presenting, summarizing and interpreting the results from the indexes, it is important to understand that these different methods make different demands on their data. It may be that an instrument that generates data suitable for making summaries of overall inequality between individuals, is not suitable for making comparisons between groups. Or it may be that a policy-orientated application encourages the use of simple measures, but such measures may not have the responsiveness to detect likely levels of inequality.

3.3 Approaches to summarising inequality

3.3.1 Simple Inequality Measures

The first writers to discuss social inequalities relied on relatively simple comparisons between specific groups, for example a comparison between the rate of a particular attribute such as health in social classes I and II compared to that in social classes IV and V. These are still used by many but they do have problems (see below). In particular, because they focus on particular groups, such comparisons ignore some of the information about the distribution of health between all the members of the population. Instead, in most of this Chapter, we discuss the advantages and

disadvantages of indexes that attempt to summarize the way in which policy outcomes are distributed across the *whole* population.

Measures that Compare Two Groups

Range

This involves comparing the experiences of the top and bottom socio-economic groups. More often, however, the comparison is presented as the ratio of one extreme value to the other.

It is of course, crucial to know what aspect of a particular policy outcome is being compared between the two groups. For example, disparities in the risk of early death are very important: indeed, in a situation where many – but not all – die early, it may well be the only dimension of ‘health’ worth examining. But when more people are living beyond 65, because the proportion living to a *much* older age remains small, the variation in age at death among those over 65 will decrease, so that ‘inequalities in health’ - measured by differences between the average age at death for different social groups – will also decrease.

One could continue to argue that early deaths are so important that the conventional measure is to be preferred, but if so it needs to be understood that it refers to only a small proportion of deaths. Inequalities in death are not the only possible focus. If one looks at inequalities in survivorship beyond 65 one gets rather a different picture: in Table 3.1, whilst the death rates for men are always at least 39% higher than those for women in each age group, the proportion of women who survive beyond 65 is only 12% larger. Similarly in Table 3.2, whilst inequalities in survivorship between social classes persist and there has been only a small reduction from 15% to 12% in the difference between the percentage *not* surviving to 75, there has been a halving of the percentage difference in those not surviving to 85.

Annual Mortality Rate per 100,000

TABLE 3.1. *Age Specific Annual Mortality Rates per 100,000 between 25-64 and Survivors at age 65 and 85. 1960 and 1981 :*

		25-34	35-44	45-54	55-64	% of survivors of a cohort age 65 with these death rates	Proportion of population age 85+
1960	Men	112	241	717	2140	73	0.2
	Women	73	173	435	1060	84	0.6
1981	Men	88	179	600	1732	77	0.5
	Women	51	124	374	929	86	1.6

TABLE 3.2. *Social Class and Survival beyond 65: England and Wales*

	<i>Percentage not survived to 75 years</i>			<i>Percentage Survival to 85 years</i>		
	1951	1971	1981	1951	1971	1981
Manual	55.5	56.8	60.7	11.5	13.0	16.2
Non-manual	63.7	63.0	67.9	20.8	21.0	22.7

The statistical defects of focusing only on differences between extreme groups should be obvious. First, what goes on in intermediate groups is ignored. For example, the gap between top and bottom groups might remain unchanged, but the extent of inequality between the intermediate groups might well be diminishing (or increasing). The second problem with the range is that it takes no account of the size of the groups being compared. In one of the favourite comparisons between social classes, this is crucial as the size of these groups vary substantially over time. As Illsley (1986) put it, “if we wished to compare two countries over time, our first step would be to check the boundaries”. The general point about the potential impact of changes in the composition of, for example, the two communities in N Ireland, on the validity of comparisons over time is very important.

Comparing groups of equal size

The obvious problem therefore, with all discrete classifications, is that the population distribution changes in both size and significance over time. The only real solution to this problem, *if one remains at the level of comparing groups*, is to compare the bottom 10% (or 20%) with the top 10% (or 20%) at different points in time. Clearly the ‘bottom’ and ‘top’ deciles or quintiles have to be defined in terms of some socio-economic criterion. The ideal characteristic would be continuous – such as, for example, income – so that those who are precisely in the bottom 10% (or 20%) can be identified. If a continuous variable like this is not available then small groups in the population have to be classified and ranked in terms of categorical criteria such as education, occupation or geographical area.

3.3.2 More Complicated Measures

Because of the problems with discrete classifications, increasing numbers of researchers have developed measures based on continuous variables.

The Lorenz Curve and the Gini Coefficient

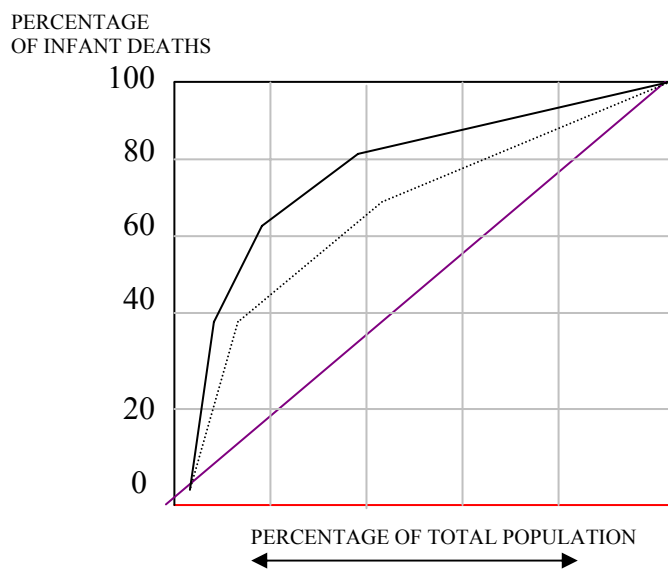
One of the proposed 'solutions' has been to examine an aggregate measure of inequalities between individuals such as the Gini coefficient, as is done in assessing inequalities in the distribution of income and wealth (Le Grand, 1985). Le Grand proposed comparing global measures of dispersion between individuals not between strata. The coefficient is based on the Lorenz curve.

Lorenz Curve

The Lorenz Curve is a graphical representation showing the degree of inequality of a frequency distribution in which the cumulative percentages of a population (e.g. economically active men ordered by their income) are plotted – usually along the X axis - against the cumulative percentage of the variable under study (e.g., in the case of health, morbidity or mortality) which is plotted on the Y axis. A straight line rising at an angle of 45 from the start (or origin) on the graph will indicate perfect equality; for instance, if the 10 per cent with the lowest incomes account for 10 per cent of the deaths, 20 per cent with the lowest incomes account for 20 per cent of the deaths and so on (see linear relationship).

If, however, the distribution is not precisely egalitarian – the usual situation – then the curve will be above or below the diagonal. The greater the distance of the curve from the diagonal line, the greater the inequality. Where the variable considered is beneficial to the population, as for example in the case of access to healthy lifestyles, the curve is found below the diagonal line. In contrast, where the variable is prejudicial, as in the case of deaths, it is found above the line. So, where there is a larger rate of deaths among men with lower incomes and a smaller rate of deaths among those with higher incomes, the distribution is unequal. When such a distribution is plotted, a curve will be traced above the 45° line and the degree of curvature will be greater, the greater the inequality (compare the continuous line with the dotted line). It is only if death is equally distributed that the Lorenz curve coincides with the diagonal. Otherwise it lies above the diagonal (Figure 3.1).

Figure 3.1 Lorenz curves



Notes: Purple line = line of equality. Dotted line = Country A; Black line = Country B. Red line = Line of absolute inequality

This line is the Lorenz curve and can be expressed mathematically. The Gini Coefficient ranges from 0 to 1, 0 representing perfect equality and 1 total inequality. It corresponds to twice the area between the Lorenz curve and the diagonal (Figure 3.1). There are different methods to calculate the Gini, but a simple procedure, shown below, was provided by Brown (1994).

Although the level of inequalities is reflected in the value of the Gini coefficient itself (for example, a value very close to 0 will represent a low level of inequality), the interpretation of the coefficient is usually done in comparative terms, by contrasting the calculated value to that of other geographic units, population groups etc. Again, a coefficient of 0.2 will represent a lower level of inequality than a coefficient of 0.4.

The cumulative proportions of both variables can also be read directly from the graphical representation of the Lorenz curve (see following example). The steps for the calculation of the Gini coefficient and graphing of the Lorenz curve are the following:

1. Sort the geographical units by the variable of interest from the worst situation (highest rate) to the best situation (lowest rate).
2. Calculate the number of poor outcomes and of the relevant population for each geographical unit.
3. Calculate what proportion of the total of poor outcomes is observed in each geographical unit.
4. Calculate the cumulative proportion of each of the two variables.
5. Calculate the Gini coefficient using the formula
6. Graph the curve using the X axis for the proportion of the cumulative population and the Y axis for the proportion of the cumulative poor outcome variable.

Interpretation:

- Gini Coefficient: In our example, the result was 0.20, which is not a high value and is closer to zero (total equality) than 1 (total inequality). However, to be able to have a complete picture of the situation, it would be necessary to compare this value with the values obtained from the other geographic areas.
- Lorenz Curve: For example, we read on the graph that 30% of infant deaths occur among 20% of the population of live births.

The attraction of the Lorenz curve is clear: it reflects the experiences of the entire population rather than only those in specific groups, and the size of this dispersion **may** well be crucial in assessing the overall importance of the issue. For example, deaths from bronchitis, influenza, pneumonia and respiratory tuberculosis, which used to be one of *the* major public health issues during the first half of this century, have now fallen to a very low level overall (although the last named is rising again), so that, even though their distribution is very unequal, it is *a fortiori* of less importance. Changes in the size of the dispersion (or the gap) do influence our assessments about inequality, but so does the overall level of the problem.

But whether the overall level or rate of a characteristic is large or small, the dispersion between individuals cannot be the basis for assessing the inequity of a distribution. This is because dispersion *per se* cannot be a basis for deciding whether or not a characteristic is unequally distributed in social terms. The absence of a stratifying variable means that the Gini coefficient is addressing a different question from that being addressed in the bulk of the literature, viz “to what extent are there inequalities that are systematically related to socio-economic (or in our case Section 75) status”. This is because a change in the distribution of the outcome variable (health), where a person with a poor outcome improves and a person with a better outcome deteriorates so that they are both nearer the mean level of the outcome variable, is registered as a reduction in inequality irrespective of the socio-economic status of the persons concerned. Inequality measured by the Gini coefficient would still fall even if the person with a poorer outcome but improving was rich and the person with a better outcome but deteriorating was poor.

The ‘pseudo’ Lorenz Curve and the Index of Dissimilarity

There have been proposals to circumvent the problem by constructing a ‘pseudo’ Lorenz curve based on the grouped data, where the groups are occupational classes (or classes grouped according to any other socio-economic criterion). The

occupational classes are grouped by their health status and then the ‘Lorenz’ curve graphs the cumulative percentage of the population in their occupational class groups against the cumulative percentage of death. Although not usually a problem, because the (occupational) classes are grouped according to their health status, the approach cannot differentiate between a situation when the sickest socio-economic group is made up of rich people or when it is made up of poor people.

The index of dissimilarity is developed from this curve. It is based on the notion that under complete equality, everyone’s share of health (S_H) would be equal to their population share (S_P). Suppose there are 5 socio-economic groups S_1, S_2, S_3, S_4, S_5 . Then the index of dissimilarity (ID) is calculated as half the sum of the absolute values of the differences:

$$ID = \frac{1}{2} [(S_{1h} - S_{1p}) + (S_{2h} - S_{2p}) + (S_{3h} - S_{3p}) + (S_{4h} - S_{4p}) + (S_{5h} - S_{5p})]$$

The problem is that the ID, although apparently incorporating a socio-economic dimension, is, like the pseudo Lorenz curve discussed immediately above, actually insensitive to the socio-economic dimension of inequalities in health. What matters in the ID is simply how each socio-economic group's share of the population’s health compares with its share of the population, and not how this disparity compares with a socio-economic group's socio-economic status.

The Gini coefficient - and similar indexes - can however be used correctly in this context: for such a measure can be used to summarise the differences between the levels and/or rates in each population stratum adjusting, where appropriate, for the different sizes of the strata. Thus Preston, Haines and Pamuk (1981) used the Gini coefficient to assess trends over time; and showed how other coefficients - the Index of Dissimilarity and an index derived from the regression of age-standardised class death rates with the proportions of the population in each social class - gave similar results.

The slopes and relative index of inequality.

Both these indexes, in contrast, are based on the socio-economic dimension to inequalities in health. Classes or groups are ranked by their socio-economic status and these graphical presentations display both their mean health status (represented by the height of the bar) and their share of the population (represented by the width of the bar). The slope index of inequality (SII) is then defined as the slope of the regression line showing the relationship between a class or group’s health status and its rank in socio-economic terms. It can be interpreted as the *absolute* effect on average health of moving up one unit in the socio-economic scale.

Because the data are grouped, however, one cannot equate a one unit change to a shift of one rank with socio-economic scale. This means that the calculation of the SII is not entirely straightforward requiring the use of Weighted Least Squares. This can be done by summing Ordinary Least Squares on the following equation:

$$h_j \sqrt{n_j} = \alpha \sqrt{n_j} + \beta \chi_j \sqrt{n_j} + u_j$$

where h_j is the health score in class j , n_j is the size of class j and χ_j is the relative rank of class j .

The SII avoids the defects of the range measure: it reflects the experience of the entire population and it is sensitive to the distribution of the population across socio economic groups.

Note that, if everyone's health improves, as over the nineteenth and twentieth century, then the index can change in value, even though it will be unclear whether one would want to say inequality had changed. Thus if everyone was sick on half as many days per year as before, then the value of the index would double because the absolute differences have widened. Because this makes comparisons over time difficult, Pamuk (1985) proposed dividing the SII by the mean level of health and this is called the Relative Index of Inequality (RII).

The Concentration Index.

This is superficially similar to the Lorenz curve but avoids its problems because people are ranked – as with the SII and the RII – by their socio-economic status and not by their health, and the curve plots the cumulative proportions of the population (beginning with the most disadvantaged and ending with the least disadvantaged) against the cumulative proportion of health. Another way in which the socio-economic dimension can be included in the analysis is through the calculation of the Concentration Index where the population or the geographic units are ordered by socio-economic status and not following a health variable. The Concentration Index is calculated in the same way as the Gini Coefficient, but it varies between -1 and $+1$. The values are negative when the curve is above the diagonal and positive when they are under the curve. If the order resulting from sorting by the socioeconomic and health variables is the same, the concentration index will have the same absolute value as the Gini coefficient.

If health is equally distributed, the concentration curve will coincide with the diagonal. If poor health is concentrated in lower socio-economic groups, the concentration curve lies below the diagonal.

The health concentration index – usually denoted by C – is defined as twice the area between the concentration curve and the diagonal.

The same approach can be used for assessing inequalities in ill-health, and is, in practice, perhaps easier to understand in this context. The illness concentration index is positive when the concentration curve lies below the diagonal (illness is concentrated amongst the higher socio economic groups) and negative when it lies above the diagonal (illness is concentrated among lower socio economic groups).

The concentration index refers to cumulative proportions of health and so is insensitive to changes in the mean level of health. It can be generated by graphing the cumulative percentage of the population (along the horizontal axis) against the cumulative amount of health (rather than the share of health). The generalised concentration index is then defined as twice the area between the generalised concentration curve and the diagonals.

3.3.3 Measuring Inequalities in (ill-) health over time

Understandably, there is considerable interest in measuring changes in inequalities in (ill-) health over time. This poses particular problems of interpretation and validity if there is the likelihood of the measure having changed its meaning over the period in question.

For this reason, measuring inequalities in morbidity and making comparisons over time are even more difficult than making comparisons between standardised mortality ratios. This is basically because health means different things to different people. One set of data that is frequently used in these debates suffers from this problem. Thus appeal is often made to inequalities between the rates at which different socio-economic groups report illness based on the General Household Survey (see Table 3.3). Apart from the fact that the ratio of the rates shown in the first two rows changes sharply from year to year – which should itself be a warning against over-interpreting the data - the interpretation of self-report data like this will be affected by the symptom tolerance of different socio-economic groups. The substantial secular rise shown in the third and fourth rows suggests that this could introduce serious biases.

TABLE 3.3 *Rates of long-standing illness and average number of restricted activity days*

	1972	1982	1984	1998
(a) In occupational Class V as a percentage of Class I				
Long Standing illness	177	144	193	163
Restricted activity	314	177	656	-
(b) Overall Trend				
Long Standing illness (%)	31	42	44	43
Restricted activity (n)	21	29	32	-

3.4 Summary and conclusions: choosing between the measures

These various indexes and methods of measurement can be summarised in terms of the three properties that we outlined at the beginning: simplicity, whether or not one is interested in absolute or relative measures, and measurement of effect or of total impact. The results of this comparison are shown in Table 3.4. Some of the similarities in the properties are unexpected as it can be shown that the Concentration Index and the Relative Index of Inequality are related as are the generalised Concentration Index and the Slope Index of Inequality (Wagstaff, 1993).

Table 3.4: Characteristics of indexes for analysing inequality

Degree of Complexity	Indexes of Effect	Indexes of Total Impact Comparison with
Simpler	Rate ratio of lowest versus highest group	Healthiest Population-attributable risk (%)
	Rate difference of lowest versus highest group	Population attributable risk (N)
More Complex	Regression-based index of relative effect	Regression-based population attributable risk (%)
	Regression-based index of absolute effect	Regression-based population attributable risk (absolute version)

We hope that the discussion has demonstrated that different measures and methods of analysis address different questions.

In relation to the choice of an index, one might want to pose any of the following three questions, amongst others:

- That it reflects the socio-economic dimension to inequalities in health.
- That it reflects the experience of the entire population.
- That it be sensitive to changes in the distribution of the population across socio-economic categories.

Some of the questions addressed by the more common indexes are summarised in Table 3.5. Thus indexes based on death rates responds to questions about who or which socio-economic groups are more likely to die earlier; whilst indexes based on one of the popular self-reported health status measures respond to questions about subjective assessment. It is obvious but often overlooked in discussions about inequalities in health.

This variability of interpretation is particularly important in making comparisons over time if the sizes of the social groups change and the significance of early death varies. Finally, a proposed shift in emphasis to the measurement of inequalities in (ill-) health would be difficult in view of the lack of agreement as to how such measurements should be made, but it remains an option which should not be ignored.

Table 3.5 Selected Indexes and the questions to which they correspond

Indexes	Questions
Indexes based on death Excess over 'average' Relative likelihoods Mortality rates Standardised mortality rates Ratio of mortality rates or of Standardised Mortality Ratios	Who dies? Excess over 'average' Relative likelihoods
Percentage of survivors Standardised survivorship ratios Ratio of survivor rates or of SSPs	Who lives?
Indexes based on morbidity Nottingham Health Profile Symptoms reports Condition and/or disease Incidence/prevalence	Subjective assessment Illness occurrences 'Objective' morbidity

4: WAYS FORWARD FOR MONITORING

4.1 Appropriateness of Data in NI statistics for Monitoring S75

We have already commented on the indicators proposed during the consultation process in Chapter Two. We discuss here the potential generally of administrative data, the decennial census and household surveys for monitoring inequalities.

4.1.1 Administrative Data and Censuses

As in most countries, administrative data in Northern Ireland are not designed to measure or monitor individual or social well-being. Those data are designed – rather obviously - to facilitate and monitor the administration of the service(s) provided by that administrative agency; and often miss the essential quality of a service and/or the characteristics of those receiving it.

Attempts to monitor in/equality through performance indicators and targets often lead to manipulation and generate perverse incentives (see Carr-Hill et.al. 1999; Smith 2000); as implied in many of the indicators proposed during the consultation exercise, a more useful approach is a regulatory framework supported by adequate inspection. On the other hand, the data collected by administrative agencies do, in general, constitute a complete record of what those agencies (are trying to) do.

In addition, routine administrative data do not, in general, include the socio-economic data that would be adequate for identifying who is poor. In most countries, the census does collect some information on poverty or wealth but not only are censuses insufficiently frequent for the kind of monitoring required in this context (monitoring discrimination in terms of the Section 75 dimensions in a potentially shifting political landscape), they would not be able to include *all* the information that would be required to monitor those dimensions (e.g. political opinion, sexual orientation), and for some of the other dimensions (e.g. disability, ethnic minorities), confidentiality rules would prohibit adequate breakdown of the census data.

4.1.2 Surveys

Many household surveys do of course attempt to assess individual well-being but:

- there are problems of accuracy and credibility of some of the responses, partly because the issues dealt with in the survey may not be salient for many of the respondents and partly because of the reliance on self-reporting (where there is a suspicion that any biases in reporting might be associated with the S75 dimensions, this also complicates the task of monitoring inequalities);
- even where there is a focus on the social components of well-being (for example, social capital or social support) it is only individual participation in social capital activities or individual perception of social support that can ever be obtained through a questionnaire survey; and

- there is a problem of appropriate sampling frame especially when the focus is on the poor – which is of course an essential component of monitoring inequalities.

In this context, where the focus is on the difference between groups that are identified by the Section 75 dimensions which (with the exception of age, religion, sex and possibly dependants) are minority groups, it is important to ensure that the survey is likely to obtain a reasonably representative sample of the ‘excluded’ dimension. This issue – which, to a certain extent also applies to Censuses, has been ignored in most interpretations of data about social exclusion - is sufficiently important to be considered in a separate section (4.2). The focus here is on the first two problems which are common to nearly all forms of household survey (including censuses).

4.1.3 Limits of Self-Reporting by Households

The last two issues raised in the previous section concern the household survey format itself. Where the issue is to describe and analyse inequalities, this leads to several limitations:

- There are many factors that affect an individual’s response. It may be (sub-culturally) inappropriate or embarrassing to admit to certain situations or behaviours and the inappropriateness or embarrassment may well vary between sub-groups. For example, if one wants to use data to discuss the relationship between morbidity and the use of health services, there is a bias in the rates of self-reported morbidity which is often related to issues of exclusion and inclusion; and the use of health services is often associated with income even where there are no explicit charges for them.
- The issue for investigation is usually conceptualised as a household study, excluding information about the relationships within households; and commonly used survey methods fail to capture the dynamics of household and intra-household allocation and relations that underlie household decision-making. The issue is recognised and is the reason why much of the work on social capital is qualitative/community based, but it does mean that it is difficult to obtain quantitative data on social capital if that is a policy concern. In this context, it could mean that flagrant intra-household inequalities are concealed: for example, such as income and wealth distribution within a household.
- Some issues such as neighbourhood nuisances and anti-social behaviour may be seen as the major problem by the commissioning agency (or by the researcher); but communities and households may not perceive them as so important. Instead, they may be more concerned more directly with consumption and income poverty.

4.1.4 Solutions

There are no easy solutions to any of the problems posed; it is simply important to always be aware that there are these possible biases and that these biases can vary not only between groups but also over time, complicating the interpretation of trends.

4.2 Specific Problems of Household Surveys for Monitoring Disadvantage

The problem of non-response is of course well-known but it has to be recognised that reputable survey companies do not these days expect to ever get more than 70% of the target population; and it is difficult through the usual checks for representativeness to be certain that the non responders do not include a larger fraction of the disadvantaged or the socially excluded than one would expect given their representation in the whole population. But the issue here is not simply one of non-response, but of the possible omission of large proportions of the categories that are likely to be ‘discriminated against’. Even if household surveys were to regain the response rates currently seen in developing countries – of over 95% - there would still be a problem⁴.

Essentially, with rare exceptions, household surveys omit:

1. Those not in households because they are homeless
2. Those who are in institutions
3. Mobile or traveller populations
4. Many of those in fragile or disjointed or multiple occupancy households.

4.2.1 Homeless

It is well known in Europe that homeless people have more difficulty accessing health and social services along with poor health and the lowest life-expectancy; in developing countries, the same is true for street children, who are also deprived of schooling. Yet, rather obviously, household surveys omit the homeless and street children.

There have been several attempts to count the homeless, although all the researchers involved would admit it is difficult to be confident of the accuracy of the counts. Even if they can be counted, it is yet another step to carry out a survey. Whilst there is no easy solution, the numbers of homeless in Northern Ireland are probably sufficiently small relative to the size of the minority groups that they are unlikely to make a large difference, but it needs to be checked.

4.2.2 Institutions

Most household surveys omit those in institutions: care homes, military installations and prisons. Careful reporting usually acknowledges this but, when we are concerned with the distribution of income and wealth, at least the first and third categories are very important. For example the Welsh, encouraged by Townsend and Gordon (2002), decided to use a household survey as the basis for its allocation of health care resources. The consequence was that the Northern areas of Wales where there are all the nursing and residential homes would have lost a substantial amount of resources if the formula had been implemented.

⁴ The structural problem of the sampling frame is not usually an issue when the objective of a survey is to obtain an overview of a situation or general information about population attitudes, rather than to differentiate sub-groups some of which might be quite small and prone to non-response.

It is obviously easy to count those in institutions; and, because they are a captive population, easy to carry out a survey. The problem is that some are not capable (or not regarded as being capable) of responding. In a special sample carried out for the Health Survey for England, about half of those 'interviewed' in institutions were proxy respondents (the nurse or eventually a relative). Careful interpretation is required.

4.2.3 Mobile or Traveller Populations

In European countries, response rates are lowest among young men and this is usually presumed to be a consequence of their higher rates of mobility and the fact that they tend to be more socially active, in turn associated – at least for some – with higher incomes. But this is unusual: the mobile are usually excluded from household surveys. In particular, they very rarely include gypsies and traveller populations who have much less access to health and social services; and whilst it is difficult to assess their income and wealth (and there clearly are some who are rich-in-kind), many belong to one of the 'disadvantaged' groups defined by the section 75 dimensions, and the majority are usually poor in terms of many of the policy outcomes considered here.

There have been several studies of gypsy or traveller populations; the problem is interpreting changes over time; again all one can do is caution care.

4.2.4 Multiple Occupancy Households in Run-Down Estates

It is well known in the UK that interviewers are reluctant to interview in run-down housing estates. This is less of a problem in Northern Ireland because of the extensive efforts made to rebuild the social housing sector. Nevertheless, when the lifts break down, it is unlikely that interviewers will make the additional effort to climb several flights of stairs only to find that the eventual respondent is out or uncooperative.

There is also the problem of disentangling multiple occupancy households. With the decline of the traditional two-up, two-down family, not only are new forms of household developing, individuals are increasingly likely to belong to a series of different (forms of) households over time. For example, a divorced parent who is no longer living with dependants (her or his children) may be financially supporting them; yet all the evidence presented in the main report (Chapter 7) was based on physical and proximate dependency. Whilst one can celebrate the diversity, it makes monitoring over time difficult.

The problem with the design of household surveys that was raised in 4.2.2 means that it may be inappropriate to use such household surveys to monitor changes for specific groups defined in terms of the Section 75 dimensions in respect of policy outcomes that are likely to be most sensitive to the kinds of biases described. There are three obvious examples from the analyses provided:

- There are very large differences between the rates of self-reported victimisation in the previous year and the extent to which different population sub-groups report that they are concerned about future victimisation. A slight change in the propensity for one particular sub-group to report prior

victimisation, for the same level of concern, might lead to an apparently substantial change in the likelihood of them being victimised.

- We have shown that there are temporal trends in the reporting of limiting long term illnesses (which is used as the surrogate for disability) and that the rates or reporting are likely to be related to socio-economic circumstances.
- No data has been provided for discrimination by sexual orientation although we have shown that there are differences in policy outcomes for those with different living arrangements (same sex versus different sex couples). Again, it would only need a slight change in the propensity of respondents to declare their sexual orientation for there to be an apparently large change in the relative likelihood of discrimination.

Careful design of the survey instrument, for example by including questions that cross check answers to key questions, helps to avoid many potential misinterpretations of the findings from a single household survey. But, in the context of monitoring discrimination in terms of the section 75 dimensions over time, that may not help because the pattern of response as a whole may change. Without qualitative research to understand shifting patterns of response to groups of questions among the different groups concerned, it will be very difficult to assess whether recorded changes are real or apparent.

4.2.5 Implications for Monitoring Discrimination

The problem with the type of omissions described in the previous sub-sections is that the usual checks for the representativeness of a survey against the most recent census for distinctive patterns of non-response (in respect of the age, sex, and eventually area distribution of the achieved sample versus the intended sample) will not necessarily show up the omission or partial omission of any of these four categories. With the partial exception of those in institutions, there is no reason to suppose that these omissions are specific to any particular age-sex groups, or to any particular areas.

This ‘diversity’ complicates the task of monitoring through classic forms of household survey. Unfortunately, each of the four categories (the homeless, those in institutions, the mobile and those in disjointed households) are likely to constitute a significant fraction of those who are excluded for whatever reason in many countries; and, in this particular case, belong to a minority group identified by a Section 75 dimension. If the same survey is repeated – in order to obtain an assessment of trend - the achieved sample may have very different characteristics the second time around or in different areas.

In order therefore to have a realistic assessment of trends in disadvantage both at the national and Board level, it is important to examine the extent to which these four difficulties create a bias in the estimation of (trends in) the national level of outcomes for the ‘disadvantaged’ group; and more particularly in the estimation of the distribution of those indicators within country between the ‘disadvantaged’ and the others, or of relationship between those indicators and other household characteristics; the issue has to be examined on a case-by-case basis. There is no magic solution.

4.3 Survey findings in relation to equality and diversity issues.

A very large number of inequalities have been demonstrated in the bulk of the report, so it is difficult to select the most significant.

This is partly because some inequalities are logical consequences of the S75 dimension itself. This is especially true for health related outcomes: for example, older people will usually be less fit than younger people; those who are disabled will have had more health related life events. To a lesser extent, the same will be true for victimisation outcomes: for example, younger males are more likely to be out on the street and are therefore more exposed. The problem is where to draw the line between differences that appear logical – or at least obvious – consequences of the Section 75 dimension itself and differences which one would aspire to see eradicated or at least substantially reduced: for example, does the current difference in employment status between disabled and non-disabled demonstrate a significant lack of effort to make jobs disabled friendly or does it demonstrate a success of employment policy? The approach of introducing yet another top-down target is not recommended; it is better to develop a consensus over what the desired outcome should be and that might include a certain level of inequality.

There is also the problem – which has been alluded to several times in the report – that the impact of the Section 75 dimensions overlap. It is therefore difficult to assess the importance of some of the inequalities that have been documented. Multivariate analyses, of the type included in Chapter 12 of the main report, do go some way towards disentangling the inter-correlations between the Section 75 dimensions, but such analyses are not appropriate for identifying and separating out different causal pathways over time. Whilst techniques do exist, the problem is the lack of adequate panel data (and the panel data that is in the course of production like the NI household panel survey and the Millenium cohort study will suffer from the challenges outlined at 4.1 and 4.2).

It is also worth recalling that there are several important divisions that cannot be adequately captured in this kind of individual survey data, in addition to the issues discussed in the previous section. An obvious example is the difficulty of obtaining reliable information about sexual orientation through a questionnaire. In some ways, perhaps more important is that the household or individual focus of most surveys means that it is difficult to collect information about collective or social goods and services, other than individual attitudes towards them. For example, one might be concerned about the long term implications of the continuing segregation of the school system, or how the organisation of the crime and justice system might affect groups defined in terms of the section 75 dimensions.

With three caveats, the following is a first list of what appear to be the most significant findings both in terms of the overall policy outcomes and in terms of whether the major inequalities in respect of the Section 75 dimensions have increased or disappeared.

4.3.1 Overall Policy Outcomes

The following are the major features and shifts over the last ten/twenty years.

Population - The demographic profile has shifted towards a more elderly population, although Northern Ireland still has the youngest age profile of the United Kingdom. There are more diverse household types.

Labour Market - Unemployment has fallen and there is now a more diverse portfolio of jobs with much more part time work than previously.

Education - The overall level of schooling has of course increased dramatically over the last twenty years, as has the number with degree level qualifications. The two school systems continue to coexist. There is limited data on children's experience of school.

Crime and Justice - Reported victimisation has increased slightly and fear of crime has increased markedly. Confidence in all components of the criminal justice system has increased over the last ten years.

Health - People are more likely to report that they have a long standing illness now compared to twenty years ago. Heavy drinking has increased whilst smoking has decreased.

Housing - The quality of housing has improved throughout Northern Ireland

Transport - Many more people now have access to a car and there has been a corresponding decline in bicycle use and in public transport

4.3.2 Inequalities in terms of the Section 75 dimensions

The following are the most striking.

Age and Sex - Most of these inequalities are either to be expected (as above) or are related to inequalities in respect of other dimensions.

Marital Status - Housing and health are two areas where analyses by marital status identify differences in experience. The main differences are between those who are married and those who are separated or divorced. The last two groups seem to fare particularly badly in the housing market and have poorer health than either their single or married counterparts.

Religion - On the whole, inequalities between the two groups have converged over the 1980s and 1990s, for example in the labour market and education. Those that persist are in terms of drinking and smoking behaviour with Catholics more likely to be heavy drinkers and to be smokers than Protestants; confidence in the criminal justice system has increased overall but diverged between the two communities; and inequalities in housing remain although they are probably attributable to different age and household structure.

Ethnic Minority - A much higher proportion of Irish Travellers - and, for certain age groups, Chinese immigrants - have no educational qualifications. Health status is similar to the remainder of the population except for Irish Travellers. There is substantial housing disadvantage.

Disability - Taken at face value, the findings make for depressing reading; those with a limiting long term illness are in poorer general health, experience greater stress and are more often depressed; they are or were more likely to indulge in risky health behaviour. But the differences are nearly always explicable in terms of the relative morbidity of the two groups in the first place. It is clear that those with a limiting long-term illness are disadvantaged in terms of education, housing and transport; but it is not very clear what a government could do about it.

Dependants - There is little to say that is independent of marital status, sex and age.

Sexual Orientation - There is no over time data available.

Political opinion - Nothing particularly striking.

Social Class – While not a S75 dimension, most of the obvious inequalities have persisted.

4.3.3 Overall Commentary

A priori we did not expect to find differences in some of the cells in Table 1.1 of the Patterns of Social Difference report, specifically: for marital status in respect of education, health and transport; for disability in respect of education, crime and justice; and for political opinion in respect of population. In fact, there are differences in these three characteristics for marital status.

Many of the inequalities between the groups defined by the Section 75 dimensions have converged over the 1980s and 1990s. However, some have persisted such as those in terms of drinking and smoking behaviour between marital status groups and between the two communities. A few inequalities have diverged over the 1990s such as confidence in the police and the criminal justice system as a whole.

Perhaps more worrying is that, in terms of a crude but general measure of socio-economic position such as social class, nearly all the inequalities have persisted.

4.4 Proposed Key indicators of ‘socio-economic’ change over time

The consultation exercise has generated a large number of suggested indicators; but this section has a different purpose: to review what appear to have been the main socio-economic changes over the previous 20 years and which are likely to be important issues for the next 5-10-20 years.

The main changes of the last twenty years have been increasing financial prosperity⁵, the changing role of women especially in the labour market, the demographic shift towards more diverse households especially in terms of single parent households, some convergence in respect of differences between the groups defined by the Section 75 dimensions, but some worrying divergence in respect of confidence in police and the criminal justice system, and persisting socio-economic inequality.

There has also been a major change in the way in which people respond to surveys with increasing sensitivity in respect of long term illness, perceived likelihood of victimisation and anti-social behaviour. It is therefore important to be cautious in proposing and interpreting any indicators that rely on self reports. On the other hand, there is a lack of data on the well-being of children – over a quarter of the population.

The four main policy issues that have emerged from the analysis of the data available would appear to be the labour market, confidence in the criminal justice system (including the police), health behaviour and housing (with the caveat that some important issues are not covered). Without downgrading the importance of the other dimensions, probably the three most important are ethnic minority, religion and disability; in addition, the analysis in the report would suggest that it is important to maintain an interest in differentials by socio-economic position and specifically to ensure that the role of socio-economic position in accounting for recorded differences along the section 75 dimensions is fully understood.

On this basis, one would perhaps propose the following topics as suitable for the development of indicators (but see the last section):

Labour Market. The economic activity of different ethnic minorities and of the disabled should be monitored using similar indicators to those presented above. Whilst participation rates for the younger age groups would be a simple indicator, it would also be important to monitor any tendency to segregation in the labour market, by examining the occupational distributions of the different groups.

Confidence in Criminal Justice System. Since this is quintessentially a question of *confidence* then this can only be monitored through the kinds of questions being used in the NILTS surveys. However, it will be important to check that there are no obvious changes in the patterns of exclusion from the sampling frame in the ways suggested above (section 4.2).

Health Behaviour. The decline in smoking is to be welcomed whilst the rise in heavy drinking among all age groups should be monitored because of the health/medical implications, because of possible public disorder implications (especially among the younger age groups) and because of the implications of caring for older people who are more likely to be heavy drinkers. There is also the problem of obesity where the only data is self-report height and weight; this should be rectified in future surveys.

⁵ Many commentators - mostly song-writers - remarked during the twentieth century that money does not buy happiness. More seriously, several studies have shown that well-being and satisfaction has stagnated or declined in the UK over the last thirty years. The most recent survey, a Measure of Domestic Progress, published by the New Economics Foundation in 2004, showed how satisfaction has never regained the high point of 1976. For proposed solutions, see Carr-Hill and Lintott (2003).

Housing. There is still a divide between many of the groups in terms of their position in the property market. This appears, to a greater or lesser extent, to be related to age and demographic profile associated with the categories of marital status, religion and dependants.

In addition, given the caveats about the household and individual focus of many of the survey findings, it would also be important to monitor at a different level. The following are only a sample of possible suggestions:

- segregation and eventual polarisation in both the labour market and the schooling system;
- how the organisation of, for example, the criminal justice system might discriminate against certain groups [example]; and
- political apathy.

4.5 Conclusion: Way forward for future monitoring.

Many of the important points have already been raised in the previous sections of this chapter:

1. The context of growing financial prosperity and stagnating life satisfaction.
2. The importance of defining indicators in measurable ways; this does not appear to have been at the top of the mind of those responding to the consultation process.
3. The importance of being careful about the interpretation of household or individual survey data when there is a focus on potentially excluded groups because they might be at least partially excluded from the survey in the first place.
4. The overly individualistic focus of the data available.
5. The dramatic changes in sensitivity to illness and to insecurity and how those should be considered in assessing change.
6. The overlaps between the impacts of many of the section 75 dimensions and the inadequacy of the data to disentangle the effects in a rigorous causal sense.
7. The persistent effect of socio-economic inequality, which is not of course a section 75 dimension

Points 1 (contrast between GDP growth and life satisfaction), 4 (individualistic focus of data available) and 5 (rising sensitivity to ill-health and anti-social behaviour), together suggest that the wrong aspects of the quality of life are being monitored. Points 3 (structural problems with household surveys) and 5 (rising sensitivity to ill-health and anti-social behaviour) imply that the data generated through current data collection procedures may be being interpreted without due care and attention. Points 6 (overlaps between section 75 dimensions) and 7 (persistent effect of socio-economic inequalities) reinforce the problem of interpretation. Finally, point 2 (defining indicators in measurable ways) demonstrates that this has to be a carefully thought out process rather than one that can be tossed around in a short interview.

The priority is to reach widespread public agreement not only on the dimensions in respect of which there should be no discrimination (which is the focus of the section 75 legislation), but also on what *are* the desired policy outcomes. This is even more

important in a situation where there is no elected assembly. Without a consensually agreed definition of what counts as important, monitoring will always be of limited value.

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ANNEX: GRID OF INDICATORS PROPOSED DURING CONSULTATION EXERCISE

LABOUR MARKET						
Persons of different religious belief and different political affiliation	BRLR (Budget Reallocation, Legislation or Regulation)	MPSP (Monitoring Practice or Service Provision)	IANW (Indicator Available on NISRA Website)	DECS (Data Exists and Computation Simple)	CSQR (Case Study Qualitative Research)	SHCQ (Standard Household or Company Questionnaire)
Employers adopting neutral working environment practices		if relying on reports from employees or on inspection reports			if more detailed understanding of impact is required	if intention is to survey employees
Net increase/decrease in jobs in each disadvantaged area				analysis of labour market statistics		
Changes in criteria for INI support for companies to favour investment <u>within</u> disadvantaged areas	Changes in criteria for INI support for companies to favour investment within rather than merely adjacent to disadvantaged areas					

Nature and origin of complaints made to employment tribunals		regular reports to Equal Opportunities Commissions				
Proportion of Protestants and Catholics employed by company		would need reports from individual companies				could include survey of companies and/ or survey of individuals asking them whether any barriers to working for specific companies
Analysis of any imbalances in current recruitment		would need reports from individual companies				could include survey of companies and/ or survey of individuals asking them whether any barriers to working for specific companies

Removal of vetting arrangements for posts in the Civil Service, Judiciary and Probation Service	Removal of vetting arrangements for posts in the Civil Service, Judiciary and Probation Service					
Numbers of Catholics and Protestants in low paid employment			Labour Force Surveys			
Men and Women						
Income levels for men and women			Labour Force Surveys			
Numbers of men employed in occupations in which they are currently under-represented				Labour Force Surveys		
Numbers of women employed in occupations in which they are currently under represented				Census or Labour Force Surveys		
Numbers of men and women at all tiers of employment (from ground level to top management)			Census or Labour Force Surveys			

Numbers of self employed women			Census or Labour Force Surveys			
Level of grants provided to women starting up businesses		if the intention is just to document the level of grants			if the intention is to see whether the recipients are able to use their grant as effectively as men	
Marital status / Dependents						
Number of employers providing flexible working arrangements						survey of companies
Opportunities for flexible working within SMEs by either parent						survey of companies
Qualitative information on difficulties faced by people with dependents / carers in returning to employment					case studies of people returning to employment and those not returning	
Level of tax credit available to those with caring/dependant responsibilities				could be extracted from routine data		

Costs of child care by region		if only costs of state nurseries				if private nurseries etc. included would require survey
Introduction of legislation to ensure support to carers	Introduction of legislation to ensure support to carers					
Percentage of carers accessing enterprise training grants				if data on carer responsibility already collected in database of those in receipt of enterprise training grants		if not, standard survey sampling frame difficult
Percentage of fathers taking paternity leave and duration of leave		reports from companies				evidence from fathers
Persons of different racial groups						
Increase in ethnic minority members earning above the minimum wage				Analysis of data from Labour Force Surveys		

Progression through tiers of employment			documentation of numbers at different levels from Labour Force Surveys		if understanding of promotion patterns is required, would need study of companies	
Availability of resources for language teaching for non-English speakers		budget breakdowns to Boards and schools			if intention is to know how resources are used and what is their effect	
Introduction of code of practice and licensing system for agents	Introduction of a code of practice and a licensing system for agents					
Levels of academic achievement among ethnic minority members and progression to commensurate employment				analysis of Labour Force Surveys		
Analysis of the numbers of complaints received by the Equality Commission from minority ethnic		presumably already in EOC annual reports				

groups relating to employment						
Extension of fair employment type monitoring to race	if requires additional budget or legislation	if implementation of legislation needs to be monitored				
Greater acceptance of “foreign” professional qualifications	intended to define acceptability of certain qualifications	monitoring of actual acceptability of qualifications already deemed acceptable: study of companies				
Persons of different sexual orientation						
Extent that job vacancies are advertised in the LGBT press and with LGBT organisations					comparative analysis of LGBT press and other	
Availability of counselling in the workplace with clear channels to deal with homophobic harassment		documentation of remit of workplace counsellors				
Qualitative information on the existence of friendly work environments					In-depth interview with those reporting	

					homophobic environments	
Availability of information on LGBT community organisations especially within the trade unions		documentation of information available				
Extent that job advertisements include a clear equality of opportunity statement		analysis of a sample of advertisements				
Changes in attitudes amongst employers						Bespoke Surveys of Employers and of Households compared with Community Household Surveys
Number of private sector employers with sexual orientation policies		documentation of policies				
Persons with a disability						
Attitudes (employers', disabled people's and family members')				Employers Surveys and Community Attitudes Surveys		
Pay differential between disabled and able-bodied				Labour Force Surveys	special surveys of companies	

people						
Information on the length of time disabled people stay in employment and about their experiences while in employment				Labour Force Surveys?		
Information on workplace accessibility		reports from companies to EOC, cross checked with inspection				
Changes in Government Departments' approach to disabled people	monitor changes in budget					monitor through customer satisfactions
Reduction in disabled people's dependence on benefits	to advocate and pressure for changes in disabled benefits					
Progress in facilitating disabled people to access life insurance and mortgages	if intention is to change situation					if intention is only to monitor situation
Persons of different ages						
Number of older people in employment (full time, part time etc.)			Census or Labour Force Surveys			

The numbers of older people in different types of employment			Census or Labour Force Surveys			
Surveys on choices relating to employment					could investigate those inter-relations	will provide some information but will not relate those to the institutional context
Numbers of older people employed in occupations normally associated with younger people			Census or Labour Force Surveys			
The number of discrimination cases raised on grounds of age		if the intention is just to count the number of cases			if the intention is to assess the impact of the case being raised on the situation of discrimination	
EDUCATION ISSUES						
Persons of different religious belief and different political affiliation						
Provision for greater religious diversity in RE in schools	if budgetary allocation required	collation of reports from schools to document what is happening			if understanding of impact is required	

Research into differences between Protestant and Catholic working class children in educational attainment				Research into the differences between Protestant and Catholic working class children in educational attainment	Research into the differences between Protestant and Catholic working class children in educational attainment	
Religious breakdown of students in local universities.			Reports from universities to Equal Opportunities Commission			
Men and women generally						
Levels of educational achievement in males and females			Census or Community Household Surveys			
The numbers of men employed as teachers and classroom assistants			Census or Labour Force Surveys			
Numbers of males entering adult education			Enrolment rates already exist			

Numbers of women/men entering non traditional courses						Possibly could be assessed through a standard survey
Percentage of young men in contact with mainstream youth sector including data on provision within mainstream providers					In-depth interview with a sample of youth	
Marital status / Persons with dependents						
Numbers of people with dependents returning to education (by age)						extension of existing surveys to identify those returning to education by dependency status)
Numbers of carers returning to education (by age)						extension to existing surveys to identify carers amongst those returning to education)
Detailed data on child care provision		registration of child care provision presumably includes that				

Numbers of older dependents (18 – 19) in the education system					to study impact	
Availability of distance learning courses		documentation from local authorities, FEs and universities				
Persons of different racial groups						
Representation of ethnic minority members in top schools				on the assumption that NIED has information on ethnic breakdown in each school; otherwise CSQR of top schools		
Educational achievement by racial group at various levels				analysis of educational statistics		
Curriculum changes to promote better understanding of diversity	is requires budgetary reallocation or new legislation				if need to know whether new curriculum works	

Curriculum changes to address the specific needs of racial groups for whom English is a second language	if requires budgetary reallocation or new legislation				if need to know whether new curriculum works	
Classroom support for children of different racial groups for whom English is a second language	if needs budget	if budget already exists but not used			If want to know how support is working	
Availability/uptake of anti-racism/ diversity training among teachers	if needs budget	if budget already exists but not used			is want to what is impact of diversity training	
School-leaving age for different racial groups including Travellers		reports exist from schools of school leaving age broken down by all ethnic groups?				
Racist incidents in schools		are racist incidents in schools recorded			If not CQSR of selected schools	

Young people by racial group attending mainstream youth groups					because presume there is no standard reporting from youth groups of ethnic composition of membership, attendance or activities; so would need specific survey	
Pursuit of further education courses by racial group				if not in reports from adult education providers should be analysable from Community Household Surveys		
Persons of different sexual orientation						
Availability of peer support for children under 16					difficult cases studies in schools	

Policies in schools and youth groups to counter homophobic bullying	if introducing a policy	to monitor existence of policy in each school			if want to monitor actual implementation of policies	
Availability of support and qualitative information on job security for LGBT educators		presumably available in principle				
Provision of awareness training for all those working with children and young people, both in terms of education and social welfare	if requires change in budget allocations	if budget exists already				
Provision of positive sex education, including safer sex education, and education and understanding of LGBT relationships	if requires change in national curriculum	if sex education already on curriculum and intention is to monitor whether or not it is being delivered				
Policies that ensure confidentiality for LGBT youth and educators	Proposals and existence of policies					
Curriculum provision that ensures recognition of diversity in education	:if budget needed	for analysis of new curriculum				

Availability of positive LGBT role models for pupils and teachers					study of what is understood by positive role models and reactions to those	
Sources of advice and support for teachers with regard to the needs of LGBT children and young people including in relation to coming out		documentation of role of school counsellors			if more needed	
Removal of exemptions for private and religious schools	Monitoring progress of legislation					
Creation of atmosphere where children and young people are free to express their opinions					of atmospheres?	
Availability of information on LGBT youth organisations in schools, libraries and other places		presumably information ought already be there?				
Provision of education for older people about the experience of LGBT people					Subjective questions about how elderly people think	

Persons with a disability						
Availability of resources for classroom support for disabled children and children with Special Educational Needs	if requires budget change			if need to know distribution of existing budgets		
Resources available for Special Schools	if requires budget change			if need to know distribution of existing budgets		
Time taken to assess SEN		if included in standard report on assessment of child			if not or if want to know how it works	
Number of children with learning disabilities who transfer out of mainstream schools into special provision				on assumption that data will be in school reports if not in educational statistics	if not and if want to know if it works	
Information on curriculum provision designed to ensure that disabled children leaving mainstream education are “job ready” and have required life skills		audit of curriculum? - not sure what was meant here				
Qualitative information on extent to which the DEL funding formula is a		Representation of disabled people in higher education			of sample of FE Institutes	

disincentive for them to take on disabled students						
Representation of disabled people in higher education		should be in reports from universities				
Qualitative information on attitudes of teachers, staff in teacher training institutes, BoGs etc.						to teachers, staff in TTIs and BoGs
Persons of different ages						
Basic literacy and numeracy levels among older people						standard modules now exist through IALS for measuring basic literacy and numeracy
Numbers of older people attending/graduating from NI universities			Routine data reported from Universities			
Changes in policies relating to student loans	1) Changes in the policies relating to student loans					
HEALTH AND SOCIAL CARE						

Persons of different religious belief and different political affiliation						
Funding for health services by area against need		formula adjusts for need; other funding may distort that and allocation decisions may not be in line with formula				
Extent of chill factors in accessing services				Aggregate level data already available	Interviews to understand progression	
Health status measures by religion			NIHSWB surveys also Community Household Surveys			
Men and women generally						
Levels of access to acute services by gender			because can use Hospital Episode Statistics	Community Household Surveys		
Levels of access to primary care services by gender				Community Household Surveys		

Primary care surgery hours		requires real-time inventory of opening hours as they tend to change				
Male mortality from diseases inc prostate/testicular cancer and IHD			on NISRA			
Expenditure on health promotion material for men		if intention is to collect information from Local Authorities and Trusts			if intention is to assess the impact on men's health behaviour	
Marital status / Persons with dependents						
Surveys to establish true extent of caring						Surveys to establish true extent of caring
Extent of flexibility in provision of services to meet needs of people with dependents/carers		documentation required as per indicator specification				
Survey material on carers' health issues					analysis of carer's main health issues	
Persons from different						

racial groups						
Population monitoring: (e.g. census)			Census and Community Household Surveys if cumulated and can be identified to Local Authority			
Variations in health status by ethnicity				Sufficient numbers at national level		because there are insufficient numbers in NIHSWB surveys, would need bespoke quite expensive survey
Monitoring utilisation: routine data collection on health services should include ethnic coding		if there are reports that can be collated - probably not				designed to obtain minority group experiences
Monitoring effectiveness of interventions				if there is ethnic coding on HES		if not to follow up on patients
Monitoring individuals' experiences and satisfaction with services provided by ethnic group						although quite expensive

Monitoring employment and equal opportunities practices.		MPSP if collating reports from companies or those submitted to EOC				if intend to collect experiences from minority groups themselves
Numbers of GP surgeries etc employing front line staff with multi-language skills					if concerned to find out about experience	if prepared to rely on reports from health facilities
Distribution of ethnic minority members across primary care services in an area.				if minority group status already a marker in Northern Ireland, practice lists could be reanalysed		if not, questionnaire to all health facilities; it would not be possible to carry out large enough survey of people
Persons of different sexual orientation						
Availability of information on LGBT services and organisations in hospitals, GP surgeries, GUM clinics, public libraries etc		reports from audit and inspection				

Reversal of current ban on blood donations from gay men	The reversal of the current ban on blood donations from gay men					
Availability of sexual health education which includes the needs of lesbians		presumably that is potentially available now?				
Availability of condoms etc in public buildings		presumably both can be potentially supplied now? Therefore reports form audits and inspection				
Persons with a disability						
Access to well woman/ well man/ reproductive services				if data already collected at health care facility level – unlikely		to health care facilities asking to record this

Obstacles to people in residential care having relationships					as there be no formal obstacles and managers would report as such to an institutional survey	
Convenient access to emergency vehicles for people in wheelchairs		should exist in inventory of vehicles?				
Uptake of preventative measures by young disabled people					if experience of those with disabilities required	to health care facilities asking to record this, possibly better to people with disabilities
Perceptions of standards of service among people with disabilities						standard survey. Difficult sampling frame
General outcomes for people with disabilities.						standard survey. Difficult sampling frame
Persons of different ages						
Health status of older men in comparison with older women			On NISRA website			

Mortality of men in comparison with women			On NiSRA website			
Variations in access to and affordability of nursing and residential care across Health Trusts						Would require survey institutions
Progress in introducing free personal care in nursing homes						Would require survey of institutions
Proportion of men of different ages receiving social support			On NISRA website			
INCOME/WEALTH						
Persons of different religious/political affiliation			On NISRA website			
Income levels between Catholics and Protestants				Analysis of Labour Force surveys		
Men and women generally						
Differentials in average earnings between men and women				Analysis of Labour Force surveys		
Earnings of men and women on a job or occupation-specific basis				Analysis of Labour Force surveys		

Marital status / Dependents						
Carers' Allowance rate	relative levels an be monitored)					
Change in tax credit regime to allow man to be paid the credit where he is the primary carer	because can be monitored					
Persons from different racial groups						
See issues relating to employment.	Unclear what is being referred to					
Persons of different sexual orientation						
Progress in affording legal status to same-sex partnerships	Monitoring of progress of legal statutes					
Persons with a disability						
Reduction in disabled people's dependence on benefits	to advocate and pressure for changes in disabled benefits)	Monitoring relative coverage of income				

Progress in facilitating disabled people to access life insurance and mortgages	if intention is to change situation;					Relative take up of disabled people with a bespoke survey
People of different ages						
CRIME AND JUSTICE						
Persons of different religious/political affiliation						
Penalties awarded for similar offences by religion				Court records differentiate by religion?		
Extent to which criminality in Catholic areas is attributable to recidivism allegedly being encouraged by Special Branch protection for informers; and “policy” of criminalising political activists.					Extremely difficult qualitative study	
Men and women						
Those arrested, convicted and imprisoned by sex			On NISRA website			

Representation of men and women on the Bench and in other areas of the legal profession		Monitoring of numbers of judge, etc. of each sex on bench				
Marital status / Persons with dependents						
Visitor support facilities for the families of prisoners	if requires budget	if only monitoring use of existing budget; quite intensive				
Special support services for families with a member in long term imprisonment	if requires budget	if only monitoring use of existing budget; quite intensive				
Offending rates among those with a parent who has been imprisoned					difficult study because people have to admit to offending and to parents having been imprisoned	
Qualitative information on problems facing prisoners' families					again quite a difficult study	
People from different racial groups						

Charges/prosecutions under the Harassment Order relating to ethnic minority members				because presumably these data are available in court records?		
Charges relating to hate crimes against ethnic minority members				DECS because presumably these data are available in police or prosecution records?		
How the numbers of people stopped and apprehended by police are representative of ethnic minority members in the community				if these data are available in police records		of minority ethnic groups if not, compared with overall stop and search rate
Provision of training in community relations issues to acceptable standards for the Police	if budget needed	if monitoring required				
Standards of interpretation provided by the courts/PSNI/solicitors		monitoring in courts where those unable to speak English appear				
Persons of different sexual orientation						

Levels of assault and abuse suffered by LGBT people					don't know how	
Incidence of hate crimes against LGBT people					don't know how	
Arrangements to ensure equal treatment of LGBT prisoners		observation of practice within prisons				
Persons with a disability						
Accessibility to services in courts		because should be standard reporting item				if want to know experience of people with disabilities
Attitudes of / diversity training for RMs and Judges		Extent of diversity training				Could be questionnaire to RMs and judges
Electoral staff attitudes to people with learning difficulties					although pretty much a standard survey would require special organisation, as well as having a complex sampling frame	
Accessibility of ballot boxes		requires reports from Returning Officers				

Extent to which disabled people are victims of hate crimes				in police reports?; if not in NICVS		
Accessibility for disabled people in prisons		require reports from prisons				
Persons of different ages						
Incidence of crime against older people			Northern Ireland Crime Victimization Survey			
Surveys relating to fear of crime amongst older people			Northern Ireland Crime Victimization Survey			
Availability of resources for inter-generational activities (assuming the intention is to monitor specific grants, and what those grants are for			if intention is to assess impact	
SOCIAL SECURITY						
Persons of different religious/political affiliation						
Locations of social security offices		GIS analysis of communities and offices				

Research into differential levels of abuse of the social security system and the possible impact on the labour market					Difficult qualitative research	
Men and women generally						
Attitude of Child Support Agency to “errant” mothers						Questionnaire to those in SSA
Persons from different racial groups						
Reduction in delays in immigrants being allocated a National Insurance number		Monitoring of delays				
Availability/take-up of racial awareness training of SSA staff in areas where people of different racial groups are a significant minority		Monitoring of take up				
Persons of different sexual orientation						
Progress towards the SSA treating those in same-sex						Questionnaire to those in SSA

relationships as “partners”						
People of different ages						
Availability of resources for providing information about benefit entitlement, specifically directed at older people		monitoring from inspection reports of what is available for older people at Social Security Offices, in newspapers and on the web				
Estimates of amounts of unclaimed benefits by older people				extrapolation from surveys of numbers of older people below criteria levels compared with number of claimants		
FAMILY AND HOUSEHOLD STRUCTURE						
Men and women generally						

Proportion of cases having to go to court to resolve custody issue		Monitoring of applications for custody				
Level of support available to males outside court		From documents?				
Expansion of family mediation system		Needs assessment required first				
Number of parenting courses		Documentation				
Persons from different racial groups						
Extent of overcrowding in minority ethnic group households				Could be extracted from Census for households with an ethnic minority head		
Level of provision of culturally appropriate childcare					Special questionnaire; difficult sampling scheme probably needs interviews	
Level of provision of culturally appropriate respite care					Special questionnaire; difficult sampling scheme probably needs interviews	

Persons of different sexual orientation						
Changes in succession, inheritance and property rights	Monitoring of legislation					
Changes in parenting, adoption, and surrogacy	Monitoring of legislation					
Changes in pensions and insurance	Monitoring of legislation					
Changes in immigration	Monitoring of legislation					
Changes in custody arrangements	Monitoring of legislation					
Numbers of LGBT carers					Don't know how you count them	
Changes in recognition of 'families' as 'families of choice'						Sounds more like an attitude survey than a legislative issue
Access to information on LGBT families		Surely not recorded separately in official statistics?				
Care for elderly LGBT people		If identified, just monitor				
Disability						
Research on the impact of disability on family life					Case studies required	

CULTURE/SOCIAL CAPITAL						
Persons of Different Religious Belief and Different Political Affiliation						
Support for cultural activities in the two communities	Breakdown of budget					
Men and women generally						
Proportion of men connected / allied to a social or community network			Proportion of men of different ages receiving social support on NISRA website			
Level of public expenditure invested in 'community'	Breakdown of budget, once 'community' defined					
Level of investment in the 'social economy'	Breakdown of budget, once 'social economy' defined					
Level of social capital						Assuming module consensually agreed, standard

						survey
Numbers of women serving on public bodies		Monitoring membership of defined set of public bodies				
Numbers of women serving as chair or vice chair of public bodies		Monitoring membership of defined set of public bodies				
Remuneration of women on public bodies by comparison with men.		Monitoring remuneration of men and women on defined set of public bodies				
Persons of different racial groups						
Public funds allocated to promoting minority ethnic cultures	Breakdown of budgets					
Public resources directed at support organisations such as NICEM	Breakdown of budgets					
Availability of material in native languages promoting cultural diversity		Monitoring amount of material available				
Persons of different						

sexual orientation						
Public expenditure on festivals etc promoting gay culture	Breakdown of budgets					
Proportion of public representatives who have attended awareness and diversity training on sexual orientation		Monitoring of attendance of public representatives attendance at such events				
Persons with a disability						
Attitudes to ‘community’ and the value to society of people with a disability						Standard attitude questionnaire to adult population
Views of disabled people on social capital / connectedness with social, economic and political environments						Standard attitude questionnaire – complex sampling frame
Barriers to community integration		Monitoring of access, etc				Standard attitude questionnaire – complex sampling frame
The proportion of organisations focusing on civil issues / citizenship for disabled people		Monitoring proportion, once there is agreement on denominator				

Public expenditure on issues other than basic services	Breakdown of budgeted					
Assessment / measurement of identity among disabled people.					Requires agreed definition of 'identity' – case study research first	
Persons of different ages						
Recognition of the contribution that volunteering by older people makes towards the social economy		Once agreement on criteria reached			Case studies to establish criteria	
Availability of resources to support active engagement in sport by older people	Breakdown of budgets					
The number of sports that include a "masters/veterans" sector		Monitoring by sports councils				
Use of parks and other open spaces and availability of resources for their maintenance/enhancement						Survey of older people
HOUSING						

Persons of Different Religious Belief and Different Political Affiliation						
Allocation of public housing by religion		requires case studies of allocation processes	from Community Household Surveys			
Men and women generally						
Gender analysis of NIHE response to homelessness		map sex breakdown of provision for the homeless?				
Marital status / Persons with dependents						
Impact on those giving up their home / tenancy to provide live in care					as specification of indicator	

Time taken for payment of disabled facilities grants		should be in routine data, or could be introduced via a satisfaction questionnaire			could be compared with a special survey of those in receipt of grants, treated as non-standard because of presumed difficulty of finding names	
Timescale for adaptations to be completed		should be in routine data or could be introduced via a satisfaction questionnaire				could be compared with a special survey of those who have had adaptations
Proportion of new builds meeting 'life-time homes' standard		should be in routine data				
Waiting times for having homes modified for children with disabilities		should be in routine data			could be compared with a special survey of those who have had adaptations for children	
Impact of housing 'points system' on young people					to assess impact	

with dependents						
Persons of different racial groups						
Applications for and allocation of public housing by ethnic group		on assumption that minority ethnic group markers exist on records in Housing Executive				to obtain experiences of minority group members
Level and standards of provision of Traveller halting sites		based on reports from Local Councils?				
Level of satisfaction among Travellers with existing provision					a standard household questionnaire wouldn't be appropriate for Travellers	
Expenditure ring fenced within DSD for Traveller housing issues		if need to go to Housing Executive to obtain data		if budget lines are broken down appropriately		
Impact that being tied into employment agents has on housing choice and quality among minority ethnic groups.					Case studies of ethnic minorities	

Persons of different sexual orientation						
Equity in allocation of public housing with specific focus on the points system		analysis of how points system operates in principle			experience of points system	
Delegation to NIHE of responsibility for classifying hate crimes	delegation of responsibility from DSD to NIHE regarding the classifying of attacks as race					
Legislative change within DSD / NIHE to promote the interests of LGBT people	legislative change within DSD / NIHE to further promote the interests of LGBT					
Impact of omitting sexual orientation in the Homeless Strategy		requires special survey			requires special survey	
Housing needs / impact of young LGBT people coming out.					what are housing needs	
Persons with a Disability						

Quantity of group homes mapped against provision		Presumably in routine data				
Percentage of NIHE's housing stock meeting national accessibility standards				presumably in their records		
Monitoring housing schemes to ensure that they meet national accessibility standards		monitoring of planning applications				
Public housing for disabled people in rural vis à vis urban areas		comparison of quantity of accessible public housing relative to 'need' by geographical area				
Percentage of disabled people housed in fully integrated locations.				presuming that those records already exist		
Percentage of disabled people in 'supported living' environments				Do reports exist?		
Percentage of housing stock suitable for disabled people				assuming markers exist on current stock		
NIHE 'life-time homes' built to a common standard		Presumably in routine data				

Persons of different ages						
Length of time on housing list by age		Monitoring housing lists				
Impact of NIHE policy of excluding pensioners' bungalows from house sales					Case studies	
TRANSPORT						
Persons from different racial groups						
Satisfaction with public transport among minority ethnic groups						standard questionnaire, difficult sampling frame
Number of ethnic minority people with access to a car which is roadworthy, tax and insured.				assume not on licensing records, although one could carry out a name based analysis		standard questionnaire, difficult sampling frame
Persons of different sexual orientation						

Provision and uptake of equality/diversity training for Translink staff		monitoring whether or not and how much training is provided				
Research expenditure on safety concerns in public and private transport	modification of budgetary allocations					
Persons with a disability						
Availability of transport programmes for disabled people in rural areas	if budget not there	monitoring of services laid on by Local Authorities, hospitals;				if thought experiences of disabled people would be better guide
Availability of transport for children with a disability, particularly for getting to and from school	if budget not there	monitoring of services laid on by Local Education Authorities;				if thought experiences of disabled people would be better guide
Persons of different ages						
Alleviation of disadvantage suffered by elderly people in rural areas						Standard survey among old people