

**UK STATISTICS AUTHORITY**

**Draft Minutes**

**Meeting of Friday 11 September 2009  
Board Room, 23 Walker Street, Edinburgh**

**Present**

**UK Statistics Authority**

Sir Michael Scholar (Chair)

Professor Sir Roger Jowell (Deputy Chair, Official Statistics)

Lord Rowe-Beddoe (Deputy Chair, ONS)

Mr Richard Alldritt

Mr Partha Dasgupta

Ms Moira Gibb

Ms Jil Matheson

Mr Steve Newman

Professor David Rhind

**Secretariat**

Mr Robert Bumpstead

Mr Mervyn Stevens

**Apologies**

Professor Steve Nickell

**Other Attendees**

Mr Ross Young (Secretariat, UK Statistics Authority) (item 8)

Mr Richard Laux and Mr Neil Jackson (Monitoring and Assessment, UK Statistics Authority) (items 10 to 12)



**1. Apologies and Chair's Opening Remarks**

- 1.1 Apologies had been received from Professor Steve Nickell.
- 1.2 The Chair congratulated Ms Matheson on her recent appointment as National Statistician and welcomed her to her first meeting of the Authority in her new capacity.

**2. Declarations of Interest**

- 2.1 There were no declarations of interest.

**3. Minutes and Matters arising from the Previous Meeting**

- 3.1 The minutes of the previous meeting held on 17 July 2009 were accepted as a true and fair account.
- 3.2 The Chair reported on progress with the appointment processes for the post of Director General for the Office for National Statistics (ONS) and the recruitment of a Non-Executive Director to the Authority Board.

**4. Reports from Committee Chairs**

- 4.1 The meeting discussed and agreed arrangements for considering Internal Audit reports relating to ONS.

Audit Committee

- 4.2 Professor Rhind reported on the meeting of the Audit Committee held on 8 September 2009. The Committee had considered how it might best gain assurance across the range of the Authority's activities and more particularly in respect of the Official Statistics system. The meeting had explored potential sources and flows of assurance and had considered how the Committee for Official Statistics might have a role to play in providing a level of assurance in respect of the Authority's responsibilities for Official Statistics.
- 4.3 The meeting received a report from KMPG on the future internal audit needs of the Authority and on the basis of this report the Audit Committee had commended a course of action to the Accounting Officer in order that the internal needs of the Authority could continue to be met. The meeting had also considered an update report from the Head of Internal Audit on progress against the Internal Audit Plan for 2009/10.

Office for National Statistics Board

- 4.4 Lord Rowe-Beddoe reported on the meeting of the ONS Board held on 8 September 2009. The Board had received the ONS Management Information and Finance Report for July and had considered risks and mitigation strategies.
- 4.5 The Board had received a report on an initiative to improve the clarity and accessibility of ONS statistical bulletins. The Board also received updates on ONS stakeholder research and on the National Accounts modernisation programme.
- 4.6 Lord Rowe-Beddoe reported that he met with the ONS Trades Unions on 17 July 2009 as part of a regular series of meetings.

**5. National Statistician**

- 5.1 Ms Matheson reported that progress in setting up the National Statistician's Office under the new arrangements was going well.
- 5.2 Ms Matheson outlined her emerging priorities and these included:

- i. planning - looking with departmental Head of Profession at an improved statistical output plan with stronger links to the use of statistics and the size of the statistics budget;
- ii. capability - building confidence and career planning within the Government Statistical Service (GSS) and using external expertise ;
- iii. impact - ensuring statistical outputs are tailored to maximise public benefit and statisticians maximise their role in policy development;
- iv. standards - looking to ensure that best practice is identified and disseminated throughout the GSS, and, eventually to all producers of official statistics;
- v. public profile - increasing public understanding of the statistical processes, and working with them, and;
- vi. international dimension - putting the UK at the forefront of statistical development.

**6. A National Address Register [SA(09)43]**

- 6.1 Mr Bumpstead presented a paper which reported on developments following the Chair's letter of 8 July 2009 to the Minister of State for Housing and Planning, Rt. Hon. John Healey MP, regarding the Authority's views on the need to establish a national address register if significant improvements in counting the population are to be delivered. The meeting noted that, although to date there had been no response from the Government, there had been six interventions from other bodies in support of the Chair's letter. The meeting noted that the Public Administration Select Committee had given their support for a single definitive register and had called for a business case to be developed to assess the costs and benefits of its development.

**7. Policy Environment**

- 7.1 The meeting discussed what major statistical policies the Authority would wish to see in place in the longer term to strengthen its role in building public trust in Official Statistics. These included proposals for the more independent and efficient organisation of Official Statistics, including with regard to pre-release access arrangements. It was agreed that further consideration should be given to these issues.

**8. Substantive Current Statistical Issues [SA(09)44]**

- 8.1 Mr Young presented a paper which summarised the some of current statistical issues arising from the Authority's casework. The Authority noted the present position with regard to these issues and agreed a way forward on each of them.

**9. Membership of UK Statistics Authority Committees [SA(09)45]**

- 9.1 Mr Bumpstead presented a paper which examined the case and options for widening external membership of the committees of the Authority. The meeting agreed that invitations to attend the Assessment Committee might be issued by its Chair to up to two external people with appropriate skills and experience.

**10. Monitoring and Assessment Programme Progress Report [SA(09)46]**

- 10.1 Mr Laux presented a paper which reported on progress with the Monitoring and Assessment Work Programme. Work on the *Strengthening the User Voice* and *Barriers to Trust in Crime Statistics* monitoring reviews was progressing well. Two external pieces of work had been commissioned: the survey on Public Confidence in Official Statistics and the Interviews with Selected Opinion-formers had been awarded to the National Centre for Social Research and Ipsos Mori respectively.
- 10.2 Six Assessment Reports had been published on 27 July and a further three draft reports on Scottish surveys had been submitted for consideration by this meeting of the Authority. Four further assessment reports would be considered by the

## Minutes of the UK Statistics Authority Meeting 11 September 2009

Assessment Committee at their meeting on 14 September 2009. It was anticipated that a further 11 assessment reports would follow in November. Final proposals for streamlining the assessment process and collecting organisational information separately from information about individual statistical outputs would be presented to the next meeting of the Authority.

10.3 The meeting noted progress and requested that a draft forward work programme for Monitoring Reports and Assessments be submitted to the next meeting.

10.4 The meeting considered the criteria for cancelling, or not awarding, National Statistics status and directed that an amended statement on this should be published on the Authority's website.

### **11. Assessment Reports 10 to 12: General Issues Arising from Assessment of Scottish Surveys [SA(09)47]**

11.1 Mr Jackson presented a paper which highlighted issues that had arisen during the course of the Assessment process of three sets of statistics produced by the Scottish Government.

11.2 The meeting agreed to amend the Assessment Reports to make the publication of the names of people granted pre-release access to certain Scottish survey statistics a suggestion rather than a requirement. The matter would be considered further in the forthcoming Monitoring Report on Pre-Release Access. The meeting also agreed a position on reference to government targets in statistical releases and invited the National Statistician to take this forward.

### **12. Assessment Reports 10 to 12:**

12.1 Mr Jackson presented the following draft Assessment Reports which had been considered by the Assessment Committee:

- Assessment Report 10: Health [SA(09)48]
- Assessment Report 11: House Conditions [SA(09)49]
- Assessment Report 12: Crime and Justice [SA(09)50]

12.2 The meeting discussed the findings and recommendations of these reports and agreed that all the reports should be published and that the designation of these statistics as National Statistics be confirmed.

### **13. Any Other Business**

13.1 There was no other business.



# UK STATISTICS AUTHORITY

## *Agenda*

***Friday, 11 September, 2009***  
***Meeting Room, Edinburgh, 09:30 - 13:00***

**Chair: Sir Michael Scholar**

**Apologies: Professor Steve Nickell**

1	Minutes and matters arising from previous meeting Declarations of interest	Meeting of 170709
2	Reports from Committee Chairs: <ul style="list-style-type: none"><li>• Audit Committee</li><li>• ONS Board</li></ul>	Prof. David Rhind Lord Rowe-Beddoe
3	National Statistician	Oral Report  Ms Jil Matheson
4	A National Address Register	SA(09)43  Mr Rob Bumpstead
5	Policy Environment	Oral Report  Chair
6	Substantive Current Statistical Issues	SA(09)44  Mr Ross Young
7	Membership of UK Statistics Authority Committees	SA(09)45  Mr Rob Bumpstead
8	Monitoring and Assessment Programme Progress Report	SA(09)46  Mr Richard Alldritt
.	Draft Assessment Reports	Mr Richard Alldritt and Mr Richard Laux
9	Assessment Reports 10 to 12: General Issues Arising from Assessment of Scottish Surveys	SA(09)47
10	Assessment Report 10: Health	SA(09)48
11	Assessment Report 11: House Conditions	SA(09)49
12	Assessment Report 12: Crime and Justice	SA(09)50
13	Any other business	

**Next Meeting:     Friday, 16 October, 2009**  
**Statistics House, London, 11:15 - 15:00**





**UK STATISTICS AUTHORITY**

SA(09)43

***A National Address Register***

**Purpose**

1. This paper reports on developments over the last two months following the Chair's letter of 8 July 2009 to the Minister of State for Housing, Rt. Hon. John Healey MP, regarding the need to establish a national address register.

**Timing**

2. Routine but the Authority Board may wish to note that at the time of preparing this paper no response had been received from Mr Healey.

**Recommendations**

3. Members of the Authority Board are invited to note developments and in the light of these to indicate what further steps, if any, should now be taken.

**Discussion**

4. At the meeting on 19 June 2009, as part of the consideration of the draft monitoring report *Migration Statistics: the Way Ahead*, the Authority Board agreed that the Chair should write to the Government regarding the Authority's views on the need for the development of a national address register if significant improvements in counting the population are to be delivered. The Chair wrote on 8 July 2009 and his letter was published later that day on the Authority's website.
5. To date the Secretariat are aware of six interventions from other bodies in support of the Chair's letter and these are summarised as overleaf:

## SA(09)43 - A National Address Register

<b>Date</b>	<b>From</b>	<b>Description</b>	<b>Summary</b>
9 July	Royal Statistical Society	Press Release	Warmly welcomed Sir Michael Scholar's letter and commented that "an accurate register of addresses is a vital piece of information that underpins the nation's knowledge around a range of issues such as how public services are managed..."
14 July	Dr Tony Wright MP Chair Public Administration Select Committee (PASC)	Letter to John Healey MP	Gave the support of PASC "for a single definitive regularly updated national address register" and called for a business case to be developed to assess the costs and benefits.
20 July	Demographics User Group (DUG)	Press Release	Expressed "strong satisfaction" with the PASC support. Director of DUG, Keith Dugmore commented that "this strong Parliamentary statement.... must be respected and turned into action".
28 July*	Councillor Ian Swithenbank CBE Chair Improvement and Development Agency (IDeA)	Letter to John Healey MP	Committed IDeA to working with others to "finding a route to provide a single national address register as a public good" and "working with Ordnance Survey to try to resolve differences".
4 August*	Sir Rob Margetts CBE Chair Ordnance Survey (OS)	Letter to John Healey MP	Committed OS to "working with others to seek mutually satisfactory solutions to problems" and expressed that OS are "encouraged by the progress already made in the discussions" with the Local Government Association.
24 August	Rosie Paskins Chair Association of Regional Observatories	Letter to John Healey MP	Welcomed and supported the case put forward by the Authority for a continuously maintained national address register and urged Mr Healey "to engage with the UK Statistics Authority to discuss how best to progress the issue"

\* The Advisory Panel on Public Sector Information (APPSI) noted and reproduced the letters from Councillor Ian Swithenbank and Sir Rob Margetts on their website on 6 August.

**Mervyn Stevens, Secretariat, September 2009**

### **List of Annexes**

#### **Annex A - Correspondence on the National Address Register**

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**Chair of the UK Statistics Authority, Sir Michael Scholar KCB**

Rt. Hon. John Healey MP  
Minister of State for Housing  
Department for Communities and Local Government  
Eland House  
Bressenden Place  
SW1E 5DU

8 July 2009

Dear Minister

**ESTABLISHING A NATIONAL ADDRESS REGISTER**

The statistical needs for a regularly updated address register are well established. It would greatly increase the value of the population Census and also make more achievable current proposals to replace future, very costly, censuses with other approaches to gathering the information required. It would also give much needed support to more accurate population estimates and also to other household data in non-census years. Without an address register we will never have continuously up-to-date knowledge of the size and distribution of the population.

I am therefore writing to you and other Ministers with an interest in the issue to set out why, in the view of the UK Statistics Authority, action is required.

The debate across government about a single national address register has gone back and forth in recent years. However, the need for such a register has continued to grow. The Statistics Authority believes that despite the pressures on public expenditure, indeed because of them, it is now time for the Government to take urgent action to create a single definitive register.

In a statement in the House of Commons in 2003, the then Minister for Local and Regional Government said that his department agreed with the need for an 'accurate address register'. However, the subsequent initiative, called the National Spatial Address Infrastructure (NSAI), failed to deliver. A DCLG press release in June 2007 stated that 'government departments are able to deliver their business without the NSAI'. It added that 'considering the competing demands on departmental resources, we have concluded that we should not carry out any further work on the NSAI at this time'.

In evidence to the House of Commons Treasury Committee's inquiry *Counting the Population* in 2008, a Treasury Minister made clear that competing intellectual property rights were at the heart of the obstacles to the NSAI. The Committee concluded:

"We heard repeated references to the necessity of establishing the register yet were surprised to hear that no business case had been published. We recommend that such a case is prepared engaging all potential beneficiaries. It is unclear whether leadership weakness, lack of legislative means or the financial obligations of the

## Annex A - SA(09)43 - A National Address Register

trading fund status have contributed most to the failure. We recommend that the Government consult the Statistics Authority and others to remove any outstanding obstacles to the production of an address register.”

In its response, the Government said again that government departments are able to deliver their business without a national address register but went on to add that the Government would consider the possible wider use of the work ONS is doing to create an address register for the 2011 Census and the process and responsibilities for maintaining the data once collected.

This position was revisited most recently in the 2009 Power of Information Taskforce Report which argued that:

“The government should create a freely available single definitive address and postcode database available for the UK. Once created it should be made freely available for (re)use and maintained by the Ordnance Survey, Royal Mail and Local Government. This could be seeded by the census.”

The main reason behind the decision that ONS should invest a substantial budget in the development of a special one-off register of addresses was that it needed it for the Census: the existing sources of address data were some way short of the comprehensive and accurate coverage that was required for Census purposes.

The ONS work will lead to an improvement in national address information but unless the Government takes steps to build on it, the register will almost immediately become out of date again. ONS is not in a position to maintain a register for the longer term; it is not resourced to do so, nor is it part of its core business to maintain such a register. The necessary raw information comes from the Royal Mail, Ordnance Survey and local government administrative records. It is these sources that would need to be more effectively exploited by the Government Departments and Agencies whose core business this ought to be.

It seems likely that the development of a single comprehensive register would involve non-trivial costs. However, we are confident that there would also be substantial benefits in terms of the more efficient management of public services (e.g. the use for collecting local taxation, use by the emergency services, etc), as well as in the efficiency of many commercial activities, such as the operation of utility companies.

Government departments may be able to manage somehow without an address register. But there is no doubt that they would find it cheaper, quicker and easier to deliver their business with an address register, and that is the fundamental consideration here.

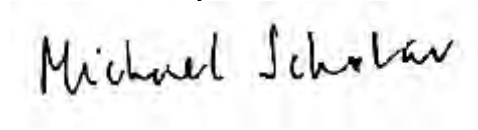
At the very least, a full and up-to-date business case needs to be developed, as the Treasury Committee recommended, such that all parties can see costs and benefits of an address register set alongside one another. In this, full recognition should be given to the aggregate benefit to local government, public services and the commercial sector in having reliable and comprehensive addressing information, and on the savings in time and effort currently spent on coping with less reliable information from multiple sources. As noted above, there would also be large and real benefits to statistical and analytical work, with improved population and migration statistics, local resource allocations and for policy and operational decision-making.

If we in the Statistics Authority are able to assist with the implementation of such a register, we will be glad to do so.

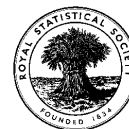
## Annex A - SA(09)43 - A National Address Register

I am copying this letter to Angela Smith MP, Minister of State at the Cabinet Office; Phil Woolas MP, Minister of State for Borders and Immigration; Sarah McCarthy-Fry MP, Exchequer Secretary to the Treasury; Ian Pearson MP, Economic Secretary to the Treasury; and Tony Wright MP, Chair of the Public Administration Select Committee.

Yours sincerely

A handwritten signature in black ink that reads "Michael Scholar". The signature is written in a cursive style with a large 'M' and a long, sweeping 'S'.

**Sir Michael Scholar KCB**



## THE ROYAL STATISTICAL SOCIETY

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For immediate release  
09 July 2009

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### **Does the house next door really exist?**

*English Government may never know but the Scottish will.*

The UK does not have a central register of addresses despite the fact that successive government committees and enquiries have stated that there is a vital national need. So the move this week by Sir Michael Scholar, Chair of the UK Statistics Authority, to write in strong terms to John Healey, the Minister of State for Housing, is warmly welcomed by the country's leading independent body for statistics, the Royal Statistical Society, and its affiliated body the Statistics User Forum.

An accurate register of addresses is a vital piece of information that underpins the nation's knowledge around a range of issues such as how public services are managed, including local taxation and emergency services. Importantly, Sir Michael also publishes a report today that revealed how slow the UK Government has been at improving how we monitor migration. Again, a key finding of that report was the lack of a national address register hampering how we collect migration data.

The prompt for this move is the possible squandering of taxpayers' money and an embarrassing wasted opportunity. 2011 will see the next and possibly last national census in the UK. Because the Government does not have an accurate address register, the Office for National Statistics, which conducts the census, has to purchase data from three public bodies - the Post Office, Ordnance Survey and Local Government - to create one. The estimated cost for this is £12 million. The bad news is that, unlike Scotland, there are no plans to continue and use the Census address register for public benefit beyond the census, mostly because of intellectual property issues with the contributing public bodies. Keith Dugmore of the Forum's Demographic User Group, when asked about his recent written submission to the Public Administration Select Committee's hearing on the 2011 census, said:

"Because public bodies seek to defend their intellectual property, this definitive register will only be available for census work. Not even the ONS, let alone other public bodies, can use it for other purposes and it will not be updated. I urge Ministers finally to resolve this issue in the public interest."

Keith Dugmore (Demographic User Group)

If Government will not invest and then adequately update a national address register, undertaking any census in future years will be severely hampered. So too will any plans to replace the Census by less expensive methods. Again this is bad news for the taxpayer as the 2011 census is expected to cost £482 million. Jill Leyland Vice President of the Royal Statistical Society succinctly summed up the situation:

"We are appalled that the address list for the census in England and Wales cannot be used for other purposes and will not be updated. This is a huge waste of public money and we strongly urge ministers to act on Sir Michael's recommendations."

Jill Leyland (Vice President of the Royal Statistical Society)

## Annex A - SA(09)43 - A National Address Register

### Notes:

Earlier this week, the UK Statistics Authority wrote to the Minister of State at the Department for Communities and Local Government, John Healey MP, regarding the establishment of a National Address Register. The letter is published on the Authority's website at:

<http://www.statisticsauthority.gov.uk/reports---correspondence/correspondence/index.html>

Today the UK Statistics Authority published its report on migration statistics on its website:

<http://www.statisticsauthority.gov.uk/reports---correspondence/reports/index.html>

Recent submissions from the Royal Statistical Society and its affiliated organisations to the Public Administration Select Committee's hearing on the 2011 census, held on June 23, commented on this failure to create definitive address lists for England and Wales. They can be found on the PASC website:

<http://www.parliament.uk/documents/upload/Memosforweb1.pdf>

The Royal Statistical Society (RSS) is the UK's only professional and learned society devoted to the interests of statistics and statisticians. It is also one of the most influential and prestigious statistical societies in the world with over 7000 members.

[www.rss.org.uk](http://www.rss.org.uk)

The Statistics User Forum is the successor to the long-established Statistics User Council and was set up to make sure that the needs and views of the statistical user community are properly taken into account. Members of user groups that are affiliated to the Royal Statistical Society can also take up linked associate membership of the Society.

<http://www.rss.org.uk/main.asp?page=1607>

Contact: Martin Dougherty, RSS Executive Director, 07966 942337, 0207614 3912, [m.dougherty@rss.org.uk](mailto:m.dougherty@rss.org.uk)

- ENDS -



## Public Administration Select Committee

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Rt. Hon. John Healey MP  
Minister of State for Housing  
Department for Communities and Local Government  
Eland House  
Bressenden Place  
London SW1E 5DU

14 July 2009

*Dear John,*

The Public Administration Committee is the Commons select committee responsible for oversight of official statistics. We held an evidence session last month with the Office for National Statistics (ONS) on the 2011 Census. It emerged in the session that there is no single authoritative source of national address information. As a result, the ONS will only be able to create a sufficiently accurate address register for the Census by buying address information from other public sector bodies at a substantial cost to the public purse (around £12 million), and spending further sums cross-checking and updating the information. Once the Census is completed, this updated, comprehensive address register will not be available as a public resource, nor will it be maintained. This seems to us to be a scandalous waste of public money caused by the way in which different public sector organisations have been set up to see each other as competitors, rather than to cooperate for the common good.

I am therefore writing on behalf of the Committee to support Sir Michael Scholar's call for a single definitive regularly updated national address register.

It is certain that such a register will cost money. It is equally certain that not having such a register is already costing money, and will continue to do so in future years. There would be clear benefits in having a register. This is why, as Sir Michael says, a business case needs to be developed, not only to set the costs and benefits of an address register alongside one another, but also to capture the costs (and benefits, if any) of doing nothing.

I am copying this letter to Sir Michael, as well as to all those copied in to his letter of 8 July.

*Wright*  
*(02)*

Dr Tony Wright MP  
Chair of the Committee





**Press Release 20 July 2009**

**Major companies applaud Commons Committee's support for a new definitive national address register**

The Demographics User Group (DUG), which represents several of Britain's major companies, has expressed its strong satisfaction with the House of Commons Public Administration Select Committee's support for the UK Statistics Authority's call for a single regularly updated national address register.

In a letter (14 July) to John Healey (Minister of State for Housing), The Committee's Chair, Dr Tony Wright, stated:

*"We held an evidence session last month with the Office for National Statistics (ONS) on the 2011 Census. It emerged in the session that there is no single authoritative source of national address information. As a result, the ONS will only be able to create a sufficiently accurate address register for the Census by buying address information from other public sector bodies at a substantial cost to the public purse (around £12 million), and spending further sums cross-checking and updating the information. Once the Census is completed, this updated, comprehensive address register will not be available as a public resource, nor will it be maintained. This seems to us to be a scandalous waste of public money caused by the way in which different public sector organisations have been set up to see each other as competitors, rather than to cooperate for the common good. I am therefore writing on behalf of the Committee to support Sir Michael Scholar's call for a single definitive regularly updated national address register."*

Keith Dugmore, Director of DUG, said

"This strong Parliamentary statement on the need for a definitive address register must be respected and turned into action. The use of a single address register by everyone – including government, commercial companies, and emergency services – would eliminate much inefficiency and confusion, and is obviously in the public interest. It will save money and time and could save lives. The government should grasp this opportunity now, and ensure that address lists held by Ordnance Survey, Royal Mail, and Local Government are used to create a single universal register for the public good."

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**Notes for Editors:**

Dr Tony Wright's letter is available at: <http://www.parliament.uk/documents/upload/johnhealey.pdf>

On 25 June PASC held a hearing on the Census, where Gordon Prentice MP questioned the head of ONS about the address register:

<http://www.publications.parliament.uk/pa/cm200809/cmselect/cmpubadm/c742-i/c74202.htm>

On 8 July the Chair of the UK Statistics Authority, Sir Michael Scholar, wrote to the Minister of State for Housing, John Healey, supporting the case for establishing a national address register.

<http://www.statisticsauthority.gov.uk/reports---correspondence/correspondence/index.html>

The Demographics User Group represents to government the needs of several large commercial users of its demographic datasets, including statistics, lists, and map information. DUG's member companies are: Abbey; Barclays; Boots; Co-operative Group; E.ON; John Lewis; Marks & Spencer; Sainsbury's; Tesco; The Children's Mutual; and Whitbread.

Enquiries: Keith Dugmore (Tel: 020 7834 0966; Mob: 07976 750094; Email: [dugmore@demographic.co.uk](mailto:dugmore@demographic.co.uk))

Your ref:  
Our ref:

28 July 2009

Rt. Hon. John Healey MP  
Minister of State for Housing and Planning  
Department of Communities and Local Government  
Eland House  
Bressenden Place  
London  
SW1E 5DU

**UK Statistics Authority  
London**

**- 3 AUG 2009**

**Received**

Dear John,

### **Address Management**

You have recently received letters from Sir Michael Scholar, Chair of the UK Statistics Authority, and Dr Tony Wright MP, Chair of the Public Administration Select Committee on the topic of a national address register. I am writing to you to express the interest of the Improvement and Development Agency (IDeA), and local government more widely, in finding a route to provide a single national address register as a public good. This policy is advocated by the Local Government Association (LGA) and IDeA, and has been reflected in LGA and IDeA evidence to various Select Committees in recent years. We have also promoted this policy through programmes such as that to implement the European Union Directive INSPIRE, and the Government sponsored *Place Matters: A Location Strategy for the UK*.

Under the remit of its wholly owned subsidiary – Local Government Information House (LGIH) – IDeA has worked to provide an accurate and current dataset of all addresses in England and Wales in the form of the National Land and Property Gazetteer (NLPG). This information is compiled in partnership with local authorities who have a statutory duty to create addresses, and maintained on our behalf by a private sector partner – Intelligent Addressing. This data is shared amongst local authorities, police and fire services, and national parks at no charge. We also provide the data to other organisations that request it under a chargeable licence. We work and share the data with several government departments, and other public sector bodies. These include the Office of National Statistics where the information is one of the key datasets being used to support the 2011 Census project which is currently in preparation.

Sir Michael's letter gives a brief review of the conflicts of interest that have hampered the development of a single national address register. These interested parties include Royal Mail, Ordnance Survey (OS) and ourselves. We are currently working with OS to try to resolve our differences.

Local authorities are the customers in one of OS's largest contracts for mapping services under an agreement managed by IDeA. We have been in discussions at Chair and Board level to secure a more partnership oriented approach. We have made it a touchstone of our discussions that disputes around address data cannot be allowed to remain in any new arrangements. The changes from both parties required to achieve this are significant, and could include changes to OS licensing terms, to the processes of creating and collating address data, and the definition of OS's Public Task. Both parties

Improvement and Development Agency for local government  
Layden House, 76-86 Turnmill Street, London EC1M 5LG  
Tel 020 7296 6600 Fax 020 7296 6666

Managing Director: *Paul Roberts*

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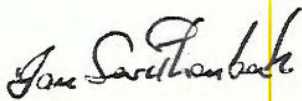
## Annex A - SA(09)43 - A National Address Register

have committed to an open and positive dialogue to seek solutions. These discussions are due to reach a conclusion by October this year.

It is clear to both parties that a resolution to Address Management requires the active involvement and co-operation of other bodies, and ultimately the support and sponsorship within government that Sir Michael's letter alludes to. The public good requirement for a single national address register, with a strong business case to justify it, is a timely suggestion. I would be very willing to meet you, and, if appropriate colleagues from other government departments, to explore the issue further.

I am copying this letter to Sir Rob Margetts CBE, Non-Executive Chair of OS to keep him informed of our interest, and to the initiators of this correspondence - Sir Michael Scholar, and Dr Tony Wright MP. I look forward to hearing from you.

Yours sincerely,



Councillor Ian Swithenbank CBE  
Chairman  
Improvement and Development Agency (IDeA)

cc: Sir Rob Margetts CBE, Non-Executive Chair of Ordnance Survey  
Sir Michael Scholar, Chair of the UK Statistics Authority  
Dr Tony Wright MP, Chairman of the Public Administration Select Committee



**Ordnance  
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Sir Rob Margetts CBE  
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Rt. Hon. John Healey PC MP  
Minister of State for Housing  
Department for Communities and Local Government  
Eland House  
Bressenden Place  
LONDON  
SW1E 5DU

4<sup>th</sup> August 2009

Dear Minister,

## **SINGLE NATIONAL ADDRESS REGISTER**

I have read with interest copies of correspondence sent to you by Sir Michael Scholar KCB, Dr Tony Wright MP and Councillor Ian Swithenbank CBE, concerning proposals for the establishment of a single national address register.

As you may know, Ordnance Survey has been closely involved in the collection and dissemination of address information through its national mapping activities for over 100 years. In the past twenty years, Ordnance Survey has established a range of digital addressing products developed from the mapping information, which now underpin many location based applications and other address databases, within both public and private sectors.

In addition, Ordnance Survey has been an active participant in the many initiatives over the past two decades which have been concerned with developing and promoting consistent and definitive addressing for Great Britain. This involvement ranges from work undertaken in the mid

.../...



1990s to support the establishment of British Standards for data, through the pioneering work of 'Project Acacia' earlier in this decade, to the attempts made under the auspices of the then Office of the Deputy Prime Minister to create a National Spatial Address Infrastructure (NSAI). More recently, Ordnance Survey has been an active participant in the National Address Steering Group convened by Cabinet Office under the leadership of Ms Alexis Cleveland.

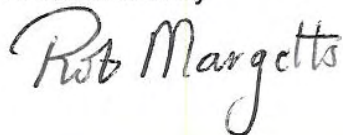
Ordnance Survey also recognises that moves towards a single national address register and, more importantly, towards establishing this as a maintained dataset must fully take into account the funding of the costs associated with creating and maintaining a definitive, authoritative and comprehensive database. Equally importantly, any viable solution must recognise the various roles and commercial or other interests of the key players involved, including Local Government and Royal Mail, together with their commercial partners, as well as Ordnance Survey.

Ordnance Survey remains committed to working with others to seek mutually satisfactory solutions to these problems, and is encouraged by the progress already made in the discussions which have been taking place with senior officials representing the Local Government Association, to which Councillor Swithenbank alludes in his letter.

Vanessa Lawrence and I are also very willing to meet with you, and/or to join in discussions with other parties to this correspondence as necessary, in order to progress the issues. In the meantime, I have asked Vanessa to provide you with a more detailed briefing on some of the history and wider issues surrounding these matters.

I am copying this letter to Sir Michael Scholar, Dr. Wright MP and Councillor Swithenbank.

Yours sincerely



cc Sir Michael Scholar KCB – Chair, UK Statistics Authority  
Dr Tony Wright MP – Chairman, Public Administration Select Committee  
Councillor Ian Swithenbank CBE – Chairman, Improvement and Development Agency  
Vanessa Lawrence CB – Director General and Chief Executive, Ordnance Survey  
Charlie Villar – Shareholder Executive

## Annex A - SA(09)43 - A National Address Register



### Association of Regional Observatories

Hosted by Regeneration East Midlands  
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### Nicola Underdown, Coordinator

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Rt. Hon. John Healey MP  
Minister of State for Housing  
Department for Communities and Local Government  
Eland House  
Bressenden Place  
SW1E 5DU

24<sup>th</sup> August 2009

Dear Minister

### Supporting the case for a continuously maintained National Address Register

The Association of Regional Observatories (ARO) welcomes the efforts, being coordinated by the Office for National Statistics, to develop an accurate address register for the next Census in 2011. The Association supports the view put forward by Sir Michael Scholar, Chair of the UK Statistics Authority, that such a register should be maintained, and available for continued use, after the Census has been completed.

The Association represents the observatories in the English regions, who work closely with bodies such as Regional Development Agencies, Government Offices and local authorities to create, share and disseminate the best quality data and intelligence to support policy-making at regional, sub-regional and local levels.

The population and household information generated by the Census forms the foundation of much of the research and analysis work done by regional observatories, and others. Access to regional and local information, compiled on a consistent basis, using efficient tools such as a National Address Register, is key to ensuring a robust evidence base underpins policy-making. Having invested a substantial amount of public money to achieve a register suitable for use in the Census, we would argue that it does not represent an efficient use of public money to allow this investment to be wasted, and for the address register to lapse, rendering it obsolete.

We recognise that investment will be needed to maintain the register for continued use. However, consideration should also be given to the fact that the benefit of maintaining the register would be felt, not only by Government departments, but also by local government, regional bodies such as regional observatories, and others undertaking vital research and analysis on behalf of the public sector to inform effective policy-making.

On behalf of the Association of Regional Observatories, I urge you to engage with the UK Statistics Authority to discuss how best to progress this issue.

Yours sincerely,

Rosie Paskins  
Chair, Association of Regional Observatories, and Chief Executive, West Midlands Regional Observatory

CC: Sir Michael Scholar, UK Statistics Authority

**UK STATISTICS AUTHORITY**

SA(09)44

***Substantive Current Statistical Issues***

**Purpose**

1. This paper summarises the substantive current statistical issues arising out of formal correspondence with the Authority, or otherwise emerging from casework.

**Recommendations**

2. Members of the UK Statistics Authority are invited to:
  - note the significant current issues and review ongoing action.
  - review the draft note on the presentation of statistics on the allocation of social housing to migrants in a recent report published by the Equalities and Human Rights Commission (**Annex B**) and
  - review a note written by Office for National Statistics (ONS) officials regarding statistics on worklessness presented in a recent Conservative Party news release (**Annex C**).

**Discussion**

3. There are six significant issues that remain ongoing. These involve:
  - i. the production and publication of statistics by bodies that are not currently designated as producers of Official Statistics, the professional relationship between arm's length bodies and their parent departments, and how the Authority should interact with them;
  - ii. progress in respect of establishing a national address register;
  - iii. the inadequacy of existing statistical information about the housing market;
  - iv. the presentation of statistics about the gender pay gap;
  - v. statistics on the allocation of social housing to migrants, and;
  - vi. the use of Census data in a Conservative Party news release about worklessness, and the announcement of an inquiry by the Department for Work and Pensions into the difference between the claimant count and unemployment using the International Labour Organisation definition.

**Arm's Length Bodies**

4. The *Official Statistics Order 2009* sets out those non-Crown bodies which have been brought into the scope of the *Statistics Act* as producers of Official Statistics. Beyond these bodies, there are a significant number of additional non-Crown bodies that are not currently designated as producers of official statistics but may, nevertheless, produce and publish numerical information in various forms. The Statistics Authority has been asked to provide an opinion on the quality, reliability and comprehensiveness of statistical information published by several arm's length bodies that are, or were at the time, not included in the *Order* and therefore were not designated as producers of Official Statistics (e.g. Passenger Focus/Rail Passengers Council, Football Licensing Authority).
5. The Authority has responded to correspondence requesting an Authority view on the statistics published by arm's length bodies along the lines that it would be beyond its locus to do so. However, ONS officials and/or statisticians from the parent departments have held preliminary discussions with the arm's length bodies involved in respect of good practice in relation to the production and publication of statistics, and the implications of the *Statistics Act*, the *Official Statistics Order*, and the principles of the *Code of Practice for Official Statistics*.



## SA(09)44 - Substantive Current Statistical Issues

6. Statistical Heads of Profession (HoPs) have also been consulted on their preferences as to how the Authority should interact with all the non-Crown bodies with which their departments are involved (irrespective of whether they are producers of official statistics or not), and it is expected that the results of that consultation exercise will be made available to the Authority in due course. It is apparent that some HoPs are keener than others to exercise a degree of professional statistical oversight over the statistics produced by the arm's length bodies with which their departments are involved. The Authority may wish to consider how best to establish systematic relationships with arm's length bodies, and also the resource implications arising for both the Authority and HoPs in departments.

### A National Address Register

7. Further information is provided in a separate paper on the agenda of this meeting, [SA(09)43]

### Status of the Land Registry House Price Index as the Government's Official Index

8. The Guardian published an article on 30 November 2008, *Government house price data 'flawed'*, in which it was suggested that the house price index produced by the Land Registry was "misleading homebuyers" as it excluded reposessions and auctions because they did not reflect the true market value of the sale.
9. Following investigation of the issue by the National Statistician and Head of Assessment under the procedures agreed by the Authority, the Authority wrote to the Secretary of State for Justice on 22 December 2008. The letter expressed concern as to whether the public and policy makers were receiving all the information they needed to make decisions about the housing market. The Authority suggested that officials from the Land Registry and the Department for Communities and Local Government (CLG) meet under the chairmanship of the National Statistician to discuss how the Government delivers a clear set of statistical information that meets the needs of users, with a view to reporting back to the Authority in March 2009.
10. The Secretary of State for Justice replied on 12 January 2009 outlining that he shared the Authority's concerns and agreeing to the way forward proposed by the Authority. A substantive letter from Mr. Peter Collis, Chief Executive of the Land Registry, was sent on 14 January 2009 in which Mr. Collis welcomed the debate about the reliability of the Land Registry Index and agreeing to participate in meetings under the chairmanship of the National Statistician.
11. The Authority received an oral progress report from ONS at the Authority meeting in April 2009. It was noted that ONS officials had met with the Chief Executive of the Land Registry, and the National Statistician had subsequently set up a working group to review the house price indices published by the Land Registry and CLG. CLG had also requested that their House Price Index be assessed for designation as a National Statistic.

### Presentation of Statistics about the Gender Pay Gap

12. Following the publication of a Government Equalities Office news release in April 2009, the Authority wrote to the Minister for Women and Equality, Rt. Hon. Harriet Harman QC MP, in June 2009 to express concern at the presentation of statistics on the differences in earnings between women and men, in particular the claim that women are paid, on average, 23 per cent less than men. The Authority expressed concern that the use of this figure, on its own and without qualification, risked giving a misleading quantification of the gender pay gap. Attached to the letter was a



## SA(09)44 - Substantive Current Statistical Issues

Monitoring and Assessment Note (**Annex A**) in which the Authority set out its detailed analysis underpinning its view. No reply has yet been received.

13. Subsequently, the Women and Work Commission published a report on 29 July 2009 in which the chair's foreword repeated the estimate of the overall gender pay gap (22.6 per cent) used in the GEO news release alongside an estimate (published by the ONS as its preferred measure) of the full-time gender pay gap of 12.8 per cent without putting both estimates alongside each other with an explanation of the differences between the two measures. The Authority wrote to Baroness Prosser, chair of the Commission, along similar lines to its letter to Ms Harman, enclosing the Monitoring and Assessment Note for information. No reply has yet been received.
14. In August 2009, the Liberal Democrats published a news release which suggested that female civil servants are paid, on average, 30 per cent less than their male counterparts, including analysis for various individual departments. ONS requested the Authority investigate the issue further, in particular the presentation of the data and the methodology used.

### Allocation of Social Housing to Migrants

15. The Authority received a request from Civitas to offer an opinion on the presentation of statistics published in an Equalities and Human Rights Commission (EHRC)/Institute for Public Policy Research (IPPR) report published on 7 July 2009 on the allocation of social housing to migrants, which attracted media interest. In an accompanying Civitas paper, claims made in the EHRC report that there is no bias in the allocation of social housing were contested, in particular the findings that less than two per cent of social housing residents are those who moved to Britain in the last five years, and evidence to support the perception that new migrants are getting priority over UK born residents in the allocation of social housing.
16. The Authority sought the view of the EHRC as to the points raised in the report for Civitas, and the EHRC response was reviewed by the Monitoring and Assessment Team and ONS officials. A draft Authority letter was prepared, and it was decided to remit this to the Authority for further consideration in due course. The draft letter is provided at Annex B.

### Statistics about Worklessness and the Labour Market

17. A Conservative Party news release published on 27 August 2009, in advance of a speech by the Shadow Secretary of State for Work and Pensions, Rt. Hon. Theresa May MP, claimed that "Census statistics...have revealed there are 5 million people who have never worked under this Labour Government. 3 million people have not had a job since before 1996 and a further 2 million people in England and Wales have never had a job at all".
18. ONS officials requested an Authority view regarding the presentation of these statistics, particularly the use of the phrase "there are 5 million people" given that the data being used were historical rather than current, drawn from the 2001 Census and not drawn from more recent labour market statistics. While the subsequent speech by Mrs May repeated some of the figures contained in the news release, it did not repeat the line that there "are 5 million" who have never worked under the current Government. No further action has been taken or substantive investigations undertaken. The ONS have provided a short briefing note which is provided at Annex C.
19. The Department for Work and Pensions announced an inquiry on 11 August 2009 - the day before publication of a Labour Market Statistical First Release - into the

## SA(09)44 - Substantive Current Statistical Issues

reasons for the difference between the total number of people claiming out-of-work benefits derived from administrative sources and the total number of people who are unemployed using the International Labour Organisation definition estimated from the Labour Force Survey. The National Statistician will provide an oral report on this matter at the meeting.

**Ross Young, Head of Communications & Parliamentary Relations, September 2009**

### **List of Annexes**

- Annex A   Monitoring and Assessment Note 4/2009 *Gender Pay Gap***
- Annex B   Draft Authority Note on the EHRC/IPPR Report on the Allocation of Social Housing to Migrants**
- Annex C   ONS Briefing Note on the Presentation of Statistics About Worklessness**

**Annex A Monitoring and Assessment Note 4/2009 *Gender Pay Gap***

This document has been published on the UK Statistics Authority website.

To see the document go to:

<http://www.statisticsauthority.gov.uk/assessment/monitoring-and-assessment-notes/published-notes.html>



**Annex B Draft Authority Note on the EHRC/IPPR Report on the Allocation of Social Housing to Migrants**

This document has been published on the UK Statistics Authority website.

To see the document go to:

<http://www.statisticsauthority.gov.uk/reports---correspondence/correspondence/letter-from-sir-michael-scholar-to-mr-david-green-civitas.pdf>



## **Annex C ONS Briefing Note on the Presentation of Statistics About Worklessness**

### **Issue**

On 26 August, the Conservative Party issued a press release with the heading '5 million have never worked under Labour'. The first paragraph was:

'Census statistics, highlighted by the Conservatives, have revealed there are 5 million people who have never worked under this Labour Government. 3 million people have not had a job since before 1996 and a further 2 million people in England and Wales have never had a job at all.'

The release explained these figures were to be given in a speech by Theresa May to the Policy Exchange on Thursday 27 August. The present tense ('have never worked') was used at several points in the release, which also explained the source as being the 2001 Census. There was significant press coverage of the story on 27 August, particularly in the Daily Express. Some newspapers made it clear that figures came from the 2001 Census; the Star and the Sun presented them more simply as though they were current facts.

### **What the Conservative figures were:**

The source of the data was the 2001 Census for England and Wales, drawn from the NOMIS research database - the news release set out figures quite precisely with a note on how they could be accessed.

The total of 5 million comprises two groups:

1. '**2 million** [who] have never had a job': precise figures show this was **1.9 m** people in 2001 who were aged 16-74 and either economically inactive or (far fewer) unemployed. **Over 1 million** of these were aged 16-24, so many would have been students. Other categories would include parents at home with young children and people unable to work because of ill health or disability.
2. '**almost 3 million** people [who] have not worked under this Labour government': precise figures show this was **2.9 m** people aged 20-64 who had last worked before 1996 and were either economically inactive or (far fewer) unemployed. The largest group was 1.3 million people aged 55 to 64.

The 5 million (rounded up from 4.8 m described above) is therefore the number of economically inactive or unemployed people on Census day in 2001, of applicable working age, who had last worked before 1996 or had never worked at all.

### **What the figures would be 'Now' on same basis:**

On a broadly similar basis, the latest available estimates also total 5 million when rounded.

Using Q2 2009 figures from the Labour Force Survey, the corresponding figures are estimated as:

- i. **3.3 million** people aged 16-59/64 who have never had a paid job; 2.5 million of these were aged 16-24, of whom, 1.9 million were students.
- ii. **1.4 million** people aged 16 - 59/64 who were economically inactive or unemployed and had last worked before 1997; 390,000 were aged 55-59/64.

The latest figures (4.7 m) also therefore round to 5 million. The balance has shifted, with far more of the 5 million being 'never worked' students, consistent with the expansion of higher education. Not surprisingly, the number of working age in 2009 who have not worked since 1996 is much lower than the corresponding number in 2001, as many individuals have returned to the labour market, or are no longer in the age bracket. So the implication in the release, that '5 million have never worked under Labour', is broadly correct, even though the text of the release suggested that facts from 2001 were still current.

**Notes on sources**

The 2001 Census asked, "Have you ever worked?". If the answer given was "yes", the respondent was prompted to insert the year. From this information on the Census form figures for "never worked" and "last worked before X" could be calculated and applied to those identified as being either economically inactive or unemployed.

In the LFS, all respondents who did no work in the reference week are asked: "When did you leave your last job?". Respondents can give a year and/or a month, or state, "I've never had a paid job".



**UK STATISTICS AUTHORITY**

SA(09)45

***Membership of  
UK Statistics Authority Committees***

**Purpose**

1. This paper considers the current membership of the UK Statistics Authority Board and its sub-committees. It examines the case for widening the opportunities for external membership.

**Timing**

2. Any committee changes can be implemented as a matter of routine by the Secretariat, though may well take a few months to effect depending on members' availability. The next meeting of the Committee for Official Statistics (COS) is due to be held in November. Meetings of most other committees next take place in October.

**Recommendations**

3. Members of the Authority are invited to:
  - i. note current committee membership (**Annex A**);
  - ii. consider the general case for broadening committee membership, and;
  - iii. consider the specific case for broadening membership of the COS and the Assessment Committee.

**Discussion**

4. The current membership of the Board of the UK Statistics Authority and its five sub-committees is set out at Annex A. The subcommittees are the: Assessment Committee; Audit Committee; COS; Office for National Statistics Board, and; Remuneration Committee.
5. At present two members of these committees are drawn from beyond the ranks of either the Authority or ONS. They are Mr. Alex Jablonowski - Audit Committee (High Performance Leadership Ltd.) and Mr. Paul Wiles - COS (Chief Scientific Advisor, Home Office). These represent two of the total number of 37 Authority committee positions. Members of the Authority are asked to consider whether this degree of external participation is appropriate.
6. It should be noted that external voices are already directly heard in a number of different Authority meeting contexts. For example: a range of external actors are regularly involved in Audit Committee meetings (National Audit Office, Mazars, Internal Audit); external speakers periodically present to the COS (e.g. Mr. David Frazer, Head of Profession for Statistics, Department for Work and Pensions) or the Authority Board (Mr. Rob Wishart, Chief Statistician, Scottish Executive), and; other Authority associated meetings have a range of external participants (e.g. the Monitoring Review Projects Boards and the Prices Advisory Committee).

## SA(09)45 - Membership of UK Statistics Authority Committees

7. Nevertheless, there may be benefits in formalising and regularising external participation in Authority committees. These could include:
  - i. greater insight into the producer and user perspectives, helping the Authority deliver its remit in respect of 'public good';
  - ii. the opportunity to draw on a wider range of statistical experience, including from perspectives beyond government, and;
  - iii. sharing of the load for Authority members, all of whom sit on at least two committees and some on three of four.
8. Such a broadening of membership could also pose some challenges. These might include:
  - i. care to be taken in defining membership. It is suggested that membership ought to be considered on a personal, not a representative basis;
  - ii. clear procedures in respect of sharing information. For example, meeting participants would not necessarily report to anyone about meeting deliberations although they may in respect of outcomes, or alternatively there may be complete confidentiality, and;
  - iii. possibility of losing focus within and across committees and the agenda of business becoming too diffuse. Committee Chairs would need to ensure that Committees remain aligned to their and the Authority's overall objectives.
9. The subject of membership was specifically raised at the July meeting of the Committee for Official Statistics by the committee Chair, along with the committee's evolving role.
10. The meeting of COS agreed that as process issues around assessment and scoping Official Statistics were progressively resolved, more time would be allocated to other topics. Chief among these was the Government Statistical Service (GSS), including the work it does and whether the system as a whole was producing the right statistics. Such a discussion should encompass questions of capacity and planning. Equally, it would be important to ensure that the user perspective, and perspectives from beyond the Authority and government were considered.
11. The committee Chair gave notice that he wished this issue to be raised at Authority Board level, possibly including consideration in respect of other committees too.
12. An expanded COS membership might, in addition to the present membership include, for example:
  - i. a senior statistical Head of Profession (perhaps appointed on a 12 month basis, to be rotated with other departmental HoPs over time);
  - ii. the Chief Statistician in a Devolved Administration;
  - iii. a leading academic statistics user, and;
  - iv. a leading professional user from the Royal Statistical Society, the Statistics User Forum or another body.
13. Alternatively, there could also be benefits in widening the membership of the Assessment Committee to include additional expert users. On this committee the reviewing load is already heavy and set to increase in future.

## SA(09)45 - Membership of UK Statistics Authority Committees

14. In July, COS also considered a paper from Dr. Martin Dougherty, Chief Executive of the Royal Statistical Society which set out the *Future Direction of the Statistics User Forum* [SA(COS)(09)19]. The paper included a proposal to establish a consultative joint user-producer council with a wide range of representation.
15. It was agreed the proposed user-producer council and the Authority's role in this body should be considered further by the User Voice project board and be brought to the attention of the Authority Board. The paper is therefore attached at **Annex B** for information.

**Rob Bumpstead, Secretariat, September 2009**

### **List of Annexes**

**Annex A Authority Committee Membership**

**Annex B The Future Direction of the Statistics User Forum [SA(COS)(09)19]**



## **Annex A Authority Committee Membership**

### UK Statistics Authority

**Chair:** Sir Michael Scholar – *Chair – Statistics Authority*

Mr Richard Alldritt - *Head of Assessment – Statistics Authority*

Mr Partha Dasgupta – *Non-Executive Director – Statistics Authority*

Ms Moira Gibb - *Non-Executive Director – Statistics Authority*

Professor Sir Roger Jowell – *Deputy Chair (Statistics System) – Statistics Authority*

Ms Jil Matheson – *National Statistician – Statistics Authority*

Mr Steve Newman – *Chief Financial Officer – ONS*

Professor Steve Nickell - *Non-Executive Director – Statistics Authority*

Professor David Rhind - *Non-Executive Director – Statistics Authority*

Lord David Rowe-Beddoe – *Deputy Chair (ONS) – Statistics Authority*

### Committee for Official Statistics

**Chair:** Professor Sir Roger Jowell – *Deputy Chair (Statistics System) – Statistics Authority*

Mr Richard Alldritt - *Head of Assessment – Statistics Authority*

Ms Moira Gibb - *Non-Executive Director – Statistics Authority*

Ms Jil Matheson – *National Statistician – Statistics Authority*

Professor David Rhind - *Non-Executive Director – Statistics Authority*

Sir Michael Scholar – *Chair – Statistics Authority*

Professor Paul Wiles - *Director of Research, Development and Statistics - Home Office*

### ONS Board

**Chair:** Lord David Rowe-Beddoe – *Deputy Chair (ONS) – Statistics Authority*

Ms Rolande Anderson – *Director General: Transformation – ONS*

Mr Partha Dasgupta – *Non-Executive Director – Statistics Authority*

Ms Jil Matheson – *National Statistician – Statistics Authority*

Mr Steve Newman – *Chief Financial Officer – ONS*

Professor Steve Nickell - *Non-Executive Director – Statistics Authority*

Mr Paul Woobey - *Chief Information Officer - ONS*

### Audit Committee

**Chair:** Professor David Rhind - *Non-Executive Director – Statistics Authority*

Mr Partha Dasgupta - *Non-Executive Director – Statistics Authority*

Mr Alex Jablonowski – *Audit Committee Member*

Professor Steve Nickell - *Non-Executive Director – Statistics Authority*

### Remuneration Committee

**Chair:** Lord David Rowe-Beddoe – *Deputy Chair (ONS) – Statistics Authority*

Professor Sir Roger Jowell – *Deputy Chair (Statistics System) – Statistics Authority*

Ms Jil Matheson – *National Statistician – Statistics Authority*

Sir Michael Scholar – *Chair – Statistics Authority*



**Annex B The Future Direction of the Statistics User Forum [SA(COS)(09)19]**

**COMMITTEE FOR OFFICIAL STATISTICS**

SA(COS)(09)19

***The Future Direction of the Statistics User Forum***

**Purpose**

1. To inform the committee of the future strategic approach for Royal Statistical Society Statistics User Forum.

**Timing**

2. Issues to be considered over the next six months

**Recommendations**

3. Members of the Committee for Official Statistics are invited to:
  - i. receive this paper for information, and;
  - ii. consider establishing a consultative joint user-producer council.

**Discussion**

4. The Royal Statistical Society established its Statistics User Community theme (RSS-SUC), and with it the Statistics User Forum (SUF), to provide effective means by which users and producers of Official Statistics can engage. Support from the Economic and Social Research Council and more recently the UK Statistics Authority is enabling the Forum to become the strategic voice for users of Official Statistics. The Forum currently has 37 member organisations representing a very wide range of users. Under the new chairmanship of Andrew Dilnot a number of opportunities and challenges lie ahead for SUF (see **Annex A1**).

**Improving SUF Communications**

5. Over the next two years the RSS will develop a web-based communication hub for SUF user groups and interested individuals. The Hub will be the cornerstone of interaction and expression of opinion that will be collected and represented through the forum. This user owned 'Communities' approach is ideal for how the Forum is configured, giving great flexibility for groups to be established as required and stopped or merged when no longer needed. The hub will provide a single point of interaction for all user groups.

**Ensuring an Enduring Legacy**

6. Through this new user gateway the Society will expand its membership and develop a subscription profile for 'users of data'. Membership will be in two sections: individual users, represented on the Forum through its chair; and user groups and organisation members, directly represented through nominations. With this approach augmented by event based income generation and possible continued support from the UK Statistics Authority, the Society expects SUF to be self-supporting by the end of 2011.

**Clarifying the User Base and Developing Future Strategy**

7. An important challenge for SUF is developing appropriate representation and ensuring a strategic approach to its activities. It has been noted by SUF members that governmental users of Official Statistics are often perceived as internal clients to producers of statistics which can have the effect of blocking engagement with other users. This is a paradigm that SUF wants to replace with one that supports all users according to the public value of their intended use. To achieve this it is recognised

## SA(09)45 - Membership of UK Statistics Authority Committees

that the forum must engage more closely with key government departments and develop mutual understanding and recognition of different perspectives and priorities. Approaches are now being made to key departments, such as the Cabinet Office, to achieve this.

### A Cogent Producer-User Interface

8. Over time it is possible that the new membership approach for forum user groups and individuals within the RSS may lead to a unification of perspectives; a single voice from the Society on Official Statistics encapsulating professional and user input. To gain momentum with this approach, I would like to propose that a consultative joint user-producer council with a wide range of representation be established. The Statistics Authority might wish to consider this under the umbrella of its 'strengthening the user voice' project. Such a council would have access to information generated by the enhanced SUF user representation including government departments, and professional support from the Society. Likewise the Office for National Statistics and all producers of Official Statistics, under the leadership of the National Statistician, would have a formal route for user engagement covering all aspects of the business cycle for the producers of Official Statistics.
9. A user-producer council of this kind would be able to commission and capture ideas for enhancement to statistical services; provide a forum for discussion of the merits of those ideas; invite responses from the relevant producer bodies and draw attention to cases where the response seemed inadequate. By doing these things it would serve to promote public value by helping to get the most from all parts of the statistical service.

**Dr Martin Dougherty, Executive Director, Royal Statistical Society, July 2009**

### **List of Annexes**

#### **Annex A1 The Future of the Statistics User Forum**



## **Annex A1 The Future of the Statistics User Forum**

### **Background of the Royal Statistical Society (RSS) Statistics User Community theme and the Statistics User Forum**

1. The vision is for the Statistics User Forum (SUF) to be the strategic voice of users of statistics, thereby promoting wider availability and use of UK Official Statistics.
2. The existing strategic aims are:
  - i. to ensure that SUF represents, and addresses the interests of, as wide a range of users as possible;
  - ii. to engage with producers of Official Statistics to secure changes in their policies and practices that will benefit users, and;
  - iii. to facilitate dialogue between users in order to share best practice, and identify and address cross-cutting issues, including the interfaces between academic, practitioner and commercial users.
3. From May 2009 the SUF will be led by Andrew Dilnot CBE, who has taken over the role of chairman. He is Principal of St Hugh's College and Pro Vice Chancellor of the University of Oxford. He is an economist and broadcaster, and was Director of the Institute for Fiscal Studies in London from 1991 to 2002.

### **Forum Membership**

4. The interests of Forum members are diverse and cover the broadest definition of statistics. User group memberships span the private, public, voluntary and academic sectors.
5. The Forum brings together over 30 user groups and organisations:
  - Association of Census Distributors
  - Association of Regional Observatories
  - Bank of England
  - British Society for Population Studies
  - British Urban and Regional Information Systems Association (BURISA)
  - Business Statistics User Group
  - Chartered Institute of Library and Information Professionals
  - Chartered Institute of Public Finance and Accountancy
  - Confederation of British Industry
  - Crime and Criminal Justice Statistics User Group
  - Demographic User Group
  - Economic and Social Research Council
  - Financial and Economic Statistics User Group
  - Fire & Rescue Services User Group
  - Gender Statistics User Group
  - Health Statistics User Group
  - House of Commons Library
  - International Trade Statistics User Group
  - Joseph Rowntree Foundation
  - Labour Market Statistics User Group
  - Local Authority Research and Intelligence Association (LARIA)
  - Market Research Society
  - National Audit Office
  - National Council for Voluntary Organisations

## SA(09)45 - Membership of UK Statistics Authority Committees

- National Institute of Economic and Social Research
  - Office for National Statistics
  - Output Area Classification User Group
  - Royal Economic Society
  - Society of Business Economists
  - Sub-national Data User Group
  - Transport Statistics User Group
  - TUC
  - UK Data Archive
  - UK Statistics Authority
  - Water Statistics User Group
6. The Forum is targeting for SUF membership appropriate bodies among the 54 listed in the *Official Statistics Order 2009* (as a result of which they are subject to the *Code of Practice* and its requirement for user engagement).
7. Users have criticised Office for National Statistics (ONS) and other producers for their emphasis on government departments as their main customers. The Forum believes that representation by government departments as users would be of benefit in ensuring greater balance in producer focus. The Forum is seeking to establish this through the Cabinet Office in the first instance.
8. In addition, the following areas have been identified as priorities for recruiting or establishing user groups:
- the digital economy;
  - the environment, particularly relating to the management of natural resources;
  - energy production and use;
  - education, and;
  - housing.

### **Achievements To Date**

#### Overview

9. The Forum has successfully brought together user groups and organisations involved in the former Statistics User Council and has significantly expanded its membership.
10. A collaborative culture has been developed in which groups work together on developing collective positions on key issues, as illustrated by the adoption of its over-arching priorities and their use in developing collective submissions to official consultations and parliamentary inquiries.
11. The Forum is recognised as representative of the diversity of the user community, and as a source of informed opinion. This is particularly exemplified by the inclusion of the Forum's joint committee with the National Statistician and senior colleagues (StatSUG) within the UK Statistics Authority's organisation chart, and by the repeated invitations for SUF to provide evidence to parliamentary inquiries.

#### Responses to Consultations and Parliamentary Inquiries

12. The Forum has coordinated collectively agreed responses to a number of consultations, along with providing evidence to parliamentary committee inquiries, including:

2008 - House of Commons Public Administration Select Committee: Official Statistics  
2008 - Ministry of Justice Data Sharing Review

## SA(09)45 - Membership of UK Statistics Authority Committees

2007 - Office for National Statistics: Work programme 2008-2012  
2007 - House of Commons Treasury Select Committee: Counting the Population  
2007 - House of Commons Treasury Select Committee: Chancellor's departments  
2006 - House of Commons Treasury Select Committee  
2006 - HM Treasury: Independence of Statistics  
2005 - Statistics Commission: UK datasets

### Annual Conferences

13. Four Forum conferences have taken place:

2008 - Transforming Official Statistics to Serve Society  
2007 - Statistics on income earnings and wealth. Where do they come from and why do we need them?  
2006 - New statistics from administrative and customer files  
2005 - Neighbourhood and Regional Statistics

14. The programme for the fifth annual conference is now being developed on a theme of measuring progress. This theme has been particularly chosen for its potential to allow the Forum to engage with users who have not traditionally attended user conferences, and address issues relevant to 'citizen users'.

15. Forum conferences have proven to be effective in attracting a diverse range of users and producers as indicated by the breakdown below. (Nb. based on the sector of the organisation given by delegates when registering).

User group/organisation	12%
Academic institution	9%
Local government	11%
Government agencies	13%
Other public sector	2%
ONS	13%
Other GSS	25%
Business and commerce	7%
Media	2%
Miscellaneous	6%

16. Papers, presentations and proceedings from these events form the basis of the developing web-based library of resources, accessible to all.

### Other Conferences and Meetings

17. As well as its annual conferences the Forum has played a key role in facilitating other events at which users can address the issues affecting them, and reinforce and develop their networks (particularly outside of their user group area). As with the annual conferences, papers, presentations and proceedings from these events form the basis of the developing web-based library of resources, accessible to all. Twenty such events have been facilitated:

- May 2009 Location, Location, Location : Whither Geographical Information? (BURISA annual conference with SUF support)
- May 2009 Beyond 2011: Planning the future for socio-demographic statistics (SUF joint meeting with the ONS)
- March 2009 New developments in Health Information (HSUG with SUF support)
- January 2009 Workshop on priorities for statistics users (SUF)
- July 2008 New health information specialists (HSUG with SUF support)

## SA(09)45 - Membership of UK Statistics Authority Committees

- July 2008 Regional and local statistics (organised by ARO and ONS on behalf of SUF)
- June 2008 Using output area classification (OAC UG with SUF support)
- May 2008 All Change - How Can We Get Better Population Statistics to Plan Local Services (joint conference of BURISA and SUF)
- January 2008 ONS i-dissemination project (SUF)
- December 2007 Developments in statistical disclosure control (SUF with RSS Census Study Group)
- November 2007 New Health Information Specialists Conference (HSUG with SUF support)
- November 2007 Financial Statistics User Group (FSUG) Conference (with SUF support)
- October 2007 ONS Statistical Priorities and Engagement with the Statistics Board (joint Official Statistics Section and SUF)
- May 2007 Local versus National Information Systems - Who Wins? (BURISA annual conference with SUF support)
- May 2007 Census and statistical geographies: the way forward (joint SUF and Census Study Group)
- April 2007 Exploring the use and value of the ONS output area classification (OAC User Group with SUF support)
- January 2007 Improving access to Government datasets (SUF)
- November 2006 Exploring the use and value of the ONS output area classification (joint SUF and Social Statistics Section, from which the OAC User Group emerged)
- October 2006 Conference on Health Information (HSUG with SUF administrative support)
- April 2006 Statistics for small areas (SUF)

### Programme Objectives 2009-11

18. The RSS recognises that recent developments present new challenges for the SUF. The Society is proposing a two-year programme to enable it to be redefined so it can effectively meet these challenges, and ensure that this important user-producer engagement can be sustained thereafter.
19. The proposed programme would result in further expansion of the Forum's communication networks and channels between users and producers, increasing the reach and power of the user voice in official statistics. To facilitate and support this work a comprehensive web-based user engagement hub with a library of resources and internet based discussion and consultation forums will be established.

### Engagement

20. The passage of statistical legislation and the recent publication of a new *Code of Practice for Official Statistics* provide new and exciting opportunities for making the user voice heard and taking forward the user agenda. Principle 1 of the *Code* is 'Meeting user needs', under which statistics producers are expected, inter alia, to engage effectively with users; to investigate and document the needs of users of official statistics; and to publish information about users' experiences of statistical services.
21. In March 2009, the UK Statistics Authority Committee for Official Statistics agreed a specification for the *Strengthening the User Voice* Monitoring Report.
22. At the regular StatSUG joint committee in April 2009, the ONS indicated that its draft user engagement policy would soon be published, to which SUF had facilitated user involvement in the market research.

23. These two developments will further emphasise the requirements of user engagement, and are keenly anticipated by the Forum.

Specific Objectives

- i. maintain SUF as the strategic voice of users of statistics, enabling it to be the central pillar of a new and expanded user architecture, on which all can depend for authoritative and constructive advice;
- ii. draw in to this process more effectively the voices of the academic community, local government, the NHS, and the commercial and voluntary sectors to the extent that each can use official data in the public interest;
- iii. strengthen existing liaison arrangements with the UK Statistics Authority, ONS and wider GSS, including developing effective liaison arrangements with the devolved administrations;
- iv. ensure that the recommendations of the UK Statistics Authority's *Strengthening the User Voice* Monitoring Report and ONS user engagement policy are promptly and effectively implemented;
- v. assess successes and failures of official statistics against the criteria set out in the *Code of Practice* (and other relevant reports and policies), and disseminate this through a high profile annual report;
- vi. establish strategic partnerships with other bodies with shared objectives including the ESRC National Data Strategy; Horizon Scanning Centre (Government Office for Science); Local Government Association; the campaign group, *Straight Statistics*; and the Academy for Social Sciences;
- vii. provide a coherent, collective user response to relevant consultations, and enable individual groups and users to respond in their own right;
- viii. ensure user needs are fulfilled by ONS and GSS work programmes through engagement with the newly established planning groups;
- ix. make user expertise available to the project boards steering the monitoring and assessment work of the UK Statistics Authority;
- x. enable SUF to work with producers to ensure statistical products are readily accessible and understandable to the user community, and;
- xi. for SUF to be the chosen point of user engagement for the UK Statistics Authority and to support their role in guiding the development of Official Statistics.

**Representation**

24. SUF aims to address the interests of as wide a range of users as possible. The existing structure of individual user groups each covering a particular area of user interest (either sectoral – e.g. crime, health – or cross-cutting – e.g. gender, neighbourhood statistics) with the SUF as an umbrella body, on which each user group is represented with producers of official statistics present as observers, has served users well for many years. However, user groups differ considerably in their resources and level of activity, often depending on the time and effort expended by a few committed individuals.
25. SUF recognises that there are users and user needs that are not being represented at present and that creativity is needed to extend the ways in which it operates in order to reach out to them. The Society is seeking to establish a membership package that will directly appeal to professional users, with the potential in the longer term of attracting 'citizen users'.

Specific Objectives

- i. work with the UK Statistics Authority to identify priority gaps in user representation

and seek to fill them by continuing to establish new user groups and recruit existing groups/organisations to the SUF; or by encouraging the formation of flexible and scalable user networks (i.e. recognising that one size does not fit all);

- ii. adopt a policy statement for each of the SUF priorities (as identified by the January 2009 workshop) and implement an agreed action plan with measurable success criteria;
- iii. work with user groups to increase their effectiveness, providing event management and administration, and coordinating on-line discussion and consultation forums;
- iv. use the annual conferences, and other events, as a vehicle to engage users who have not traditionally been active within the user community;
- v. develop an SUF membership package that is attractive to individual users, including a means of direct representation of individual users within the Forum, and;
- vi. work with the media and organisations in civil and political society to prototype means of involving the 'citizen user'.

### **Communications Hub**

- 26. The success of SUF and its Forum has particularly come through the exchange of knowledge and best practice, and through collaboration on addressing priority issues. Future success will depend on strengthening existing relationships and networks, and developing new ones.
- 27. A web-based communications hub, with appropriate functionality, has been identified as the most effective means of complementing Forum meetings and conferences and ensuring that the widest range of users can be engaged.

### **Specific Objectives**

- i. develop the web-based communications hub as a library of resources and as a communications exchange;
- ii. use events to stimulate networking across the interfaces between practitioner, academic and commercial sector users;
- iii. adopt themes in consultation with users for each annual Statistics User Forum conference which are relevant to a wide range of statistics users, and;
- iv. identify cross-cutting issues and encourage cross-group working, including publication of a regular e-newsletter.

**UK STATISTICS AUTHORITY**

SA(09)46

***Monitoring and Assessment Programme Progress Report***

**Purpose**

1. This paper describes progress with the monitoring and assessment work programme.

**Recommendations**

2. Members of the Authority Board are invited to:
  - i. note the latest progress with the two ongoing monitoring reviews (paragraphs 3 to 6) and commission a paper for the October Board meeting on priorities for future Monitoring Reports (paragraph 7);
  - ii. note progress with the assessment programme (paragraphs 8 to 16), and;
  - iii. approve the criteria for cancelling or not awarding National Statistics status (paragraph 17).

**Discussion**

*Monitoring Reviews*

3. The second *Strengthening the User Voice* project board meeting, held on 20 July, discussed the internal work streams being planned and papers on the ONS Stakeholder Strategy and the future of the Statistics User Forum. We have subsequently awarded the two external pieces of work, the survey on Public Confidence in Official Statistics (PCOS) and the Interviews with Selected Opinion-formers (ISOF), to the National Centre for Social Research and Ipsos Mori respectively. Preliminary results from the surveys are expected towards the end of 2009, so the final report for the monitoring review will be delayed by a few months.
4. We have carried out some work to gather background evidence, including discussions with users of statistics and producer bodies. We hope to hold a further project board meeting before the end of the year to discuss progress with the external surveys, and preliminary findings.
5. In relation to the *Barriers to Trust in Crime Statistics* review we have met a number of senior staff at the Home Office and held telephone or face to face meetings with: broadsheet journalists; representatives from the Ministry of Justice; Association of Chief Police Officers; Scottish Government and the Northern Ireland Statistics and Research Agency. Appointments have been made to meet the Permanent Secretary at the Home Office, and HM Chief Inspector of Constabulary.
6. Desk research has included reviewing the various reports on crime statistics produced in recent years; practice in other countries, and; the evidence on trust. A draft interim report will be considered by the project board on 16 September and submitted to the Authority in October, with a view to holding an open meeting in November. This would be along similar lines to the model adopted for the migration review.
7. The Authority Board last discussed its priorities for monitoring reviews at its January 2009 meeting [SA(09)01]. Since then *Migration Statistics: the Way Ahead?* has been published and progress has been made as described above with two further reports. It is proposed that a paper on priorities for the next six months is submitted to the October meeting of the Authority Board. This would include a draft specification for the review of the Pre-Release Access Arrangements.

## SA(09)46 - Monitoring and Assessment Programme Progress Report

### Assessments

8. Six assessment reports were published on 27 July. The report on road casualty statistics generated some media coverage. The six are:
  - i. Road Casualty Statistics (revised following the discussion at the last meeting of the Authority);
  - ii. Prison Population Projections;
  - iii. ONS Migration Statistics;
  - iv. Statistics on International Development and Overseas Development Agency/Gross National Income;
  - v. Road Freight Statistics, and;
  - vi. Energy Sector Indicators (request under section 12 of the *Statistics Act*)
9. Three reports are presented to this meeting. These are assessments of three major Scottish surveys on Health, House Conditions and Crime [SA(09)48, 49, 50].
10. It is expected that four further reports will be presented to the October Board meeting. These will be assessments of Children Looked After statistics in England, Northern Ireland, Scotland and Wales.
11. In October, work to report on how producers are implementing the requirements set out in the assessment reports (in section 2.4 of each report) will also begin.
12. Work is ongoing on several other developments of the assessment programme, as follows.
13. In respect of *grouping* statistics for future assessments, a few responses have been received from statistical producers, providing information that will help us group their outputs. The outstanding responses are due shortly. Following receipt of these, the ongoing programme will be re-drafted and reported to the October meeting of the Authority Board.
14. In respect of *population Census outputs* we have begun to outline a special assessment, which will take the form of a retrospective review of the Census 2001 published outputs against the principles and protocols in the *Code of Practice for Official Statistics*. This is with a view to:
  - i. having on public record a broad statement about code compliance for Census 2001 outputs, well ahead of the formal assessment of the 2011 Census;
  - ii. offering an independent assessment to users and commentators of the extent to which the major known issues from 2001 are being dealt with for 2011;
  - iii. informing the three Registrars General of any further issues they might want to be aware of in relation to planning for 2011, and;
  - iv. helping the Statistics Authority to fulfil its statutory duty to re-assess all existing National Statistics in the most efficient way possible.
15. This will not be a comprehensive assessment of plans for 2011 against all aspects of the *Code* - these will be addressed as part of the main assessment of 2011 outputs. Instead it is intended to complement the work of the Registrars General on the planning of the highest profile and most expensive statistical operation conducted in the UK.



## SA(09)46 - Monitoring and Assessment Programme Progress Report

16. Final proposals for *streamlining the assessment process* and collecting organisational information separately from information about individual outputs will be presented to the Authority Board at its October meeting. The detail of the future programme is included in **Annex A**.
17. Following discussion at the July 2009 Committee for Official Statistics meeting [SA(COS)(09)21] and subsequent further consideration, the draft *criteria for cancellation or non-designation* of National Statistics (NS) status have been revised. A draft statement is attached at **Annex B** for discussion and approval.

**Mark Pont, Monitoring and Assessment Team, September 2009**

### **List of Annexes**

<b>Annex A</b>	<b>Detailed Assessment Progress Chart</b>
<b>Annex B</b>	<b>Draft Criteria for De-designation or Cancellation of NS Status</b>



**Annex A: Detailed Assessment Progress Chart as at 4 September 2009**

<b>Assessment</b>	<b>ASL sent</b>	<b>Initial meeting</b>	<b>WEFA back</b>	<b>Comments returned from users and others</b>	<b>Follow up meeting</b>	<b>Draft report</b>	<b>Report to AC</b>	<b>Report to Authority published Board</b>
National Drug Treatment Monitoring System Statistics	y	9/2/09	13/3/09	20/3/09	8/4/09	24/4/09	19/5/09	19/6/09
Recorded Crime in Scotland	y	27/3/09	1/5/09	24/4/09	28/5/09	29/5/09	8/6/09	19/6/09
Enrolments at Schools and in Funded Pre-School Education in NI	y	1/4/09	7/5/09	8/5/09	29/5/09	1/6/09	8/6/09	19/6/09
Road Casualty Statistics	y	10/3/09	21/5/09	15/5/09	by email	22/5/09	8/6/09	17/7/09
Road Freight Statistics	y	2/4/09	3/6/09 (draft)	13/5/09	11/6/09	19/6/09	17/09	17/7/09
Energy Sector Indicators	y	27/4/09	15/5/09	15/5/09	11/6/09	17/6/09	17/09	17/7/09
Migration Statistics	y	17/4/09	27/5/09	29/5/09	15/6/09	29/6/09	17/09	17/7/09
Prison Population Projections	y	27/4/09	28/5/09	22/5/09	22/6/09	25/6/09	17/09	17/7/09
Statistics on International Development	y	28/4/09	1/6/09	29/5/09	23/6/09	30/6/09	17/09	17/7/09
ODA/GNI ratio	y	28/4/09	1/6/09	29/5/09	23/6/09	30/6/09	17/09	17/7/09
Three Scottish Government surveys s12 request	y	24/6/09	11/8/09	31/7/09	w/c 3/8/09	14/8/09	21/8/09	11/9/09
Children looked after by local authorities (E)	y	14/4/09	22/5/09	11/5/09	2/7/09	28/8/09	14/9/09	16/10/09
Children looked after by local authorities (W)	y	24/4/09	28/5/09	11/5/09	25/6/09	28/8/09	14/9/09	16/10/09
Children looked after by local authorities (NI)	y	1/4/09	10/7/09	11/5/09	30/7/09	28/8/09	14/9/09	16/10/09
Children looked after by local authorities (S)	y	27/3/09	1/5/09	11/5/09	24/6/09	28/8/09	14/9/09	16/10/09
Wealth in Great Britain	y	14/5/09	16/7/09	13/7/09	2/9/09	21/9/09	16/10/09	20/11/09
Scottish Household Survey	y	24/6/09	9/9/09	18/9/09	24/9/09	21/10/09	16/10/09	20/11/09
National Child Measurement Programme	y	16/7/09	4/9/09	24/8/09	21/9/09	28/9/09	16/10/09	20/11/09
DECC Energy and Regional Statistics	y	6/8/09	27/8/09	1/9/09	by 11/9/09	23/9/09	16/10/09	20/11/09
Average Weekly Earnings	y	25/8/09	27/8/09	15/9/09	15/9/09	28/9/09	16/10/09	20/11/09
Producer Price Indices (Inc Services Producer Price Index)	y	14/7/09	21/9/09	10/9/09	29/9/09	7/10/09	22/10/09	20/11/09
Referral to Treatment Waiting Times	y	16/7/09	11/9/09	4/9/09	28/9/09	7/10/09	22/10/09	20/11/09
Defra Agriculture Statistics	y	16/7/09	28/8/09	4/9/09	21/10/09	8/10/09	22/10/09	20/11/09
Child Benefit and Tax Credit Statistics	y	21/7/09	18/9/09 tbc	4/9/09	tbc	tbc	1/12/09	11/12/09
Special assessment of Census 2001 outputs		3/9/09				13/11/09	1/12/09	11/12/09
Statistics on the Criminal Justice System	y	12/8/09	12/10/09	25/9/09	9/11/09	13/11/09	10/12/09	22/11/10
					tbc			

(shading indicates actual dates)



**Annex B      Draft Criteria for De-designation or Cancellation of NS Status**

This document will be published on the UK Statistics Authority website in due course.

Published Monitoring and Assessment Principles and Procedures are available at:

<http://www.statisticsauthority.gov.uk/assessment/principles---procedures/index.html>



**UK STATISTICS AUTHORITY**

SA(09)47

***Assessment Reports 10 to 12:  
General Issues Arising from Assessment of Scottish Surveys***

**Purpose**

1. This paper covers the draft assessment reports on three major Scottish statistical surveys - the *Scottish Health Survey* (SHeS), the *Scottish House Condition Survey* (SHCS) and the *Scottish Crime and Justice Survey* (SCJS). It seeks the views of the Board on three specific issues arising from these reports concerning (a) the treatment of government targets, (b) publishing pre-release access lists and (c) our plans for an additional cross-cutting section in the pending assessment report on the *Scottish Household Survey*.

**Timing**

2. Subject to the views of the Board, the assessment reports are ready to be published during the week beginning Monday 14 September in hard copy and on-line.

**Recommendations**

3. Members of the Authority are invited to:
  - i. agree to the proposed approach to government targets (paragraph 6);
  - ii. decide whether publishing pre-release access records should be a requirement or a suggestion for improvement (paragraph 13);
  - iii. endorse proposals for an additional section on cross-cutting issues (paragraph 14), and;
  - iv. agree to the publication of the three assessment reports.

**Discussion**

**Treatment of government targets**

4. Each of the main publications for these three surveys adopts a somewhat different approach to the presentation of current Scottish Government targets that are measured by the survey results:
  - the *Scottish House Condition Survey* makes no reference to government targets, apart from mentioning that the survey is used to assist in monitoring government targets (paragraph 4.27 of assessment report);
  - the *Scottish Health Survey* has previously referred to all relevant targets but provided unbalanced reporting of progress towards these targets, with only the one target that had been met highlighted in the key findings section (paragraph 4.29), and;
  - the producers of the new *Scottish Crime and Justice Survey* plan to refer to all relevant targets in the main publication and to provide signposting, for example weblinks, to where these targets are reported on. They do not plan to provide commentary on the extent to which targets are being met (paragraph 4.25).
5. An earlier draft report for the *Scottish House Condition Survey* included a requirement 'to report objectively on any current Ministerial targets that are monitored using data from the Scottish House Condition Survey' in relation to principle 8 practice 2. The National Statistician (Karen Dunnell) commented that the report should not mention ministerial targets, which are political.

6. In developing a consistent approach to the treatment of government targets, we think the selective approach to reporting adopted by the previous SHeS should be considered non-compliant with principle 2 practice 2. Where the statistics are used to measure progress towards current government targets, we have interpreted principle 8 practice 2 (*"provide factual information about the policy or operational context of official statistics"*) to mean the statistical report should explain this use, describe what the government targets are and draw attention to the relevant statistics. **Annex A** provides examples of what we see as good practice in how other producer organisations present government targets.

Publishing pre-release access records

7. The draft reports include the requirement 'to publish records of those granted pre-release access to these statistics in their final form'. This requirement was shared with the Scottish Government for comment and the relevant extracts from the ensuing correspondence are set out in **Annex B**.
8. The main background facts for this requirement are:
  - The Statistics Act requires that 'any matter relating to the granting of pre-release access' is for the relevant order rather than the Code of Practice.
  - The Scottish pre-release order requires records to be kept on who has been granted access, why and for how long; on request, to provide information about any individual given access and on the timing of that access; but does not require this information to be published. The Westminster order does require information on those granted pre-release access to be published; and
  - Protocol 2 practice 7 of the Code of Practice includes the sentence 'publish records of those who have access prior to release'.
9. The case for retaining the requirement is that 'any matter relating to the granting of pre-release access' concerns matters such as who is granted access, why and for how long. Matters such as record keeping and who gets to see these records are distinct from the granting of access. Since protocol 2 practice 7 requires producers to publish information on those who have pre-release access it is appropriate to include this as a requirement in assessment reports.
10. The Scottish Government has taken a different view, that 'any matter relating to the granting of pre-release access' does include matters such as what records should be kept and whether or not these should be published. The Scottish Government's reading of the Act is that 'it is quite clear that the *Code of Practice* may not deal with any matter relating to the granting of pre-release access to official statistics'. The Scottish Government argues that the Act further specifies that the appropriate authority (i.e. Scottish Ministers) provides for the rules and principles and critically they include 'the conditions subject to which pre-release access may be granted'.
11. The Scottish Government has raised a separate concern over the locus of protocol 2 Practice 7. It argues that protocol 2 is restricted to pre-release access for quality assurance purposes only, not to the statistics in their final form. This is based on a statement to that effect in the full Authority paper that was published alongside the *Code of Practice* in January 2009. While the first part of practice 7 clearly does concern access for quality assurance purposes, we have taken the view that the final sentence of the practice, on the need to publish records on those who have pre-release access, applies more widely to access to the statistics in their final form. Scottish Government officials rejected this argument when it was put to them (Annex B).



12. We see two broad options: to retain the requirement as it stands; or to convert the requirement to a suggestion for improvement. The Scottish Government has already made strong representations against the draft requirement. Rob Wishart goes further in his email of 24 August, asserting '*that this is not a requirement of our pre-release Order and that it is inappropriate to assess our compliance against the UK Order*' (the UK Order does include a requirement to publish records on pre-release access). Given these views, there seems a reasonable possibility that the Scottish Government will not accept this requirement but will choose, instead, to have these statistics de-designated.
13. If Board members agree with us that the case for retaining this requirement is robust and defensible then it would be appropriate to retain the requirement, notwithstanding the possible reaction of the Scottish Government. If Board members have doubts over the case, a reasonable fall-back position would be to convert the requirement to publish pre-release records to a suggestion for improvement. This would put on record the Authority's view that publishing the records is a matter of good practice. But it would effectively concede that this is a matter for the *Order* rather than the *Code of Practice*.

Proposals for a section 5

14. Paragraph 1.2 of the draft reports explains that we plan to include an additional section 5 in the pending assessment report for the Scottish Household Survey. This will highlight cross-cutting issues that have arisen from the assessment of all four major Scottish statistical surveys. A draft section 5 is attached at **Annex C**, based on the three assessments that have already been carried out. Authority Board members are invited to endorse this proposed approach to consolidating some of the wider lessons that have emerged from these assessments.

**Neil Jackson, Monitoring and Assessment Team, September 2009**

**List of Annexes**

- Annex A**    **Examples of how other organisations have presented statistics that are used to measure progress towards government targets**
- Annex B**    **Email correspondence with Scottish Government officials on the draft requirement to publish pre-release access lists**
- Annex C**    **Draft section 5 for pending assessment report for the *Scottish Household Survey***



**Annex A Examples of how other organisations have presented statistics that are used to measure progress towards government targets**

Example 1:

Extract from *National curriculum assessments at key stage 2 in England, 2009 (provisional)* produced by the Department for Children, Schools and Families (DCSF)<sup>1</sup>:

Progress towards the Government's targets for 11 year olds

In April 2008, the Government set itself the following Public Service Agreement (PSA) target for the achievement of 11 year olds:

- Increase the proportion achieving level 4 or above in both English and mathematics at Key Stage 2 to 78 per cent by 2011.

The latest figures show that, in 2009 the percentage of pupils achieving level 4 or above in both English and mathematics was 72 per cent, a decrease of one percentage point compared to 2008 (see table 4b).

Example 2:

Extract from *Health and safety statistics 2007/08* produced by the Health and Safety Executive<sup>2</sup>:

Progress on working days lost

- The Public Service Agreement (PSA) includes a target to reduce the number of working days lost per worker due to work-related injury and ill health by 9% in 2007/08 against a 2004/05 baseline.
- The judgement is that this PSA target has probably not been met.
- Although the estimate of days lost per worker in 2007/08 was lower than that in 2004/05, the difference was not statistically significant. Considering the range of possibilities for the difference indicates that on the balance of probabilities the reduction of 9% has not been met.

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<sup>1</sup> <http://www.dcsf.gov.uk/rsgateway/DB/SFR/s000865/SFR192009.pdf>

<sup>2</sup> <http://www.hse.gov.uk/statistics/overall/hssh0708.pdf>



**Annex B     Email correspondence with Scottish Government officials on the draft requirement to publish pre-release access lists**

This annex provides extracts from the email correspondence between Scottish Government officials and the Authority on the draft requirement to publish pre-release access lists. The emails are presented in chronological order.

(1) Email from Julie Landsberg (Scottish Government) 18 August 2009

I wonder if you could answer an initial query regarding the requirement in each report to record how long individuals have pre-release access to the statistics in their final form and the reasons for granting access and to publish this record. Our policy is that we have the record readily available from correspondence stored in our records management system and this is available upon request, as stipulated in our pre-release Order (the UK Order is different in this respect as it states that the record should be published). The requirement references protocol 2 Practice 7 of the Code of Practice but this relates to access for quality assurance purposes rather than to statistics in their final form which are the proviso of the pre-release Orders. Please could you clarify.

(2) Email reply from Neil Jackson (Statistics Authority) 19 August 2009

Thanks for your query on the requirement in the draft reports concerning pre-release access. It may be helpful if I walk through our thinking on this step by step.

*Section 11 of the 2007 Act* states the following:

The *Code of Practice for Statistics*...may not deal with any matter relating to the granting of pre-release access to official statistics

Instead, these matters are dealt with through *Pre-Release Access Orders*. The preamble to the *Code* states that the *Code* will apply as if it included these orders.

The requirement in question concerning pre-release access comes in 2 parts. The first is in relation to the relevant Scottish Order, the second is in relation to the final sentence of Protocol 2 Practice 7, which states in full:

Subject to compliance with the rules and principles on pre-release access set out in legislation, limit access before public release to those people essential for production and publication, and for quality assurance and operational purposes. Publish records of those who have access prior to release.

In producing this draft requirement we have interpreted the phrase in the *Act* 'any matter relating to the granting of pre-release access' to mean any matter about who is granted pre-release access and for how long. In that sense, the *Code of Practice* requirement to publish records of those who have access prior to release does not contradict the *Scottish Order*; nor does it further constrain pre-release access beyond what is already required by the *Order*.

Your email suggests that Protocol 2 Practice 7 relates to access for quality assurance purposes rather than to statistics in their final form which are the proviso of the pre-release Orders. Protocol 2 does not make any explicit distinction between pre-release access to statistics in their final form and before they are in their final form. However, this matter is discussed in the Authority's full report on the *Code of Practice (Code of Practice for Official Statistics; Report on the Consultation and the Principals and Procedures for Assessment)*, which can be found at the following link:

<http://www.statisticsauthority.gov.uk/reports---correspondence/reports/report-2.pdf>

Paragraph 23 of that report states:

Because pre-release access is defined in the Act to refer only to statistics in their final form prior to publication, the question of the treatment of statistics *before* they reach that final form remains a matter for the *Code of Practice*. Thus there are references in Protocol 2 of the Code to principles governing access to statistics before publication. These references do not apply to statistics in their final form.

This appears to be a reference to Protocol 2 Practice 7, particularly where that practice states 'limit access before public release to those people essential for production and publication, and for quality assurance and operational purposes.' Again, however, we see the last sentence of the practice, to 'publish records of those who have access prior to release', as being separate from the granting of access. On that basis, we have included a requirement in the draft assessment reports to publish records of those who have pre-release access to the statistics in their final form.

I hope that helps to clarify our thinking on this particular requirement in the draft assessment reports. I do appreciate that there are shades of grey in these interpretations and it would be very helpful if you were able to set out your views on this in replying to my email of 17 August. The Authority Board will wish to consider this issue carefully and will be keen to take into account the views of the Scottish Government.

As you note in your email, the *Scottish Order* already requires these details to be made available to anybody on request but does not require these details to be published. In setting out your views on the draft requirement, it would be helpful to know whether the Scottish Government has a principled objection to publishing this information.

(3) Email reply from Julie Landsberg (Scottish Government) 20 August 2009

On pre-release access, our reading of Section 11 of the Act is that it is quite clear that the *Code of Practice* may not deal with any matter relating to the granting of pre-release access to official statistics - the Act further specifies that the appropriate authority (i.e. Scottish Ministers) provides for the rules and principles and critically they include "the conditions subject to which pre-release access may be granted".

I agree that the last sentence of Protocol 2 Practice 7 is ambiguous in its wording, but under the terms of the *Act* it can only be taken to apply to other forms of access prior to release. The fact that this is not made explicit in the *Code* is unfortunate and we feel the *Code* would benefit from amendment in this respect. We note that the commitment to publish was not in the draft *Code* (which said "maintain records").

On whether we have a principled objection to publishing this information, informally our concern is that this would add an unnecessary level of bureaucracy to provide information that is rarely, if ever, requested. We consider that having it available on request is perfectly adequate, we should though make sure we have a clear statement on relevant web pages to say that this information is available. Would the Authority be content with this approach? More formally the key principle here is that the assessment should be against the *Scottish Parliamentary Order*. As you know we plan to review our pre-release *Order* and could consider this matter if the Authority requests.

(4) Email comments from Rob Wishart (Scottish Government) 24 August 2009

On publishing pre-release access lists, Julie has raised with you the issue that this is not a requirement of our pre-release *Order* and that it is inappropriate to assess our compliance against the *UK Order*. That is the key principle at stake here. Beyond that we have not

## SA(09)47 - General Issues Arising From Assessment of Scottish Surveys

consulted Ministers on whether there is an objection in principle to the specific requirement under discussion so what we said in the earlier e-mail is just our view. This is arguably a practical objection rather than an objection in principle although one of our principles is that the practices should not add unnecessary bureaucracy.





**Annex C   Draft section 5 for pending assessment report for the Scottish Household Survey**

This Assessment Report will be published on the UK Statistics Authority website in due course.

Published Assessment Reports are available at:

<http://www.statisticsauthority.gov.uk/assessment/assessment-reports/index.html>



## SA(09)48 - Assessment Report 10 - Scottish Health Survey

This document has been published on the UK Statistics Authority website.

To see the document go to:

<http://www.statisticsauthority.gov.uk/assessment/assessment-reports/assessment-report-10--scottish-health-survey--15-september-2009.pdf>



## SA(09)49 - Assessment Report 11 - Scottish House Condition Survey

This document has been published on the UK Statistics Authority website.

To see the document go to:

<http://www.statisticsauthority.gov.uk/assessment/assessment-reports/assessment-report-11--scottish-house-conditions-survey--15-september-2009.pdf>



## SA(09)50 - Assessment Report 12 - Scottish Crime and Justice Survey

This document has been published on the UK Statistics Authority website.

To see the document go to:

<http://www.statisticsauthority.gov.uk/assessment/assessment-reports/assessment-report-12--scottish-crime-and-justice-survey--15-september-2009.pdf>

