



National Audit Office

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COMPTROLLER AND
AUDITOR GENERAL**

**HC 465
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21 OCTOBER 2009**

Measuring Up

How good are the Government's data systems for monitoring performance against Public Service Agreements?

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National Audit Office

Measuring Up

How good are the Government's data systems for monitoring performance against Public Service Agreements?

Fifth Validation Compendium Report
A review of the data systems underpinning
2008-11 Public Service Agreements

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Amyas Morse

Comptroller and
Auditor General

National Audit Office

15 October 2009

Good data help Departments to: improve programme management and performance; assess whether they need to revise policies and programmes; allocate resources and make other policy decisions; and report reliably to the public and Parliament on their achievements.

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This report can be found on the
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Summary

1 The Government introduced Public Service Agreements (PSAs) in 1998 to promote performance improvement and to increase accountability for Government resources, by defining the key outcomes expected. Good data help Departments to: improve programme management and performance; assess whether they need to revise policies and programmes; allocate resources and make other policy decisions; and report reliably to the public and Parliament on their achievements.

2 In 2007 the Government reduced the number of Public Service Agreements (PSAs), focusing on its highest priority, cross-cutting outcomes from some £589 billion of annual expenditure. The 30 PSAs are underpinned by 152 indicators used to measure and report progress. The National Audit Office (NAO) examines the quality of the data systems underlying PSAs. During 2008/09 we covered the PSAs led by:

- Communities and Local Government (CLG)
- Department for Environment, Food and Rural Affairs (DEFRA) (including PSA 27 transferred to the Department for Energy and Climate Change (DECC))
- Department for International Development (DfID)
- Department for Transport (DfT)
- Department of Health (DH)
- Government Equalities Office (GEO)
- Foreign and Commonwealth Office (FCO)
- Home Office (HO)

Detailed findings for each data system are published on our website: http://www.nao.org.uk/publications/0809/measuring_up_psa_validation.aspx¹.

3 For each PSA indicator we assess whether the lead Department has ensured adequate systems of control to mitigate the risk of significant error in the accuracy of reported data, the specification and operation of the data system and whether Departments have reported results transparently. That enables us to say whether each system is:

- Fit for purpose;
- Broadly appropriate but in need of strengthening; or
- Not fit for purpose.

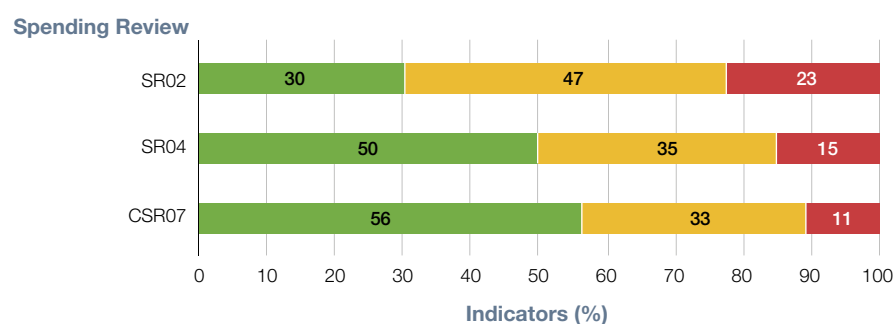
¹ Data systems related to tackling terrorism are classified and are being validated separately, so not included here.

4 **Figure 1** shows that 89 per cent of data systems are at least broadly appropriate for measuring progress against their PSA indicator – an improvement when compared with previous sets of PSAs. The improvement in ratings is modest, but it has been achieved over a period when many of the PSA indicators have changed. There has also been a qualitative improvement in the clarity and presentation of PSA monitoring information. Delivery Agreements and associated Measurement Annexes make it easier to understand the contributions expected from each partner under a PSA and the significance of any issues arising in measuring progress. HM Treasury (HMT) also require clearer reference to actual data in performance reporting. Taken together these changes represent a useful increase in the rigour and transparency of progress reporting.

5 There is, nevertheless, scope for further improvement. In reducing the number of PSAs and national targets the Treasury placed “a premium on the use of high quality, timely data” (2007, Cm 7227) requiring Departments to have robust measurement systems by the start of the Spending Review in April 2008. It is therefore unsatisfactory that 33 per cent of systems have weaknesses, and 11 per cent of systems remain unfit for purpose. Some of the common weaknesses in data systems included:

- inadequate matching to the complexity of the specified performance indicator;
- inadequate risk identification, and weak controls over known risks; and
- lack of transparency in disclosing unavoidable limitations in data quality.

Figure 1
Overall results by Spending Review period

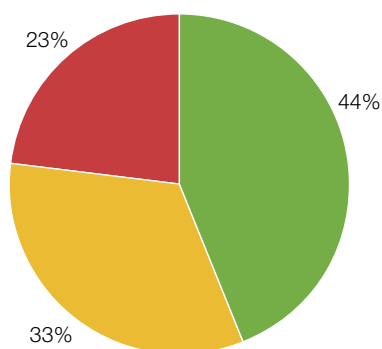


Source: National Audit Office analysis

Many of these weaknesses stemmed from a lack of formal consideration by Departments of the quality of data needed for effective PSA monitoring, and an associated lack of formal risk assessment. While the Treasury issued good, comprehensive guidance on the development of indicators, Departments did not consistently apply it, and the Treasury did not enforce its application.

6 The Treasury also introduced Departmental Strategic Objectives (DSOs) to cover the wider span of Departmental business and form the 'top-line' of each Department's business plan. Some DSOs are new objectives, whilst others are derived from previous PSAs or existing business plans. The intention was for a clear line-of-sight to exist from the Government's top priorities (PSAs), through Departmental objectives to the activities and outputs secured from Departmental expenditure. Publishing DSOs has increased the transparency of the overall framework for performance management in central Government. However, in practice, the line of sight has been obscured by weak association of DSO indicators to relevant PSAs, and so weak ability to track the costs of PSAs. Validation of the data systems underpinning DSOs (**Figure 2**) for the reviewed Departments, which manage expenditure of £134 billion (CSR07 07-08 baseline), showed them to be weaker than those for PSAs. More than half need strengthening, which, assuming an average spend per data system within each Department, undermines performance reporting for around £59 billion.

Figure 2
Summary of validation conclusions
for DSOs Indicators for the eight
assessed Departments



Source: National Audit Office analysis (n=252)

Overall conclusions and recommendations

7 PSAs were introduced ten years ago. Our results show a continued, if small, improvement in the quality of the underpinning data systems, which has been achieved alongside a restructuring of both the overall framework and the underpinning indicators and metrics. However, clear weaknesses remain and the rate of improvement has slowed considerably. At the current rate of progress, it will take a long time to achieve a fit for purpose position. Making the necessary improvements to data systems will require a more determined effort by the Treasury and by Departments. The following recommendations include key points we have made in previous years, and re-emphasise the need to build data quality into management systems from the outset.

The following recommendations are designed to improve current performance reporting and accountability.

8 Specification of indicators and data systems

Many of the more serious problems in data systems were sourced in weak indicator or system design, and a failure to apply known “good practices”.

HM Treasury should:

- Hold Departments to account for implementing improvements in current weak data systems as detailed in published NAO findings².

Departments should:

- Review the measurement requirements of new PSAs to ensure that all key elements of performance are well-defined and measurable;
- Continue to evaluate existing data sources to assess their suitability for PSA monitoring purposes without compromising performance management and accountability by using data sources that do not offer the required validity or precision; and
- Ensure that the basis for claiming success is clear and reasonable, taking into account the ability of the data system to measure progress beyond chance or error.

² Our detailed methodology and audit findings for each lead Department can be found on our website: http://www.nao.org.uk/publications/0809/measuring_up_psa_validation.aspx.

9 Operation of data systems

More than a third of systems lacked proper controls over data collection, processing or analysis. Data quality considerations must be embedded in routine risk identification and management.

HM Treasury should:

- Require adequate risk assessment and risk management plans for current PSA monitoring, and as a precondition to agreeing future measurement systems.

Departments should:

- Specify the quality of data needed to monitor progress, assess the risks to data quality, and the adequacy of procedures and controls to mitigate or manage those risks.
- Devise systems to detect errors in outturn data, including potential over or under-counting.
- Ensure that they assess risks to data from external sources, and take steps to gain assurance that the data provided are of adequate quality.
- Specify clear management and oversight responsibilities for data quality.

10 Reporting of data

Transparent public reporting is essential to public accountability. Almost a fifth of Departmental performance reporting of PSA indicators lacked clarity.

Departments should:

- Keep published technical information on indicators up-to-date, including a record of changes made to associated data systems.
- Disclose limitations to data quality in reports to management boards and to the public, and present all the information necessary to place performance information in context.
- Specify criteria for success against each indicator.

11 Future Frameworks

We also have a number of recommendations for any future developments of the overall performance framework. A performance management framework for Government must enable the transparent management of Government priorities and spending. There is no single discipline that leads on performance accounting or reporting, and no associated standards.

HMT should:

- Develop performance accounting and reporting standards to promote a consistently high standard of performance measurement and reporting.
- Review the arrangements for agreeing measurement systems and increase the degree of challenge before final agreement.
- Recognise that new indicators and systems pose increased risk and reflect that in its scrutiny of departmental proposals.
- Develop clearer guidance on dealing with the potential conflicts of measuring progress against national priorities, and restricting monitoring burdens placed on local bodies.

Departments should:

- Set out the measurement requirements of new performance measures to ensure that all key elements of performance are well-defined and measurable, and assess the risks to data quality and the adequacy of procedures and controls to mitigate or manage those risks.
- Select, as accountability measures, only indicators of performance where they have adequate and attributable influence over progress.

Part One

Introduction

1.1 Our validation work:

- provides Parliament and the public with assurance that Departments are operating sound data systems for the purposes of monitoring and reporting progress against their PSAs and DSOs; and
- supports better performance management by helping to improve the quality of Departments' data systems.

The Performance Management Framework in Central Government

1.2 The Comprehensive Spending Review in 2007 (CSR07) set a new performance management framework. The PSAs were developed by lead Departments in line with guidance from, and agreed with, HM Treasury. Lead Departments have overall accountability for monitoring, evaluation and reporting on the PSAs they lead. PSAs are managed via a Delivery Board chaired by the Senior Responsible Officer in the lead Department. In many cases, data systems supporting a PSA indicator may be owned and managed by contributing Departments. In such cases, lead Departments have a clear oversight and challenge role to ensure the data provided is robust and reliable. Contributing Departments are also responsible for ensuring that the data system used to provide PSA data is fit for purpose and, as such, share responsibility for the robustness of the PSA data. In these circumstances, the named Data Quality Officer, introduced in response to previous NAO recommendation, will be from the contributing department³.

1.3 Departments set out how they will measure performance and assess progress against their PSA indicators in a published Measurement Annex, which details:

- baselines, definitions of key terms, and how success will be assessed;
- a description of the data sources that will be used, including who produces the data and any quality assurance arrangements; and
- the data quality officer responsible for quality assurance of the data⁴.

³ In section three we report our findings by lead Department. The full details of contributing Departments can be found in PSA Delivery Agreements as below.

⁴ Delivery Agreements can be accessed via the HM Treasury website: http://www.hm-treasury.gov.uk/pbr_csr07_index.htm.

1.4 We apply the following definitions:

Data system – the complete process by which all performance data are collected, analysed and reported for an indicator.

Data stream – an individual part of the system contributing one element of the source data for a system e.g. a survey, may provide the numerator of a ratio and the Census, the denominator.

1.5 Departments report progress against PSAs and DSOs twice a year in their annual Department Report and Autumn Performance Report.

The NAO's approach to validation

1.6 Our validation approach is risk-based, using good practice principles for data systems agreed by HM Treasury and other central bodies⁵. We have summarised previous validation results in Compendium reports in 2005, 2006, and 2007.

1.7 For each PSA indicator, we assess whether the lead Department has established and operated adequate systems of control to mitigate the risk of significant error in reported data. We do not validate the quality of the PSAs as policy objectives or provide a conclusion about the accuracy of the outturn figures included in the Departments' public performance statements. Sound data system controls reduce but do not eliminate the possibility of error in reported data. In examples in Part 3, we identify the potential errors in actual data caused by weak data systems.

1.8 We examine the risks and controls under three main headings:

- **Specification of data system:** whether the data used are relevant to the PSA indicator, adequately covering all significant aspects of performance.
- **Operation of the system to collect, process and analyse data:** whether the system is well-defined, documented, and capable of producing data that are reliable and comparable over time.
- **Reporting of results:** whether reporting is clear, transparent and comprehensive, providing latest outturn data for all significant elements of the indicator and explaining any data quality issues.

⁵ See NAO website: www.nao.gov.uk/performance measurement.

1.9 We provide a conclusion for each data system, based on its adequacy to meet the requirements of reporting performance against the specified indicator. Where it is not possible to cost-effectively address all significant risks to data quality, we assess whether the Department has explained fully the implications of such limitations.

1.10 If the Department had not developed the data systems needed to report progress, we conclude that the data system is not fit for purpose⁶. Where a Department has specified but not yet operated a data system, we have limited the scope of our conclusion to the system's design.

⁶ Previously we used a 'white' rating for systems that were not established or in the very early stages of operation, but Treasury guidance was clear that data systems should be ready for the start of the CSR period.

Part Two

Validation Results – Overview

Indicator Sets

2.1 HM Treasury guidance states that each PSA should be supported by outcome-focused indicators to measure progress. Departments were not required to select indicators that measure all aspects of PSA performance, but to strike a balance between measuring the outcome, as stated in the overall PSA and associated Delivery Agreement, and the availability of appropriate data, including the cost of new data. We assessed whether the resulting indicators provided a reasonable overview of progress by mapping any significant areas of performance not measured, and determining each indicator as a valid measure of the intended performance. The assessment considered any potential bias in the indicator sets and the transparency of the indicators in meeting the general perceptions of a lay reader. In making the assessment we only sought to highlight material failings.

Out of 13 PSAs:

- for eight the set of indicators selected were reasonable;
- for three the set of indicators selected were reasonable, but weaknesses in the coverage of some of the individual indicators led to weaknesses overall. For example, PSA 15 (led by GEO) is to address the disadvantage that individuals experience because of their gender, race, disability, age, sexual orientation, religion or belief but the data system cannot measure sexual orientation robustly.
- for the remaining two, improvements to the scope of indicators as a set would afford a better overview of progress against the PSA. (**Figure 3**).

Figure 3
Indicator sets where improvements to the scope of indicators as a set would afford a better overview of progress against the PSA

PSA 5 (led by DfT): Deliver reliable and efficient transport networks that support economic growth.

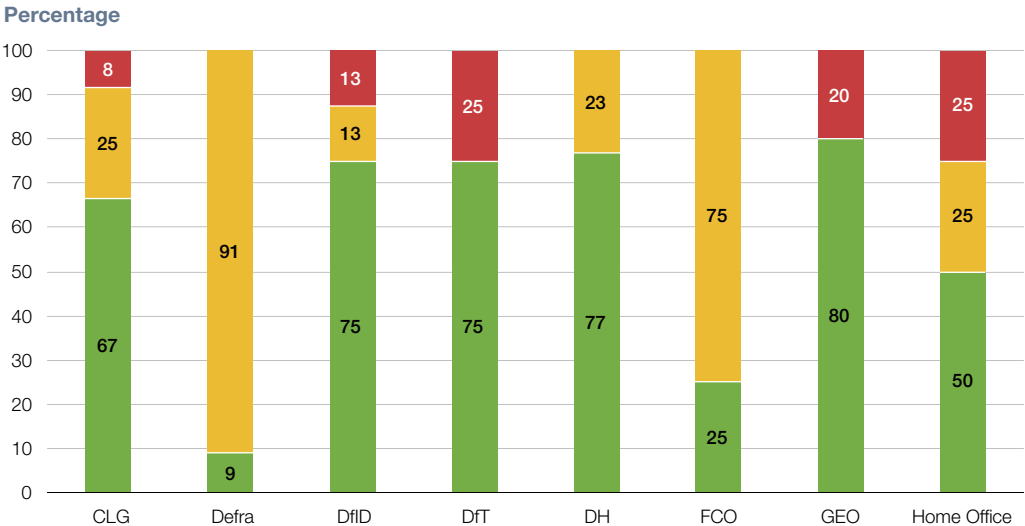
- Did not include any measure of train reliability and punctuality, a key element within the PSA, although relevant data are available.
- A measure of value for money has been based on planned action rather than actual performance.

PSA 27 (led by DECC): Lead the global effort to avoid dangerous climate change. Of six indicators, one measures global carbon dioxide emissions, one measures global trading in emissions, three UK environmental/economic characteristics, and one the cost-effectiveness of Government policies to cut emissions. But the indicators do not address the quality of UK leadership.

Overall Results

2.2 Figure 4 shows there was wide variation in the quality of PSA data systems between the eight lead Departments. This is partly due to difference in the measurement challenges, and the complexity of data systems. But it also reflects differing approaches to data quality management.

Figure 4
PSA data systems validation results by lead Department



Source: National Audit Office analysis

2.3 Many of the data systems show distinct strengths such as:

- good systems of risk control;
- regular and frequent reporting on PSAs to the management board;
- a named senior officer responsible for the data quality of PSAs and indicators;
- integration of PSA indicators into the Department's operational framework; and
- an annual process of review of data streams.

2.4 Some of the common weaknesses are:

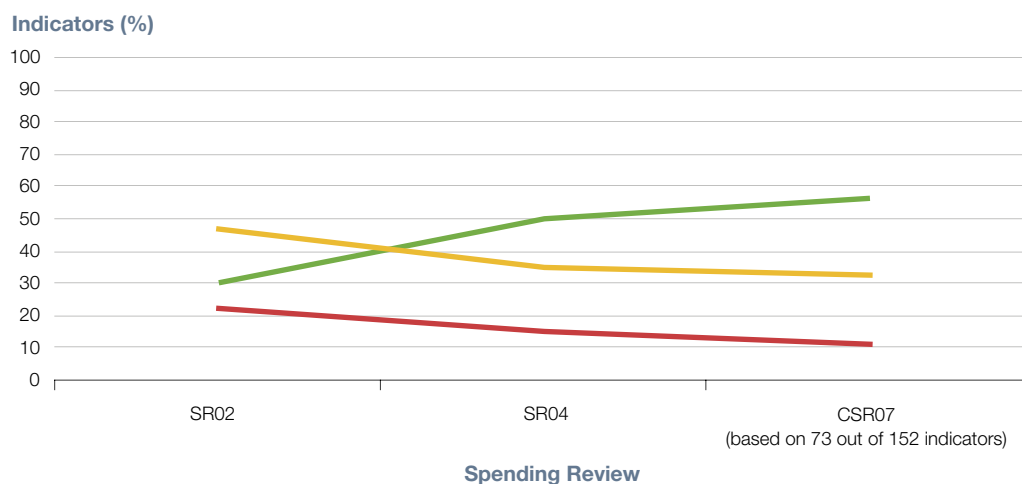
- inadequate matching to the complexity of the specified performance indicator;
- lack of clarity on how to judge success;
- limitations which could not be remedied cost-effectively were not adequately disclosed;
- systems not yet in place or fully operational;
- inadequate controls over known risks – such as double-counting or consistent application of data definitions; and
- a lack of assurance over the quality of data provided by third parties.

Many of these weaknesses arise because Department's had not formally considered the quality of data needed for effective PSA monitoring, or made a risk assessment.

2.5 **Figure 5** overleaf shows an increase in the proportion of data systems that are fit for purpose. Given the premium placed on the use of high quality data by HM Treasury, however, it is unsatisfactory that 11 per cent of systems are not fit for purpose and a further 34 per cent require strengthening. The picture for the data systems underpinning DSOs is worse, with 44 per cent fit for purpose, 32 per cent broadly appropriate but in need of strengthening, and 24 per cent not fit for purpose.

Figure 5

Overall results for PSA data systems by Spending Review period



Source: National Audit Office analysis

Factors Associated with High Data Quality

2.6 Our findings show these to be:

- **The strength of governance or management oversight** – if sound, indicators were more likely to be rated as fit for purpose, if not, the data systems were more likely to be inadequate. For example, the Department for International Development has a quality assurance structure which ensures a sound response to the weaknesses in source data collected to report on the international Millennium Development Goals.
- **The stage of development of the indicator or data system** – indicators from the previous spending review were more likely to be fit for purpose, as were indicators supported by existing or long-standing data streams. New data systems were more likely to need strengthening.
- **The type of data stream used to collect the data** – data from surveys were more likely to be fit for purpose than administrative data streams. They were more likely to have been designed to monitor outcomes, and usually set up and overseen by professional statisticians. In addition, data systems designated as National Statistics were more likely to be fit for purpose if they were well-matched to the performance objectives of the PSA. However, there is often a trade-off for the quality of survey data against frequency of reporting and therefore its use in performance management.

- **Transparency** – disclosure of any limitations in the data system help readers avoid misinterpretation of reported performance. For example, data may be fit for the purpose of measuring trends even though they consistently over- or under-report actual performance or miss out sub-populations. The British Crime Survey is a well controlled data system used by the Home Office to measure a number of indicators, including the level of confidence people have in the way that the police and local council are dealing with crime and anti-social behaviour, but it does not report data from young people, communal residences, or businesses. The Home Office fully disclose these limitations when using it to report performance.

Part Three

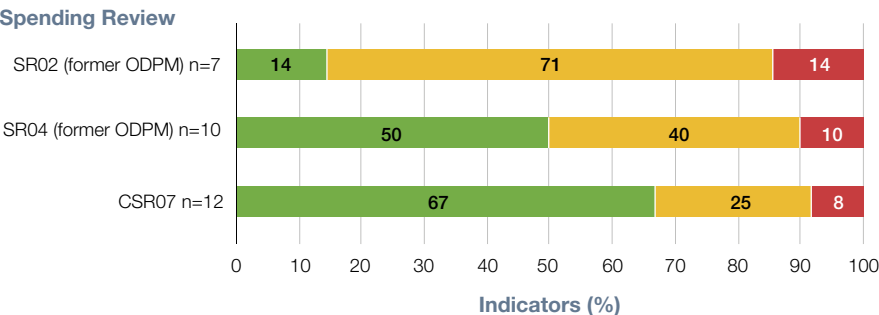
PSAs by lead Department

Department for Communities and Local Government

Lead for: PSA 20: Increase long-term housing supply and affordability; and PSA 21: Build more cohesive, empowered and active communities.⁷

Underpinned by 12 indicators – see Appendix One for individual ratings.⁸

Figure 6
CLG: percentage of PSA indicators by rating and spending review



NOTE
The number and detail of indicators varies across spending reviews.

3.1 The Department compares well against others for data system quality, particularly as all the indicators were new at the start of CSR07. Their success is partly due to the use of well-established survey data, partly due to a tighter focus on fewer indicators, and partly due to an improvement in the governance of data quality.

3.2 The Department has integrated PSA indicators into its business plan and performance reports. Data quality is considered on many levels within the Department. The Department has an Evidence Strategy Group, chaired by the Director General Finance and Corporate Services, which is responsible for the Department’s strategy on data quality. This Director General has Board level responsibility for data quality. The Head of Profession for Statistics has day to day responsibility. Directors General and Programme Boards are responsible for risk management on individual PSA indicators.

7 CLG receives data for 1 indicator from DCMS contributing to PSA 21, included here under CLG accountability for the PSA.
8 In addition our detailed methodology and audit findings for each Department can be found on our website: http://www.nao.org.uk/publications/0809/measuring_up_psa_validation.aspx

Members of staff receive training appropriate to their roles with regular reviews of their performance management needs. The Department has formal mechanisms for identifying and assessing areas of risk and reporting these to the Board.

3.3 The Department has measurement annexes for all of its PSA indicators, setting out the definition of the indicator and the relevant data sources. Not all cases, however, have a written procedure note explaining how each indicator is calculated and how any outlying or missing data are to be addressed. Without these notes, it may be difficult to ensure data are comparable over time if staff responsible for analytical procedures change.

3.4 The data systems had largely been designed specifically to measure the PSAs and often operate annually (e.g. surveys). Some must inform action in Local Authorities (LAs) which has led the Department to use two levels of data collection. These approaches provide the data needed for strategic monitoring of progress against outcome objectives, but limit the frequency and timeliness of information, and can be expensive. These strategic outcome indicators therefore need to be well-aligned with management systems, which monitor relevant outputs and activities.

Case Study

National surveys may need to be supplemented if a PSA requires more detailed local insights

CLG is responsible for running the Citizenship Survey. The survey covers community cohesion, racial and religious prejudice and discrimination, active community participation, civil renewal and neighbourhoods.

It is conducted face-to-face with adults in England and Wales in their own households. Around 400 interviewers are required to interview the 15,000 people surveyed each year.

The Survey was designated as a National Statistic in 2008, so it complies with a Code of Practice designed to ensure high standards of data quality. In 2007-08 and 2008-09, the Department has contracted out the operation of the survey, including the collection and processing of data, to the National Centre for Social Research for some £2.5 million per annum. BMRB and Ipsos MORI are the contractors for the 2009-10 and 2010-11 Surveys.

The Survey contributes to the assessment of performance against five of the six indicators comprising PSA 21. These indicators are rated 'green' – fit for purpose' because the survey is well designed to capture the relevant information at a national level.

Citizenship Survey data are widely used to inform government policy by helping policy-makers understand what drives community cohesion, community participation and race relations both within the Department and other Departments such as the Home Office, Government Equalities Office and the Cabinet Office. For example, the community empowerment White Paper published in 2008, *Communities in Control: real people, real power*, was based on evidence provided by the survey.

The survey data can be analysed at a regional level but more local data are needed in order to understand and address the needs of individual communities. The new Place Survey is a biennial postal survey run by LAs, under the guidance of the Department, and the data are collated by the Audit Commission. This Survey is designed to capture local people's views and includes a few of the same questions as the Citizenship Survey, so it will be able to provide a local perspective of the national picture presented by PSA 21 indicators 1, 3 and 4. The data from the Place Survey will be of more use to local government and local partnerships which are responsible for effecting change and improvement in particular local communities. Although national data for the three indicators are available from both the Citizenship Survey and the Place Survey, each survey has been designed for a different purpose. The Citizenship Survey provides a national comparator for the LAs when interpreting their local data from the Place Survey. The Place survey provides aggregated local data to enable LAs to compare themselves with each other.

The Place Survey requires a sample size of 1,100 in each district of England but, with funding being provided to LAs through the Revenue Support Grant. The total cost of the 2008 survey was an estimated £7.7 million.

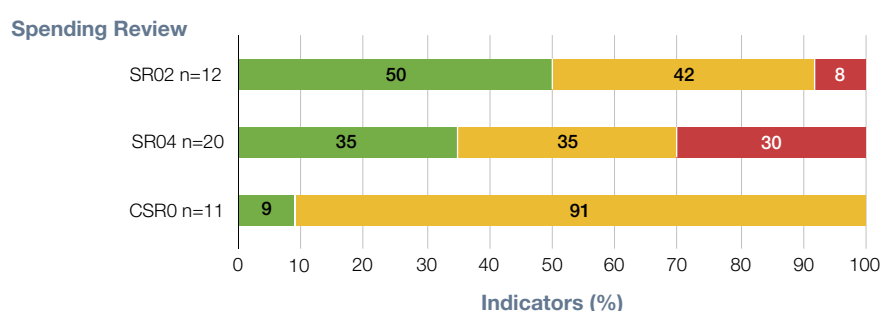
Department for Environment, Food and Rural Affairs (DEFRA)⁹

Lead for: PSA 27: Lead the global effort to avoid dangerous climate change; and PSA 28: Secure a healthy natural environment for today and the future.

Underpinned by 11 indicators – see Appendix One for individual ratings.¹⁰

Figure 7

DEFRA: percentage of PSA indicators by rating and spending review



NOTE

The number and detail of indicators varies across spending reviews.

3.5 Defra (and now DECC) have difficult areas to measure. They achieved results well above average in our review of data systems underpinning PSAs in the 2002 Spending Review, but its systems have subsequently got worse in 2004. Under CSR07 the Department has established broadly appropriate data systems for all the indicators specified under CSR07. While the substance of performance priorities has been similar across the Spending Reviews, under CSR07 the majority of the monitoring indicators have changed. We have concerns in two main areas:

- whether some of the indicators can measure DEFRA or wider UK Government performance in pursuing policy goals. For example, in PSA 27, an indicator charting global CO₂ emissions does not help identify the UK's contribution to progress. Whilst the PSA is supported by a DSO that tracks the UK's contribution to international climate negotiations, the PSA indicators which centre on Government activity cover only part of its impact on the problem; and
- limitations in DEFRA's internal data management processes and documentation, which, if addressed, would add to the control of broadly appropriate data systems.

3.6 DEFRA (and now also DECC) recognises that it needs to develop its overall structure for ensuring data quality management. DEFRA's Head of Profession for Statistics is taking on this responsibility. In particular, DEFRA should improve its approach by implementing an overall strategy for quality control of data. It needs to ensure that individual data quality officers are fully supported and trained in their

⁹ Including PSA 27 transferred to the Department of Energy and Climate Change (DECC) in October 2008.

¹⁰ In addition our detailed methodology and audit findings for each Department can be found on our website: http://www.nao.org.uk/publications/0809/measuring_up_psa_validation.aspx

roles. A clear mechanism for identifying and assessing risks to indicators needs to be established and processes need to be fully documented. Where DEFRA is obtaining data on PSA indicators from external sources, it needs to more fully demonstrate it has appropriate checks, for example, where they do not already exist, agreeing Service Level Agreements with third parties setting out DEFRA's data quality assurance requirements.

3.7 The Case Study opposite illustrates the difficulties of establishing clear and useful measurement indicators.

Case Study

Detailed design of an indicator affects its usefulness

Under PSA 27, the Government aims to lead the global effort to avoid dangerous climate change. Indicator 6 seeks to show, for all new government policies intended to lead to reduced greenhouse gas (GHG) emissions, whether the cost of reducing greenhouse gas emissions is less than the cost of the damage the emissions would have done. The indicator compares cost estimates of planned greenhouse gas reductions with those for the damage the emissions would have caused. The latter cost is estimated using the Shadow Price of Carbon.¹ The indicator is the proportion of CO₂ equivalent tonnes saved, the cost of which fall below the Shadow Price of Carbon.

The indicator draws on Impact Assessments (IAs) produced by different government Departments. For all new policies where the originating Department expects to produce a GHG saving above an agreed threshold, the Department must complete a carbon assessment in line with guidance that DEFRA agreed with the Inter-Departmental Analyst Group. This assessment sets out the greenhouse gas savings expected to result from the policy and forms a part of the overall impact assessment, which is approved by the relevant Minister prior to publication. The data system is broadly appropriate to measure the indicator but we have concerns about the design of the indicator and the operation of the data systems.

- Under the PSA, this indicator is attributable to UK Government action. All programmes are subject to Impact Assessments (whether they increase or decrease emissions) but the indicator captures only the cost-effectiveness of policies that reduce greenhouse gas emissions. It does not report on the effect of policies which might increase emissions or the net impact of all Government policy on emissions. The narrow scope of the indicator might therefore mislead a reader.
- The indicator shows the cost-effectiveness of policies compared with the shadow price of carbon but not the relative cost-effectiveness compared with other ways of cutting emissions. It gives no understanding of the net effect of Government policies on climate change, or an explicit account of whether new policies are having an appreciable impact on the overall problem.²
- While there is guidance available to inform impact assessments, broader NAO review of impact assessments shows they can be of varying quality.³ A review in 2009 found marked differences between the best and worst IAs, and variations in quality between different elements; in particular, there was insufficient analysis of evidence in the weaker IAs.
- The indicator draws on policy proposals to reduce emissions so collates planned carbon reductions and costs, not results or actual costs. Post-hoc evaluation would be needed to measure actual savings and costs.

This indicator is clearly relevant to the PSA, but its limited scope and its focus on plans rather than achievement restricts its value as a performance indicator.

NOTES

- 1 The SPC captures the damage costs of climate change caused by each additional tonne of greenhouse gas emitted, expressed as carbon dioxide equivalent (CO₂e) for ease of comparison. It is used to value the increase or decrease in emissions of greenhouse gases resulting from a proposed policy.
 - 2 The Departmental Annual Report did publish the total emission reductions above and below the shadow price of carbon alongside the indicator.
 - 3 See *Delivering High Quality of Impact Assessments* (HC128, 2008-09) para 4.
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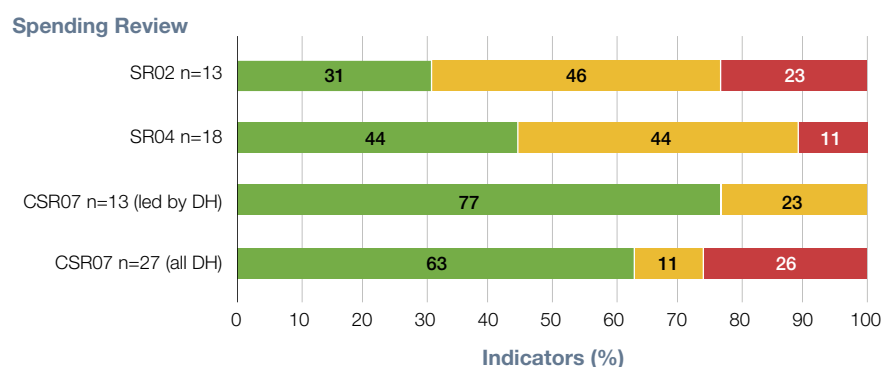
Department of Health

Lead for: PSA18, to promote better health and well-being for all; and PSA 19, to ensure better care for all.

Underpinned by 13 indicators – see Appendix One for individual ratings.¹¹

Figure 8

Department of Health: percentage of PSA indicators by rating and spending review



NOTE

The number and detail of indicators varies across spending reviews.

3.8 The Department has improved data system quality for its own PSAs, alongside a focus on fewer national targets. The Department has tried to improve the reliability and utility of PSA indicators. The indicators are integrated into the NHS Operating Framework and Vital Signs. The Department monitors and analyses its performance against its PSAs and the underlying indicators with a lead policy officer, a lead analyst, and statistical team for each indicator. If the Department uses an external data source, it specifies the data quality required in a service level agreement. And if data are collected at a local level, the Department supplements local controls with central checks of quality and completeness.

3.9 Although the Department has improved data quality for its own lead PSAs, it needs to apply similar rigour to data systems it manages in order to provide data to others. The lead Department for cross-cutting PSAs often relies on the data systems of other Departments. The Department of Health provides data for 14 such indicators:¹² for example, on childhood obesity led by DCSF and on drugs and alcohol led by the Home Office. Half of these additional data systems are not fit for purpose. The overall position is therefore less encouraging than for the Department led PSAs alone.

3.10 The Vital Signs programme assigns each indicator to one of three levels: a National Requirement (Tier 1), against which all Primary Care Trusts (PCTs) must “provide assurance of progress”; a National Priority for Local Delivery (Tier 2), where all PCTs

¹¹ In addition our detailed methodology and audit findings for each Department can be found on our website: http://www.nao.org.uk/publications/0809/measuring_up_psa_validation.aspx

¹² Some of these findings will be published under the relevant PSA in 2009, interim findings can be found on the NAO website.

must agree a plan for delivery but performance management by DH is risk-based; or Local Action (Tier 3), where “DH would not expect to be involved in performance management”.¹³ PSAs represent the highest priorities of Government but, 40 per cent of the indicators set for PSAs are not consistently reflected as national priorities in the Vital Signs framework. For example, only 9 out of 150 LAs selected the indicator ‘Adults in contact with secondary mental health services in settled accommodation,’ as a local priority,¹⁴ which is part of PSA 16 (on Socially Excluded Adults) led by the Cabinet Office.

3.11 When performance data are produced by local organisations, the Department does not always have sufficient evidence of, or ability to influence, local data controls, as exemplified in the case study overleaf.

Case Study

Indicator definition needs to consider data reliability as well as indicator validity

LAs provide a range of services to help elderly, disabled and other vulnerable people to live independently in their own homes. The services range from advocacy, befriending, and the provision of talking books to meals-on-wheels, bathing, and other home care support.

PSA 18, Indicator 4 measures the number of individuals who receive such services, as a proportion of the adult population. LAs provide some services directly but they also fund services that are provided by voluntary and other organisations such as national cancer care charities, specialist drug action groups and local dial-a-ride services.

In 2007-08 LAs provided some £271 million for more than 7,200 schemes, and in one sample week in November 2007 alone, these schemes provided services to nearly 300,000 adults across England.¹

LAs ask the organisations they fund to collect details, for a sample week, of the number of people to whom they have provided services. The LA collates the data and submits them with data on directly provided services in a return to the NHS Information Centre.

There are limitations in data on grant-funded services; small organisations often have limited capacity to collect and report data; the collection of user information may be restricted by confidentiality requirements; and it may be difficult for LAs to collect data for services provided by dozens of organisations.

These circumstances lead to a significant degree of double-counting if people have:

- received services from voluntary and other organisations as well as services directly from the LA; and
- accessed more than one grant-funded service (or the same service more than once) in the survey week.

The NHS Information Centre has estimated that the first factor alone causes over-counting of about 20 per cent. The guidance to grant-funded organisations states that they should not include in their return people they serve who are in receipt of a care plan, and thus part of the LA return. The DH requests LAs to estimate the number of people who will be doubled counted. There is no guidance on how to form this estimate although LAs have to provide contextual information about how they produce their estimate. In the most recent report by the NHS Information Centre, only 35 per cent of LAs estimated double-counting and only 25 per cent of those who did had a high degree of confidence in their estimates. The LAs with which we discussed this issue recognised that it represented a significant weakness in the dataset. They have sought to reduce over-counting through discussion with the organisations providing the data, reviews of the data submitted and comparisons with their own records. But they recognise that despite their efforts – which are restricted by limited resources available – a high level of double-counting remains.

Data subject to such potential inaccuracy are of limited use in measuring performance. LAs and staff we spoke to doubted the system could be made more reliable without spending disproportionate resources.

Indicator 4 provides a good example of the interaction between the specification of an indicator, the reliability of associated data systems and the usefulness of resulting statistics. A “person” based measure might be ideal, but if unreliable it could be of less use than an accurate “service episode” measure. Any increase in either type of measure could demonstrate increased support through social care to help people live independently in their own homes – the underlying policy objective.

NOTES

1 NHS Information Centre. *Community Care Statistics 2007/08: Grant Funded Services (England)*.

Source: NAO analysis and NHS Information Centre reports

13 Department of Health – Operational Plans 2008-9-2010-11 – published January 2008.

14 Selected under Local Area Agreements as part of the agreed set of 35 priority indicators.

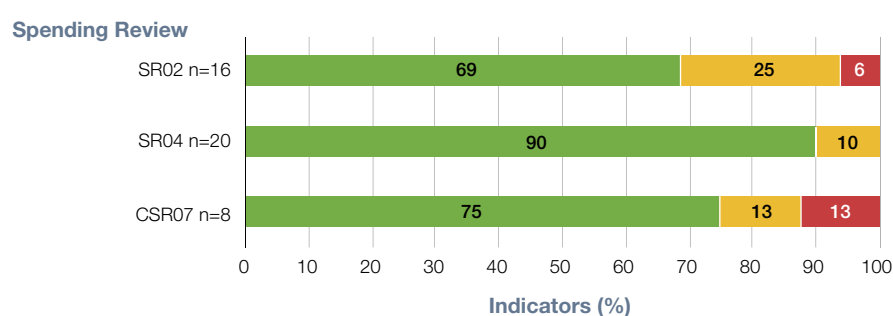
Department for International Development

Lead for: PSA 29: Reduce poverty in poorer countries through quicker progress towards the Millennium Development Goals.

Underpinned by eight indicators – see Appendix One for individual ratings.¹⁵

Figure 9

DfID: percentage of PSA indicators by rating and spending review



NOTE

The number and detail of indicators varies across spending reviews.

3.12 DfID often relies on international data systems with limitations beyond its control: for example, internationally published sources dependent on weak national statistical systems in the developing countries. Our validation ratings are frequently positive because the Department fully reports the limitations of the data systems rather than because of the inherent reliability of the systems. The slight worsening of the position under CSR07 was due to one indicator where country level data was not available at that time to an appropriate standard. DfID has now reported progress for 14 out of 22 PSA countries against this indicator in its Annual Report 2009.

3.13 We found that there was a sound control environment in the Department, which provided a good level of support to the PSA system – including quarterly reports to the Management Board. The Board uses the bi-annual performance review meetings to hold Divisions to account for their contribution to delivery of the PSAs. DfID emphasises the importance of data quality and communicates this to all staff. Staff also have a good understanding of their role in the PSA process with appropriate segregation of duties.

3.14 The main problem, illustrated in the case study, is that where data are based on weak national statistical systems in developing countries they are subject to wide margins of error. However, the Department is aware of this and made appropriate disclosures in the Autumn Performance Report (APR) and also made reference to the work it is doing to improve the quality of data and collection methods.

¹⁵ In addition our detailed methodology and audit findings for each Department can be found on our website: http://www.nao.org.uk/publications/0809/measuring_up_psa_validation.aspx

Case Study

Data need to be sufficiently timely and frequent to support reliable decision-making and accountability

PSA 29, Indicator 1 measures the percentage of the global population living on less than \$1.25 a day at 2005 prices to help assess whether the PSA objective of reducing poverty is being achieved.

The data are collected by the World Bank from a range of country sources. They are based on household and other surveys covering income and expenditure. In many countries, these surveys are conducted only every 3-5 years. Surveys that measure the cost of an equivalent basket of goods in different countries are conducted less frequently – the most recent was in 2005. The Department acknowledges the limitations of such data. The infrequency of surveys mean there may be no new data for some countries in the PSA period; data are also subject to time-lags and gaps.

The Department is helping to build the quality of data systems in developing countries, but it will be many years before such systems are able to provide timely and frequent data to inform monitoring. It also illustrates the difficulties in interpreting high level outcome indicators: even with regular information, it would be difficult to assess DfID's specific contribution to any changes.

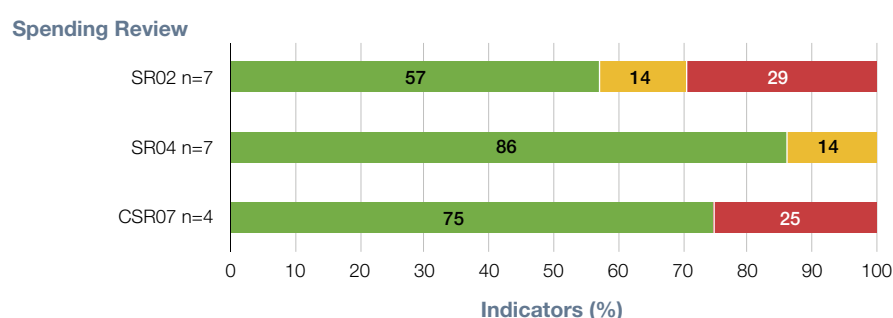
Department for Transport

Lead for: PSA 5: to deliver reliable and efficient transport networks that support economic growth.

Underpinned by four indicators – see Appendix One for individual ratings.¹⁶

Figure 10

DfT: percentage of PSA indicators by rating and spending review



NOTE

The number and detail of indicators varies across spending reviews.

3.15 The percentage of data systems that are fit for purpose has decreased: one of four indicators was new and did not have an established data system at the time of our review. We noted a weakness in the design of the indicators set, which does not cover the whole of the PSA. For example, indicators do not cover a key part of the PSA by measuring the contribution of transport to economic growth.

3.16 We found robust data systems where long-standing indicators had been embedded into Departmental business management. Aspects of good data governance were in place: for example, the Department had nominated a Senior Reporting Officer for the PSA, who oversaw quarterly reporting of PSA indicators to the Board. The Department recognises, however, the scope to improve the governance and reporting framework for PSA indicators, by more clearly defining associated roles, responsibilities and processes.

3.17 The Department has set some indicators over which it has limited influence; for example, the reliability of road transport is measured by the total delays (in minutes) for the worst 10 per cent of delayed journeys. The measurement of this indicator is robust, but these delays are often caused by weather conditions or traffic accidents over which the Department has limited control. However, the Department and Highways Agency manages performance by the time saved in reducing serious delays through a programme of interventions. The Department and Agency have a target to save at least 1.7 million hours vehicle delay through its Reliability Delivery Plan over the 2007 CSR period. It uses modelling to determine the difference that interventions have made to delays experienced. The model contains assumptions, and so is subject to judgements

¹⁶ In addition our detailed methodology and audit findings for each Department can be found on our website: http://www.nao.org.uk/publications/0809/measuring_up_psa_validation.aspx

but it offers a more direct assessment of action taken in addressing delays to road journeys. The Department and Highways Agency are reviewing options for a better measure for reporting reliability performance.

Case Study

Data systems need to reflect reliably all key elements of an indicator

PSA 5, Indicator 3 measures the level of capacity and crowding on the rail network. The Department is seeking by 2013-14 to increase capacity to accommodate an expected increase of 14.5 per cent in rail passenger kilometres from 2008-09, while achieving the train load factors specified in the Government's High Level Output Specification (HLOS) for the railway.

The Department aims to achieve these aims by procuring additional carriages to lengthen trains on existing services, to introduce additional trains and to run more intensive timetables on the network where current capacity is insufficient to meet forecast demand. Capacity is assessed by reference to a High Level Output Specification, and the individual franchise specifications that result from applying it. The Department's reporting against capacity has suffered from some weaknesses. For example, one of the requirements of Indicator 3 is to report progress against the milestones towards the delivery of additional capacity. In its Autumn Performance Report 2008, the Department reported 423 carriages procured, but did not disclose that none of the carriages had yet been introduced to service and therefore affected capacity.¹

The data system to measure crowding on the rail network is still under development, and was not in place from the start of the spending review period. More recent Franchise Agreements include a general requirement for Train Operating Companies to fit a specified percentage of their rolling stock with automated passenger count equipment, which improves the quality and quantity of data that can be used to estimate crowding. The coverage of this equipment is improving gradually, with about half of the 16 Train Operating Companies managed by the Department in England and Wales having some 25 per cent of their rolling stock equipped. Other sources of passenger counts are from ticket sales, ad hoc surveys, the National Rail Travel Survey, electronic ticket gates and manual passenger counts. The Department has not yet defined what would be sufficient coverage, or when this would be in place, to allow crowding to be accurately measured against the indicator.

The Rail Passenger Counts Database (RPCD) will seek to collect from a range of information sources and develop the sources further by establishing quality standards, standardisation of protocols for data collection and transmission, and identification of gaps in data sources. The Department considers the data currently available as being of sufficient quality to report against all but one of the crowding indicators: at present it is not possible to report on passenger kilometres by route. Alternative statistics will be derived from ticket data for monitoring purposes meantime. The Department considers the data currently available, therefore, as being of insufficient quality to report against the crowding indicator overall.

Long lead times for infrastructure upgrades and building new carriages place a premium on reliable status information to form the basis of forecasts and system modelling, and the Department needs to improve data and bring in new systems in order to ensure such information is in place to enable the management of performance. The Department continues to work to this end.

NOTE

¹ As of September 2009, the Department had successfully contracted 550 passenger carriages some of which had already entered service, although the majority had not.

Foreign and Commonwealth Office (FCO)

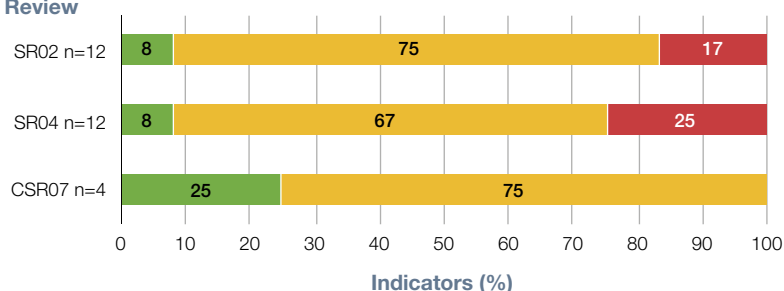
Lead for: PSA 30: Reduce the impact of conflict through enhanced UK and international efforts.

Underpinned by four indicators – see Appendix One for individual ratings.¹⁷

Figure 11

FCO: percentage of PSA indicators by rating and spending review

Spending Review



NOTE

The number and detail of indicators varies across spending reviews.

3.18 The percentage of data systems fit for purpose has improved – though 25 per cent fit for purpose relates to just one out of four indicators. The relative difficulty for the FCO in achieving fully ‘fit for purpose’ indicators has to be seen in the context of the complexity in defining the ‘impact of conflict.’ It is also practically difficult to collect reliable data across the world, or to attribute reductions in impacts to FCO action.

3.19 For two of the indicators, however, the data were not available until two years after the period under measurement, and another indicator was based on internal FCO assessments without any external validation. In developing PSA 30, the FCO have introduced all new indicators to provide a better picture of the situation in conflict countries.

¹⁷ In addition our detailed methodology and audit findings for each Department can be found on our website: http://www.nao.org.uk/publications/0809/measuring_up_psa_validation.aspx

Case Study

Disclosure of data limitations is particularly important where data sources are weak, or conflicting, or difficult to interpret

Indicator 2 to PSA 30 (led by the FCO) is designed to assess trends in the impact of conflict in certain countries and regions (Afghanistan, Iraq, the Balkans, the Middle East, Sierra Leone, the Democratic Republic of the Congo and the Great Lakes, the Horn of Africa, Nigeria and Sudan). The indicator is measured against five sub-indicators:

- State effectiveness (e.g. the quality of governance in a country, the prevalence of the rule of law);
- number of refugees and internally displaced persons;
- number of battle deaths;
- trends in child and infant mortality; and
- GDP per capita growth.

The FCO measures these sub-indicators using data from a number of international institutions such as the World Bank, UNHCR and UNICEF. Some of the data sets are more robust than others, and the FCO has to use the most reliable data sources available to it.

For example, the reporting of battle deaths in Iraq. Estimates drawn up from a variety of organisations differ considerably, and vary according to the method of collection. The UK Government considers that records of civilian deaths are best monitored by the Iraqi Government.

In relation to child/infant mortality statistics in Israel/Palestine, the FCO uses UNICEF figures, however full surveys are only carried out every four to five years with interim updates. While there are other sources of data, there are large variations in their estimates and few agree with each other with estimates for, albeit slightly differing populations and timescales, between 15.3 and 25.3 deaths per 1,000 live births.

There are also significant time-lags of up to two years between the conflict situations and when the official data are produced. To improve the timeliness of the information, the FCO asks its offices abroad to make provisional assessments of the five sub-indicators based on proxy data or anecdotal evidence. Whilst these provisional assessments are valuable and improve the availability of management data, they are also subject to limitations as there is no way of knowing how accurate these assessments are when they are made.

Government Equalities Office (GEO)

The Government Equalities Office was established as a Department in its own right in October 2007.

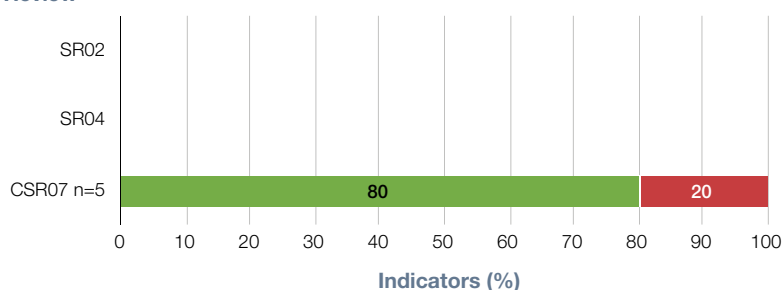
Lead for: PSA 15: Address the disadvantage that individuals experience because of their gender, race, disability, age, sexual orientation, religion or belief.

Underpinned by five indicators – see Appendix One for individual ratings.¹⁸

Figure 12

GEO: percentage of PSA indicators by rating and spending review

Spending Review



NOTE

The number and detail of indicators varies across spending reviews.

3.20 At the time of our audit, the Department was in its infancy and so its performance in establishing robust data systems is notable. The indicators are all based on established data systems and surveys designated under the National Statistics code of practice.

3.21 The Department has made considerable effort to integrate the indicators within its PSA into its operational and performance management activities. In doing so, it has been able to refine some of the indicators and to make them more relevant to its work, as illustrated below.

3.22 At the time of our review there was no senior officer with responsibility for data quality or formal policy or strategy in respect of data quality. There were also no formal arrangements at a corporate level for the identification and management of risk, or operational Audit Committee to which risk management issues could be reported. But this was partly because the Department was new and still developing these arrangements.

¹⁸ In addition our detailed methodology and audit findings for each Department can be found on our website: http://www.nao.org.uk/publications/0809/measuring_up_psa_validation.aspx

Case Study

In reducing the number of indicators used, Departments need to check that measurement of a topic area remains valid

Indicator two is intended to be a combined measure of the proportion of people from specified groups (age, gender and disability) who reported that they had choice and control in their lives, compared to the proportion who reported that they had not. This is then compared with the choice and control reported by the wider population. Data would be collected through new questions in the Office for National Statistics' Omnibus Survey, covering access to assistance, equipment, flexible working and caring arrangements that enabled independent living.

Under CSR07 the Government sought to minimise the number of indicators underpinning PSAs. For example, under SR04, 17 different indicators were tracked on 'gender equality' several of them measuring flexible working arrangements, child care opportunities, the gender pay gap and the representation of women in senior management. In significantly reducing the total number of indicators used, GEO used similar survey questions for gender, age and disability groups. Due to the timescales involved, the PSA indicators were signed off before substantive data were received from the new questions in the Omnibus Survey used to measure indicator two.

Initial data became available early in 2008, but did not show a disadvantage between the population and age or gender groups. For example, women reported more flexibility in working arrangements than men. Previous indicators had measured the availability of flexible arrangements to support women but not the comparison with men. The Department realised that the indicator did not capture key aspects of inequality across the three different groups and removed age and gender from the indicator.

HM Treasury have approved changes to the indicator: it now focuses entirely on improving the choice and control that disabled people experience. In future the indicator will be defined as 'Disabled people's perceived level of choice and control in their daily lives'. The gender pay gap is measured elsewhere in PSA 15. The indicator still captures the availability of assistance and equipment for older disabled people but not those of choice and control for older people. Other indicators on civic participation and workplace discrimination still include both age and gender.

Home Office

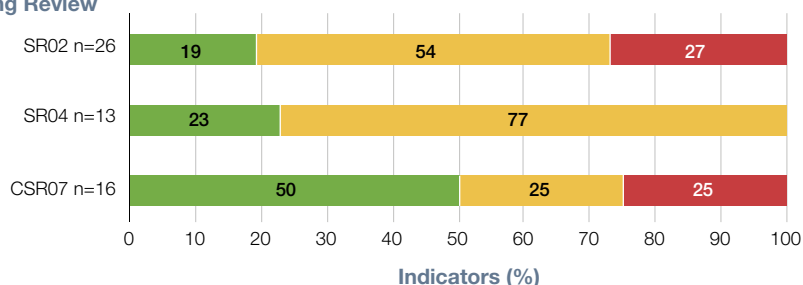
Lead for: PSA 3: Ensure controlled, fair migration that protects the public and contributes to economic growth; PSA 23: Make communities safer; and PSA 25: Reduce the harm caused by Alcohol and Drugs.^{19 20}

Underpinned by 16 indicators – see Appendix One for individual ratings.²¹

Figure 13

Home Office led PSA indicators by rating and spending review

Spending Review



NOTE

The number and detail of indicators varies across spending reviews.

3.23 There has been a substantial improvement in the percentage of indicators rated 'green' (from 23 per cent for the Home Office led SRO4 PSAs to 50 per cent for its CSR07 PSAs). But the percentage of systems rated as 'red' has also increased, in part reflecting data systems which are not fully established.

3.24 The improvement reflects concerted Departmental efforts since 2006 to improve its understanding of the quality of the data it generates and uses to report progress against PSAs and in other types of performance management. By July 2008, each of the Department's principal data streams had been through three iterations of an annual review process, being awarded a star rating according to the results, up to a maximum of three stars. To date, the process has led to improvements in a number of data streams and has raised awareness of data quality throughout the Department.

¹⁹ PSA 26: Reduce the risk to the UK and its interests overseas from international terrorism – which is subject to restricted access due to its sensitivity, and will be validated separately.

²⁰ The HO receives data for two indicators from DH and two indicators from MOJ (NOMS) as contributing Departments to the PSA, included here under HO accountability for the PSA. The HO contributes data on one indicator to a PSA led by MOJ which will be reported in the next compendium report.

²¹ In addition our detailed methodology and audit findings for each Department can be found on our website: http://www.nao.org.uk/publications/0809/measuring_up_psa_validation.aspx

3.25 The increase in the number of 'red' rated indicators in part reflects data systems that are not fully established. For example, the CSR announced that the Home Office will lead on PSA 3 (controlled, fair migration) which has five indicators. The announcement included specified investment of over £400 million in a new e-Borders system, which will allow people to be counted in and out of the country. Our findings were that data systems for two of the five PSA 3 indicators – delivering robust identity management at the UK Border, and, by the effective management of migration, reducing vacancies in shortage occupations – were not yet established, and so were rated 'red'. The data systems are now being put in place as part of the UK Border Agency's planned programme of work.

3.26 We also found weaknesses in the specification of two red-rated indicators and their associated data systems: PSA 23, Indicator 6 (serious reoffending), and PSA 25, Indicator 3 (drug related offending). The Home Office had not published quantified success criteria for these indicators and as a result, there is a risk that depending on the level of change achieved, it may not be possible, to determine whether apparent improvement is real or random variation in the data. In addition, for some other indicators where a statistically significant change is required for success, the Department had not produced and published robust and transparent confidence intervals accounting for both random variation and reporting errors relating to the level required for a statistically significant change to be achieved.

Case Study

The need to distinguish trends from statistical noise in data systems

This case study illustrates a situation where a number of issues add up to make a data system unreliable. The Home Office discloses some of these issues when reporting but there is not enough information to enable a reader to distinguish underlying changes in performance from variation caused by weaknesses in the data systems.

Under PSA 23, the Government aims to make communities safer by reducing crime and tackling anti-social behaviour. Indicator 6 seeks to demonstrate a reduction in re-offending through improved management of offenders by measuring the level of serious re-offending. Serious offences include acts of violence against the person and sexual offences as well as certain crimes involving firearms, drugs or explosives.

The indicator measures the number of offenders who go on to commit a serious re-offence, expressed as a proportion per 100 offenders. To determine performance, the Ministry of Justice monitors an annual cohort of offenders who have been discharged from a custodial sentence or who have commenced a community sentence. The indicator counts serious offences committed by them in a 12-month period, provided these offences are proven in court within six months of the end of the monitoring period.

The level of serious re-offending is extremely low at around 300 each year. In the Home Office 2009 Autumn Performance Report, this translates to a serious re-offending rate of less than one per 100 offenders. Given the small size of this population, any error in data collection could have a significant impact on reported performance.

We identified a number of issues likely to affect assessment of progress:

- Completeness of crime reporting is a key issue in measuring re-offending. Only 43 per cent of violent crimes are reported to the police, although these figures exclude some more serious offences for which reporting rates are likely to be higher. The indicator measures and reports *proven* re-offences, which is not clear in the main statement of the indicator in the published Delivery Agreement. Detection rates for all crimes are 28 per cent, with rates for violent and sexual offences at 49 per cent and 31 per cent, respectively.¹
- The Department's own analysis shows that, for example, only 73 per cent of violent re-offences and 62 per cent of sexual offences against children committed in the two years following an offender's release take place during the first year. The decision to measure the level of serious re-offending in only the first year was a balance between loss of completeness and the need for timely performance information, but in this case, the total sample generated is too small to robustly assess statistically significant small changes.
- The time taken to secure convictions and delays in entering convictions onto the relevant database means that the data may not be complete at the end of the six month data collection period. The average time in 2007 between a serious offence taking place and trial proceedings being completed was 118 days – nearly four months. The time taken to record convictions is variable. Our analysis in February 2008, for example, found that in some forces court results were input consistently within ten days of conviction, but that in others the average processing time was more than a month and that in some cases results were not input until nearly three months after conviction. Analysts therefore have to build in a delay beyond the six month data collection period, in order to ensure the data set is as complete as possible when reported.

The impact of these issues is that the level of proven serious re-offending measured using this data system may have a wide error margin. With such a small total population of proven serious reoffences, small changes in the speed of processing and recording cases could cause slight changes in measured performance that had nothing to do with underlying change in proven serious reoffending. In addition, changes in rates of crime reporting and detection may have an impact on the reliability of this measure of proven serious reoffending as a proxy for serious reoffending. The published criterion for success, however, is just a reduction – 'serious reoffences will be reduced by 2011'. The Home Office needs to ensure work is completed to produce confidence intervals accounting for both random variation and reporting error in the data.

NOTE







¹ HO Statistics Bulletin 2007-08.

Appendix One







Summary of validation conclusions for each data system by lead Department

DCLG led

PSA 20: Increase long term housing supply and affordability

Indicator	Description	Rating
1	Number of net additional homes provided	
2	Trends in affordability	
3	Number of affordable homes delivered (gross)	
4	Number of households in temporary accommodation	
5	Average energy efficiency ratings for new homes	
6	Local planning authorities to have adopted the necessary Development Plan Documents, in accordance with their Local Development Schemes, to bring forward developable land for housing in line with PPS 3	

PSA 21: Build more cohesive, empowered and active communities

1	The percentage of people who believe people from different backgrounds get on well together in their local area	
2	The percentage of people who have meaningful interactions with people from different backgrounds	
3	The percentage of people who feel that they belong to their neighbourhood	
4	The percentage of people who feel they can influence decisions in their locality	
5	A thriving third sector	
6	The percentage of people who engage in culture or sport	






DEFRA/DECC led**PSA 27: Lead the global effort to avoid dangerous climate change**

Indicator	Description	Rating
1	Global CO ₂ emissions to 2050	●
2	Proportion of areas with sustainable abstraction of water	●
3	Size of the global carbon market	●
4	Total UK greenhouse gas and CO ₂ emissions	●
5	Greenhouse Gas and CO ₂ intensity of the UK economy	●
6	Proportion of emissions reductions from new policies below the Shadow Price of Carbon	●









PSA 28: Secure a healthy natural environment for today and the future

1	Water quality	●
2	Biodiversity	●
3	Air quality	●
4	Marine heath	●
5	Land management	●









DH led**PSA 18: Promote better health and well-being for all**

Indicator	Description	Rating
1	All Age All Cause Mortality (AAACM) rate	
2	Gap in All Age All Cause Mortality (AAACM) rate between England and spearhead areas	
3	Smoking prevalence	
4	Proportion of people supported to live independently (all ages)	
5	Access to psychological therapies	





PSA 19: Ensure better care for all

1	The self-reported experience of patients/users	
2	NHS-reported referral-to-treatment times for admitted patients	
3	NHS reported referral-to-treatment times for non-admitted patients	
4	The percentage of women who have seen a midwife or a maternity healthcare professional by 12 completed weeks of pregnancy	
5	Long-term conditions	
6	GP Services	
7	Healthcare Associated Infection rates – MRSA	
8	Healthcare Associated Infection rates – <i>Clostridium difficile</i>	

DfID led**PSA 29: Reduce poverty in poorer countries through quicker progress towards the Millennium Development Goals**

1	Proportion of population below US \$1 (PPP) per day	
2	Net enrolment ratio in primary education	
3	Ratio of girls to boys in primary, secondary and tertiary education	
4	Under-five mortality rate	
5	Maternal mortality ratio	
6	HIV prevalence among 15-49 year old people	
7	Proportion of population with sustainable access to an improved water source	
8	The value (in nominal terms), and proportion admitted free of duties, of developed country imports (excluding arms and oil) from low income countries	






DfT led**PSA 5: Deliver reliable and efficient transport networks that support economic growth**

Indicator	Description	Rating
1	Journey time on main roads into urban areas	
2	Journey time reliability on the strategic road network, as measured by the average delay experienced in the worst 10 per cent of journeys for each monitored route	
3	Level of capacity and crowding on the rail network	
4	Average benefit cost ratio of investments approved over CSR 07 period	






FCO led**PSA 30: Reduce the impact of conflict through enhanced UK and international efforts**

1	A downward trend in the number of conflicts globally, in particular in sub-Saharan Africa, Europe, Central and South Asia, the Middle East, and North Africa	
2	Reduced impact of conflict in specific countries and regions (Afghanistan, Iraq, Balkans, Middle East, Sierra Leone, Democratic Republic of Congo and the Great Lakes region, Horn of Africa, Nigeria and Sudan)	
3	More effective international institutions, better able to prevent, manage and resolve conflict and build peace	
4	More effective UK capability to prevent, manage and resolve conflict and build peace	







GEO led**PSA 15: Address the disadvantage that individuals experience because of their gender, race, disability, age, sexual orientation, religion or belief**

1	Gender gap in hourly pay	
2	Level of choice, control and flexibility to enable independent living	
3	Participation in public life by women, ethnic minorities, disabled people and young people	
4	Discrimination in employment	
5	Fairness of treatment by services	




Home Office led**PSA 3: Ensure controlled, fair migration that protects the public and contributes to economic growth**

Indicator	Description	Rating
1	Deliver robust identity management systems at the UK border	
2	Reduce the time to case conclusion of asylum applications	
3	Increase the number of enforced removals and voluntary departures year-on-year	
4	Increase the proportion of 'higher harm' enforced removals and voluntary departures	
5	By the effective management of migration, reduce vacancies in shortage occupations	

PSA 23: Make communities safer

1	All recorded violence with injury	
2	The level of serious acquisitive crimes	
3	Public confidence in local agencies dealing with the anti-social behaviour and crime issues that matter to people in their local area	
4	Perceptions of anti-social behaviour	
5	Adult and Young Offender Proven Re-offending	
6	The level of serious re-offending	

PSA 25: Reduce the harm caused by Alcohol and Drugs

1	Percentage change in the number of drug users recorded as being in effective treatment	
2	Rate of hospital admissions per 100,000 for alcohol-related harm	
3	The rate of drug-related offending	
4 & 5	The percentage of the public who perceive drug use or drug dealing/ drunk and rowdy behaviour to be a problem in their area	