COMBAT POVERTY AGENCY

POVERTY REDUCTION INDICATORS

A DISCUSSION PAPER

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Contents

ACKNOWLEDGEMENTS

1. INTRODUCTION AND SUMMARY

In January 2001, the Combat Poverty Agency commissioned the New Policy Institute to undertake research into the use of poverty reduction indicators. The study was carried out within the context of a process set up to review the targets and establish indicators under the National Anti-Poverty Strategy (NAPS). Various working groups had been established to propose new targets and indicators in 7 key thematic areas which included education, health, housing, income, unemployment, rural, and urban. 3 cross-cutting themes were also identified which each working group had to incorporate into their discussions; these included women, children and older people, giving a total of 10 subject areas in total being examined.

The objectives of the research were to provide information on relevant indicators of poverty reduction, drawing on national and international experience, to provide data requirements for the poverty reduction indicators, and to provide a structure for assessment. Rather than try to come up with definitive conclusions, the idea behind the research was to contribute to the debate through providing material to support the development by the NAPS Unit of an 'official' list of indicators for the future strategy. As well as supporting this process through its discussion of possible subjects for indicators, this report also aims to help subsequent monitoring through its discussion of possible definitions of indicators for particular subjects.

It takes the form of a handbook which is designed to provide practical assistance in the process of indicator selection and definition. As such, it provides:

- *An introduction to the use of poverty reduction indicators (Chapter 2)*, including a discussion of the differences between indicators and targets.

- *Criteria for indicator selection (Chapter 3)*. In effect, these proposed criteria provide a basis for excluding particular indicators, for example, on the grounds that they are not obviously to do with poverty (e.g. because they are not more prevalent for lower income groups than the rest of the population) or that they are not practical (e.g. because the relevant data is not available).

- *A discussion of possible indicators (Chapter 4)* for each of the 10 topics identified as key to the anti-poverty strategy (e.g. income, education, children, rural, etc). This discussion aims to stimulate and focus the debate by identifying the key areas which the indicators should cover.

- *The indicator selection process (Chapter 5)*, which sets out a proposed process for indicator selection. Somewhat different processes are suggested for the subject-oriented topics identified (e.g. income, education, etc) than for the age, gender or geographic topics/groups identified (e.g. children, rural, etc).

The material is supported by a set of appendices – one for each topic area – which provide an initial assessment of the merits or otherwise of many of the possible indicators.

The Use of Poverty Reduction Indicators

An indicator is a number or set of numbers. As such, it has to be defined in precise terms. It also requires that data is available so that it can be calculated. In practice, the greatest constraint on the selection of indicators is the availability of data and a major challenge will be to find the data which allows a comprehensive set of indicators to be selected, and to avoid a situation where data limitations mean that the set of indicators becomes unsatisfactory.

Indicators are typically used for two major purposes: to monitor changes over time and to monitor differences between different groups in the population. Whereas it may be reasonably safe to draw conclusions about trends and about differences between groups, the absolute numbers must be treated with more caution.

A second major challenge is to select a manageable number of indicators which adequately cover the wide range of issues associated with poverty such that they collectively provide a reasonably comprehensive picture of the extent and nature of poverty and how it is changing.

The choice of indicators is a less politically sensitive subject than the choice of targets. Indicators can be selected relatively freely and multiple indicators on the same subject can be used if need be. In theory, the set of indicators that are used should remain stable over time.

Proposed Criteria for Indicator Selection

It is suggested here that the total number of number of indicators should be between 50 and 100.

To be considered for inclusion as a poverty reduction indicator, a statistic should ideally meet all of the following criteria:

1. Have something to do with poverty (not just health, etc):
   - Is more prevalent amongst those on low incomes.
   - Is not entirely an issue of free choice.

2. Relate to something that one wants to monitor:
   - Is a matter of concern.
   - Is important in its own right.
   - Ideally, is indicative of wider conditions.

3. Be quantifiable on a regular and repeatable basis:
   - Is capable of precise definition.
   - Relevant, reliable and authoritative data is available (or at least obtainable).
   - Can be broken down by income group or equivalent (cf. criterion 1 above).
   - Data will be available on the same basis in the future.

4. Other:
   - Understandable, such that it cannot be mis-interpreted easily.
   - Robust to changes in government administrative rules.

A couple of these criteria merit further discussion. Taking "have something to do with poverty" first: one risk is that some of the selected indicators are more to do with the subject (e.g. health) than with poverty. For example, premature mortality is widely recognised as an important indicator of health outcomes. But premature mortality is on a downward trend largely because of developments in healthcare, food and non-smoking. So, premature mortality per se is arguably more to do with health than poverty. A more appropriate definition of a premature mortality *poverty reduction* indicator would be the difference between the levels of premature mortality amongst those on low incomes and for the population as a whole. Putting the point another way, poverty reduction indicators in the area of health should mainly be about health inequalities rather than just health per se. Generalising this point, a key criterion for any indicator to be a *poverty reduction* indicator is that it is more prevalent amongst those on low income than amongst the population more generally.

Second, taking "be quantifiable on a regular and repeatable basis": the Economic and Social Research Institute's (ESRI) Living in Ireland Survey provides sufficient data for a comprehensive range of income and deprivation indicators, with break-downs by age, occupation etc. also available. In all the other areas, however, data availability will be a major constraint, particularly given the wish for data which can a) be broken down by income group or equivalent and b) which is available on the same basis from year-to-year. So, selection of some of the indicators may well involve making the best pragmatic choice given the data that is available. It would, however, be very deleterious if important subjects were not adequately covered. Rather, we suggest that indicators in these areas still be selected, even if this means that once-off and partial data sources have to be used initially, and that these data gaps be explicitly flagged up for possible collection in the future.

Many of the criteria above will apply equally to all developed countries. In other words, the long list of possible indicators will be similar in Ireland as in other EU countries. The major exception to this is the data availability criteria, and thus it is these criterion which are in practice likely to dominate subsequent shortlisting. Views on topicality/importance will also have an impact in judging which of the possible indicators to prioritise (for example, rural poverty is clearly an issue of importance in Ireland, but is considered less so in the UK).

Possible Indicators

A summary list of possible indicators is provided in the table overleaf. Although presented separately by subject, it is vital that the total set of indicators emerging from the discussion process is reviewed as a whole to ensure that it is a coherent and balanced set.

Regarding particular areas, we suggest that:

- With *income and deprivation*, the indicators should cover both relative and absolute income measures, and should also cover lack of essential goods and services.

- With *unemployment and work*, the indicators should cover quality of work (e.g. low pay) as well as unemployment per se.

- With *education* and *housing*, the major challenge is likely to be data availability.

- With *health*, the key will be to select indicators which adequately reflect wider problems and which focus on health inequalities rather than health per se.

- With *children*, as well as education and health, the income, deprivation and unemployment of the household is also relevant. Another subject for possible indicator development is 'social stability', which would involve those things which make it difficult for children to lead a normal life.

- With *women*, any of the subject-related indicators could be relevant, looking for those which are markedly worse for women than for men. Beyond that, it is not clear what, if any, indicators could usefully be added which are specific to women.

- With *older people*, the income and deprivation, health and housing indicators are clearly relevant. Another broad area for possible indicator development is 'quality of life' covering such subjects as isolation, anxiety and support.

- With *urban*, any of the subject-oriented indicators could be relevant, looking for those which are markedly worse in deprived communities.

- With *rural*, any of the subject-oriented indicators could potentially be relevant, looking for those which are markedly worse in rural areas. Other broad areas for possible indicator development concern access to services and isolation.

The Suggested Indicator Selection Process

For each subject area (income, health, etc), the proposed process for selecting relevant indicators is as follows:

1. Identify the key topics to be covered, drawing on the discussion in chapter 4.

2. For each topic, identify a long list of possible indicators even those for which data might not currently exist, flagging these data gaps for possible collection in the future

3. Reduce each long list to a short list.

4. Select from the short list.

5. If there are no indicators, review possible data sources again.

For the age, gender and geographic topics, the proposed process is as follows:

-   Consider which of the subject-oriented indicators could usefully (and practically) be broken down, either by the group in question (gender, geography, etc) or by a related group of concern (female headed households, lone parents, farmers, etc).

-   Think about what, if any, other topics could usefully be covered and follow the same process as for the subject-oriented indicators. It is suggested that additional unique subjects only be included if there is a clear case for so doing and that, in some cases – such as women and urban – there might not be such a case.

Summary of Possible Indicators

Subject	Topic area	Possible indicators
Income	Relative low income (moving thresholds)	numbers below thresholds (40%/50%/60%, mean/median); income at the Nth percentile, and the ratio between this and average incomes
	Absolute low income (fixed thresholds)	as for relative income, but using thresholds fixed in time (adjusted for inflation)
	Deprivation	lacking basket of necessities; lacking particular necessities; lacking access to particular essential services
	Combination	the ESRI index (with either a fixed basket of goods and/ or one which is changed over time depending on society norms)
	Intensity	persistently on low income
	Reliance on benefits	numbers of people solely reliant on benefits; levels of basic state benefits
	Financial difficulties	numbers in debt; numbers with self-reported financial difficulties
Unemployment and work	Unemployment	IILO unemployment, numbers who want work; long-term unemployed; benefit levels
	Low pay at work	below minimum wage; below X% of average hourly earnings
	Quality of work	lack of access to training; job insecurity
	Polarisation of work	by geography, family type, housing tenure, qualifications, etc
Education and qualifications	School leavers	lacking basic qualifications, numeracy skills or literacy skills
	Younger children	lacking basic qualifications, numeracy skills or literacy skills
	Adults	lacking basic qualifications, numeracy skills or literacy skills
	Disrupted education	early leavers; excluded from school; truancy; bullying
Health	Overall mortality	concentrations of premature mortality
	Quality of life	long-standing illnesses or disabilities; other measures of morbidity
	Healthy lifestyles	obesity; drug/solvent/alcohol mis-use; smoking (or cancer rates)
	Children's health	low birthweight babies; nutrition; accidental deaths; infant mortality; respiratory illnesses; immunisation take-up rates
	Mental health	depression / anxiety; mental illness; suicides
	Access to healthcare	unclear, but should be outcome-oriented rather than input-oriented
Housing	Quantity	homelessness; temporary accommodation; affordable housing
	Quality	damp; over-crowding
	Fuel poverty	costs of essential utilities
	Risk	re-possessions; mortgage arrears
Children	Health	the relevant health indicators, some of which are child-specific
	Education	the relevant health indicators, some of which are child-specific
	Income	the relevant income indicators for households with children
	Work	the relevant work indicators for households with children
	Social stability	in care; in institutions (criminal/non-criminal); convicted of a criminal offence; under-age pregnancies; parents divorce
Women	All	other indicators, split by gender or by group of concern (e.g. lone parents, female-headed households)
Older people	All	other indicators , split by age (e.g. income, health, housing)
	All	other indicators, split by pensioner type (singles/couples, younger/older)
	Isolation	numbers who lack social interactions with others, including relatives; numbers of undiscovered accidents; numbers who lack a telephone
	Anxiety	numbers afraid of going out; numbers who worry about being burgled; numbers who worry about paying bills, e.g. for essential services
	Support	coverage of social care; waiting times for essential operations
Urban	All	relevant indicators, split by type of district electoral division (as defined by a combination of population density and level of deprivation) by size of conurbation or by geography
Rural	All	relevant indicators, split by geography (rural/urban, large town/small town/village, remote/accessible rural, etc)
	Access to services	access to banks; access to village shops; time taken to reach essential services (e.g. health services)
	Isolation	lack of car ownership; access to public transport; levels of participation in civic society

2. THE USE OF INDICATORS

The material in this chapter provides an introduction to the use of poverty reduction indicators. The material is organised under the following headings:

- What is an indicator?
- How are indicators used?
- Why are indicators relevant to poverty reduction?
- How does an indicator differ from a target?
- What can be learnt from international thinking?
- Conclusions.

What Is An Indicator?

An indicator is simply a statistic (or set of statistics) which quantifies something. It can be a *number* (e.g. X households have an income below €Y), a *percentage* (e.g. X% of households have an income below €X) or a *ratio* (e.g. the average incomes of the poorest quarter of the population is 1/X of the average incomes for the population as a whole).

The key characteristic of an indicator is that it is a number. This requires that the indicator is clearly defined such that it can be quantified. Because an indicator is something specific, it is possible to have multiple indicators relating to a single subject. So, taking the low income example above, possible indicators could include:

- Proportion of people below 50% of average income.
- Proportion of *households* below 50% of average income.
- *Number* of households below 50% of average income.
- Number of households below *60%* of average income.
- Proportion of *lone parent* households below 60% of average income.
- Number of households below 60% of *median* income.
- Number of households below 60% of the *1995* median income.
- Number of households below 60% of median income in *three continuous years*.
- Etc.

It also requires that data is available which allows such quantification. In many cases, the choice of indicator will be restricted by data availability and the precise definition of the indicators will be influenced by the nature of the data available.

How Are Indicators Used?

In practice, indicators are used for two major purposes:
- To monitor changes over time.
- To monitor differences between different groups in the population.

In both cases, two statistics are being compared (either one year with another or one group with another). If these comparisons show clear trends or clear differences, then it can usually and reasonably safely be assumed that these trends/differences are real, even if there are some doubts about the precise calculations. This is because any biases in the calculations will, in most cases, apply to both of the calculations of the different years/groups and thus not materially affect the trend/differences.

Similarly, exclusion of small numbers is unlikely to make major differences to any clear trends. For example, if travellers are not included in any calculations relating to the overall population (because data for them is not known), this is unlikely to have a major influence on any trends because the number of travellers is relatively small compared to the overall population.

The corollary to this is that the absolute numbers must be treated with a great deal of caution. First, they may be affected by systematic biases in the data, for example, if the data comes from a survey in which certain groups of the population tend to be under-represented. Second, the actual numbers depend on the precise definition that has been used.

A few examples illustrate these points:

- Even if an earnings survey suggests that the number of people being paid less than half male median earnings has gone from 100,000 in 1995 to 200,000 in 2000, any statements about the actual numbers on low pay must still be treated with great caution as the survey might be systematically under-representing the numbers working in the informal economy.

- The numbers below contemporary half average income in Ireland have not changed much in the last five years. From this, it is reasonably safe to conclude that the levels of relative income poverty have not changed substantially over the last five years. In contrast, it is much more contentious to say that YYY people are in income poverty, as this depends on a (rather facile) judgement that all people below half average income are in income poverty and all people above half average income are not.

Why Are Indicators Relevant To Poverty Reduction?

The importance of poverty indicators comes from the fact that the prevalence of poverty is neither predictable nor directly controllable. Taking the income example from the previous page, the number of households on low income is affected by a complex mix of economic and social factors as well as a range of government policies. Thus measurement is needed to track changes over time and/or differential effects between different groups within the population.

This would be true even if poverty monitoring were limited to issues of income. But the subject of poverty is much wider, covering issues of health, education, housing, ownership of material goods and access to essential services, as well as income. Furthermore, trends might be different for different groups in the population (e.g. rural versus urban) and this requires monitoring as well. In this context, the table below summarises the aspects of poverty that are considered most relevant in Ireland, as illustrated by the remit of the various NAPS working groups.

	Everyone	Children	Women	Older people	Urban	Rural
Income						
Unemployment						
Education						
Health						
Housing						

The great challenge is to select a manageable number of indicators which adequately cover this wide range of issues such that they collectively provide a reasonably comprehensive picture of the extent and nature of poverty and how it is changing.

How Does An Indicator Differ From A Target?

The Irish government's use of statistics to monitor poverty reduction over the last few years has largely focused on the extent to which their anti-poverty *targets* are being met.

By definition, a target has to include an indicator. But a target also includes an objective which is defined in terms of a value of the indicator to be achieved over a specific period of time. For example, the target "*to reduce the proportion of the population who are 'consistently poor' from* (between) *9% and 15% to below 5% by 2004*" utilises the indicator "the proportion of the population who are consistently poor" and has the objective "below 5% by 2004".

So, a target needs an indicator. By contrast, indicators can be used without defining associated targets. It follows that indicators can be more numerous that targets and wider in their scope.

Furthermore, if government adopts a particular target, it implies that they are willing to be judged by the extent to which this target is achieved, and that actions can and will be taken to try and achieve the target. This makes the selection of targets a much more politically sensitive subject that the selection of indicators. Whether a particular indicator is selected to have a target associated with it, and what value that target is set at, are both politically important decisions. In such circumstances, the pressures are often to select subjects which government can directly influence (or is already influencing) and to adopt targets which are relatively easy to achieve. If there are doubts about a particular subject, then there are pressures to avoid setting targets for that subject.

The use of an indicator has fewer such inferences or sensitivities. As such, they can be more freely selected and their choice can be driven by what is judged to be important rather than by reference to particular government initiatives.

On a related point, it is suggested that, where possible, indicators should focus on outputs/outcomes rather than inputs/actions (e.g. educational achievement rather than educational participation). Input indicators are usually chosen for data availability reasons but they rely on the assumption that the statistic is highly correlated with the extent of undesirable outcomes. When this is not, in fact, the case there is a danger of drawing unwarranted conclusions. For example, if levels of *treatment* for drug mis-use increase, does it necessarily follow that drug mis-use is also becoming more prevalent?

Targets …	Indicators …
Tend to focus on subjects which government can directly influence, or at least which are the subject of policy initiatives	Can be wider in scope and more numerous in number, and ideally should focus on outcomes rather than inputs.
Can change over time, in terms of both the subjects covered and the numbers to be achieved	The set of indicators used should remain relatively stable over time

What Can Be Learnt From International Thinking

A review of the most recent, major international published reports and data sources is provided in Appendix K. The key conclusions from this review are as follows:

- The EU structural indicators, particularly those within the 'social cohesion' theme, are both relevant and important to the development of Irish anti-poverty indicators. They represent the direction of EU thinking and comprise statistics that are viewed as available in all EU countries, including Ireland.

- European thinking on 'social indicators' is still emerging, with a least two projects currently underway (the High Level Group on Social Protection and the Social Cohesion and Development Division of the Council of Europe) to make further proposals on future indicators.

- It is not clear how relevant the work of the world organisations (UN, WHO, World Bank etc) is to the development of the Irish anti-poverty indicators, as the focus is usually on third world poverty. The United Nations Development Programme does, however, provide a useful checklist against which the Irish indicators, once developed, can be checked for obvious omissions.

The proposals in the rest of this report for possible Irish indicators is consistent with the material in Appendix K.

Conclusions

An indicator is a number or set of numbers. As such, it has to be defined in precise terms. It also requires that data is available so that it can be calculated. In practice, the greatest constraint on the selection of indicators is the availability of data.

Indicators are used for two major purposes: to monitor changes over time and to monitor differences between different groups in the population. Whereas it is reasonably safe to draw conclusions about trends and about differences between groups, the absolute numbers must be treated with a great deal of caution.

One major challenge is to select a manageable number of indicators which adequately cover the wide range of issues associated with poverty such that they collectively provide a reasonably comprehensive picture of the extent and nature of poverty and how it is changing.

A second major challenge will be to find the data which allows a comprehensive set to be selected, and to avoid a situation where data limitations mean that the set of indicators becomes unsatisfactory.

The choice of indicators is a much less politically sensitive subject than the choice of targets. Indicators can be selected relatively freely and multiple indicators on the same subject can be used if need be. In theory, the set of indicators that are used should remain stable over time.

3. INDICATOR SELECTION: CRITERIA

The material in this chapter discusses the criteria that any indicator should meet if it is to be considered for inclusion as a poverty reduction indicator. The material is organised under the following headings:

- Number of indicators.
- Something to do with poverty.
- Something which is actually measurable in practice.
- Definition of the selected indicator.
- Conclusions.

In essence, the long list of possible indicators will be broadly similar for Ireland as for any other OECD country. The short list of indicators that are eventually chosen may, however, be significantly different from country to country depending on both judgements about those issues which are most important and on local data availability.

Number of Indicators

For reasons of practicality, only a relatively small number of statistics can serve as overall indicators of progress in poverty reduction. While other data can be used to support further investigation, the whole idea of indicators is to use the same set of clearly defined and regularly produced numbers over a period of time to give an overall 'headline feel' of the direction that things are moving in. It is suggested that 100 indicators is at the limits of manageability.

Collectively, the indicators need to cover all major aspects of poverty. As a minimum, they need to cover those subjects for which the NAPS working groups were set up, namely income, unemployment, education, health and housing. And they also need to cover those groups of the population for which working groups have either been set up (rural and urban) or which have been identified as cross-cutting themes (children, women and older people). It is suggested that 50 indicators would be a minimum to try and cover these 10 topics. [1]

Hence, we suggest that *the target number of indicators should collectively be between 50 and 100*.

Because the number of indicators is necessarily limited, *it is desirable that the chosen indicators reflect wider conditions, as well as being important in their own right*. For example, in the area of child health, the selection of an indicator becomes more attractive if it is also either a measure of more general living conditions (e.g. respiratory disease) or of health in later life (e.g. babies born under-weight).

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[1] This figure of 50 is based on 5 indicators per topic multiplied by 10 topics. As discussed later, many of the indicators for the three cross-cutting themes are likely to be population-based disaggregations of the 'working group' indicators. Hence 50 indicators in total might in practice equate to 35 distinct indicators (5 indicators multiplied by 10 working groups).

Something To Do With Poverty

By definition, any poverty reduction indicator should have something to do with poverty. In some areas, such as income and lack of essential goods and services, this connection is obvious and direct. In education, health and housing, however, the connection is less obvious and direct. For example, the number of people going to university would clearly not be an appropriate poverty reduction indicator as it has nothing obviously to do with poverty. On the other hand, the number of people failing to achieve any basic qualifications is a potential poverty reduction indicator because lack of such qualifications makes it much harder to earn an adequate income.

It is suggested that the prerequisites for considering any education, health or housing indicator for possible inclusion as a poverty reduction indicator include:

- that there is evidence, either directly and from research, *that the statistic in question is more prevalent amongst those on low incomes* than amongst the population generally; and

- that the issue is not entirely one of free choice, where even low income individuals could choose to avoid being part of the statistic without any deleterious effects (smoking is one example which arguably does not meet this criterion); and

- that, from a common-sense viewpoint, the subject is one which has some relationship with the subject of poverty.

The first of these criteria requires a bit more discussion. If a statistic has a similar prevalence amongst those on low income as compared with the population on average, then this is a significant reason for believing that the subject has relatively little to do with poverty. If, on the other hand, a statistic is more prevalent amongst those on low income then the elimination of this gap may well be an important poverty reduction objective and the monitoring of the size of this gap is a potentially valid subject for a poverty reduction indicator.

Putting the point another way, poverty reduction indicators in the area of health should be mainly about health inequalities rather than health per se.

Indeed, it may well be that the indicator should actually focus on the gap rather than on the statistic itself. For example, premature mortality is widely recognised as an important indicator of health outcomes. But it could be argued that premature mortality per se is more about health than it is about poverty. Even the levels of premature mortality amongst those on low incomes will be affected by trends in health (re smoking, fitness etc) and healthcare (e.g. developments in health treatment). Rather, there are arguments for suggesting that a more appropriate definition of a premature mortality poverty reduction indicator would be the difference between the levels of premature mortality amongst those on low incomes and for the population as a whole. In the UK, for example, the focus is on geographic concentrations of premature mortality, such as 'levels of premature mortality in the most deprived communities compared to the average' or 'the number of local authorities with levels of premature mortality significantly above the average'.[2]

Generalising this point, it is suggested that *any indicator should not simply be a statistic which is monitored over time*. Rather, it should also include:

- *The prevalence of the statistic amongst low income groups or some proxy thereof* (e.g. social class) and/or the ratio between the statistic amongst low income groups and the population on average.

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[2] This example also illustrates how any statistic requires careful interpretation. For example, if premature mortality became an extremely rare phenomenon then the ratio between the incidence for low income groups and high income groups could increase sharply at the same time that the actual levels of premature mortality in low income groups was decreasing.

- ***The prevalence of the statistic amongst selected groups within the population***, such as vulnerable groups (lone parents, deprived communities, etc), geography (rural, urban, etc), family type, age or gender.

Something Which is Actually Measurable in Practice

Clearly, an indicator is only useful if data is actually available which allows its quantification. This is likely to be a major restriction in the selection of the indicators given the relative paucity of nationally collected statistics in Ireland.

These restrictions are more severe because of the wish, as discussed above, for many of the statistics to be collated for low income individuals/households as well as for the population as a whole. ***This ideally requires that the data be available by income group or social class***, something which many of the surveys and administrative data sets do not have.

Furthermore, the wish to monitor changes over time ***ideally requires that data be available on a comparable basis over time.*** This precludes the use of once-off data collection exercises as the basis of indicators except as a matter of exigency.

In this context, the Living in Ireland Survey provides sufficient data for a comprehensive range of income and deprivation indicators, with break downs by age, occupation etc also available. In all the other areas, however, data availability will be a major constraint, particularly given that the ideal is for data which can a) be broken down by income group or equivalent and b) which is available on the same basis from year-to-year.

Definition of The Selected Indicator

From the discussions thus far, it is clear that an indicator is more than a single number. Rather, it may also cover the statistic for low income groups (or equivalent) and/or the ratio between the prevalence for low income groups and for the population as a whole. In many cases, there will also be value in looking at how the prevalence of the indicator varies for different groups in the population and, indeed, this is one of the important ways that trends in poverty for children, women, older people and rural can be examined.

In this context, we suggest that each indicator can usefully be considered as a set of statistics covering:

- The statistic itself.
- The statistic for low income groups or equivalent.
- The ratio between the two.
- The statistic disaggregated by population group, e.g.:
    - rural/urban/geographic.
    - men/women.
    - age/vulnerable group.

Conclusions

We suggest that the total number of number of indicators should be between 50 and 100.

To be considered for inclusion as a poverty reduction indicator, we suggest that a statistic should ideally meet all of the following criteria:

1. Have something to do with poverty (not just health, etc):
   - Is more prevalent amongst those on low incomes.
   - Is not an issue of free choice.

2. Relate to something that one wants to monitor:
   - Is a matter of concern.
   - Is important in its own right.
   - Ideally, is indicative of wider conditions.

3. Be quantifiable on a regular and repeatable basis:
   - Is capable of precise definition.
   - Relevant, reliable and authoritative data is available (or at least obtainable).
   - Can be broken down by income group or equivalent.
   - Data will be available on the same basis in the future.

4. Other:
   - Understandable, such that it cannot be mis-interpreted easily.
   - Robust to changes in government administrative rules.

Each indicator can usefully be considered as a set of statistics covering:
- The statistic itself.
- The statistic for low income groups or equivalent and how this compares.
- The statistic disaggregated by population group, e.g. (rural/urban, vulnerable group, etc).

4. DISCUSSION OF POSSIBLE INDICATORS

The definition of poverty currently adopted by the National Anti-Poverty Strategy is as follows: "*People are living in poverty if their income and resources (material, cultural and social) are so inadequate as to preclude them from having a standard of living which is regarded as acceptable by Irish society generally. As a result of inadequate income and resources, people may be excluded and marginalised from participating in activities which are considered the norm for other people in society*". This is a multi-dimensional view of poverty, which covers issues of lack of resources, social exclusion and marginalisation as well as income itself.

The material in this chapter discusses potential indicators for inclusion in the set of poverty reduction indicators. The material is organised under the following headings:

1. Income and deprivation.
2. Unemployment and work.
3. Education and qualifications.
4. Health.
5. Housing
6. Children.
7. Women.
8. Older people.
9. Urban.
10. Rural.
11. Other subjects.
12. Conclusions.

The first five of these (from income to housing) are subject-based, the following three are age or gender related and the next two are geographical. Any subject-based indicator can, by definition, be disaggregated by age, gender or geography.

This division is in line with the NAPS working groups that have been set up. It should not, however, be taken to imply that the choice of indicators is an exercise in compartmentalisation. Rather, the opposite is true as illustrated by the volume of research which suggests that the major cause of much ill-health is actually lack of money or inadequate living arrangements. It will, therefore, be vital that the total set of indicators emerging from working group and other discussions is then reviewed as a whole to ensure that it is a coherent and balanced set.

The material is supported by a series of appendices, one for each of the subject areas above. Each appendix gives a long list of possible indicators for that subject, and assesses these under the following headings:

- Description
- Relevant working group(s)
- Rationale for selection
- Reasons for rejecting
- Fit with criteria
- Possible specific definitions
- Possible splits
- Possible data sources

Income and Deprivation (see Appendix A)

There are two notable aspects to the definition of poverty given at the start of this chapter. First, it is essentially a relative definition of poverty: as Irish society becomes richer, so norms change and the levels of income and resources that are considered to be adequate rises. Relative measures of poverty are clearly right in principle. However, given the situation of significant and sustained growth over the last ten years, sole reliance on relative measures of income poverty can become problematic as, through their exclusive focus on inequalities, they 'ignore' the sharp rise in incomes over the period, including incomes at the bottom end.

Second, the definition includes resources as well as income. Whilst people who have both inadequate income and inadequate resources are clearly in poverty, the situation is less clear for those with inadequate income but adequate resources (sometimes called "being at risk of poverty") and also for those with adequate income but inadequate resources (sometimes called "emerging from poverty"). Similarly, being persistently on low incomes for a period of years is clearly a more serious situation than being occasionally on low incomes, and being in debt clearly exacerbates the impact of also being on a low income. As the ESRI have demonstrated, lack of income and lack of resources do not always go hand-in-hand, and there is at least some evidence that some people in rural areas have a greater level of basic material goods than one would perhaps expect from their levels of income.

The obvious conclusion to be drawn is *the future set of indicators relating to income and poverty should cover both relative incomes and absolute incomes, and that they should cover lack of essential goods and services as well as lack of money*. It is only by monitoring all of these trends that a fair picture can be obtained.

The dangers of sole reliance on an individual indicator is illustrated by the different trends over the last five years: whilst the numbers below half average income (a relative measure) have remain broadly stable, the numbers below half 1995 average income (an absolute measure) have fallen sharply. In some sense, sole reliance on half average income would give too pessimistic an picture of trends and sole reliance on half 1995 average income would give too optimistic a picture.

In interpreting any indicator, it is also vitally important to understand whether it is a relative or absolute indicator. Any absolute measure almost invariably falls over time, and its interpretation therefore depends on judgements about the scale of the fall. In contrast, relative measures go up or down depending on whether inequalities are increasing or decreasing. Furthermore, although it is not immediately clear from the headline definition, the resources component of the ESRI component index, over the last five years, has in practice been an absolute measure. Although in theory it is open to change in line with relative living standards, the chosen list of resources has not changed and therefore has probably fallen more quickly than if additional resources had been added.[3]

Reflecting all this, a minimum number of income and deprivation indicators might include:

- Numbers of people below half average or 60% of median income (a relative threshold) - .

- Numbers below half average income and lacking some essential material goods
  (in effect, the ESRI measure).

- Numbers below half of the average income in year 2000, after adjusting for inflation (an absolute threshold).

- Any or all of the above broken down by age group, family type, geography, etc.

The existence of the Living in Ireland Survey makes all of these statistics a practical possibility. In contrast, lack of data is likely to restrict the options in such areas as debt.

Other points to note include:

- The numbers of people below half average (or 60% of median) income is effectively a measure of income inequality.

- There are important technical choices to be made about whether to use mean and/or median incomes, whether to include or exclude housing costs, and what income thresholds to use (40%/50%/60% etc). The EU favours using median figures, and these have the advantage of being unaffected by changes in the incomes of the rich. Mean incomes are, however, easier for the lay reader to understand and have been historically the more common formulation in both Ireland and the UK. In practice, it is likely that most of these choices will not affect the broad trends, but if they do then it is important that this is picked up and recognised.

- For both theoretical and practical data availability reasons, income and deprivation indicators are usually formulated in terms of households rather than individuals.

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[3] The point being made here is not about the ESRI methodology for measuring consistent poverty per se, but about the interpretation of the trends in the index over the last five years, which have been more favourable than the numbers below relative income thresholds. The ESRI accepts that the list of resources may change over time as expectations about necessities adjust to higher income levels. However, for logistical reasons, they can only do this from time to time as it requires survey data about what resources are regarded as essential and subsequent analysis of which resources differentiate between those in deprivation and those who are not. In this context, they performed an analysis of the composition of the basic index in their examination of the results of the 1998 Living in Ireland Survey and found that "*factor analysis showed a striking consistency over time in the relationships between deprivation indicators, with distinct basic, secondary and housing dimensions, suggesting that in the combined income and deprivation poverty measure we should restrict ourselves to the original basic deprivation items. We also looked at the households who would come to be included among the poor if the basic deprivation index was broadened to include those items. In terms of level of (self-assessed) economic strain, psychological distress and fatalism, they were found to be little different from the households who would still not be counted as poor. ... This provided some reassurance that the original set of basic items was more successful in capturing generalised deprivation than an expanded set would be at that point.*" (Layte et al, 2000:42).

- Calculation of the indicators usually requires a statistical technique called 'equivalisation' so that the incomes of households with different household compositions can reasonably be compared.[4] One consequence of this is that any of the numbers (as opposed to trends) about, actual levels of income need to treated with great caution.

Possible Income Indicators

Subject area	Possible indicators
Relative low income	numbers below thresholds (40%/50%/60%, mean/median)
	income at the Nth percentile, and the ratio between this and average incomes
Absolute low income	as for relative income, but using thresholds fixed in time (adjusted for inflation)
Deprivation	lacking basket of necessities
	lacking particular necessities
	lacking access to particular essential services
Combination of low income and deprivation	the ESRI index (with either a fixed set of basic necessities and/ or one which is changed over time depending on society norms)
Duration	persistently on low income
Reliance on benefits	numbers of people solely reliant on benefits
	levels of basic state benefits
Financial difficulties	numbers in debt
	numbers with self-reported financial difficulties

Finally, although not directly related to the choice of indicators, a few policy issues arise:

- To what extent would broadly static levels of income inequality be considered satisfactory? On the one hand, a poverty reduction perspective would seem to require that levels of income inequality be reduced, given that 20% of the Irish population currently live on incomes below that which is often regarded as 'the poverty line' (i.e. half average incomes). On the other hand, static income inequalities is arguably a quite significant achievement in a period of high growth, where the natural dynamics of the economy tend to lead to increased inequalities.

- Should minimum income/living standards for particular groups of people (lone parents, pensioners, etc) be established to provide benchmarks against which the numbers below certain income thresholds can properly be assessed?[5]

Unemployment and Work (Appendix B)

Clearly, unemployment is closely related to poverty and a number of indicators should be chosen to monitor trends in worklessness. Even if overall levels of unemployment are currently relatively low, it might still be significant for some groups within the population (e.g. lone parents, people living in deprived communities). Also, levels of worklessness might be significantly higher than official unemployment and it would be desirable to monitor the numbers of people 'who want to have paid work but do not'. Finally, from a poverty perspective, unemployment is more serious if it results in households without anyone in paid work, and trends in workless households is therefore something to be monitored.

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[4] For example, a commonly used equivalence scale is one where the first adult in a household has a value of 1, each additional adult has a value of 0.66 and each child has a value of 0.33. An income of €1,000 for a single adult household is then considered equivalent to an income of €1,660 for a two adult household - €1,000 * (1 + 0.66) – or to an income of €2,320 for a household of two adults and two children - €1,000 * (1 + 0.66 + 2 * 0.33).

[5] It is understood that the Irish Benchmarking Group was set up to establish such standards.

But work per se is not sufficient to eliminate poverty, as illustrated by the numbers who are still on low income despite relatively low levels of unemployment. Rather, low pay and other aspects of the experience of work (e.g. job insecurity, lack of access to training) are also relevant.

It is suggested that, in defining any low pay indicators, care must be taken not to focus exclusively on the minimum wage. The reasons for this are that the numbers could be changed by simply changing the level of the minimum wage, even if the extent of low pay had not actually changed.

Possible Unemployment and Work Indicators

Subject area	Possible indicators
Unemployment	ILO
	numbers wanting to work
	number of workless households
	long-term unemployed
Levels of income	benefit levels
Low pay at work	below minimum wage
	below X% of average hourly earnings
Other aspects of quality of work	lack of access to training
	job insecurity
Polarisation of work	by geography, family type, housing tenure, qualifications, etc

Education And Qualifications (Appendix C)

Education is clearly related to poverty. Those with no qualifications are more at risk of being unemployed and more likely to be receiving low rates of pay if employed.

In theory, the selection of a core set of educational indicators should be relatively simple: a few indicators which monitor the proportion of people with inadequate qualifications or basic skills (numeracy, literacy, etc), for the adult population, for school leavers and for younger children at a defined point in the educational process. Where possible, such statistics would be disaggregated by income group, social class or equivalent. In each case, *the focus would be on the numbers who fail to achieve basic standards rather than on the numbers who do achieve high standards*, to ensure that they retain their poverty focus rather than becoming indicators of education more generally.

In practice, it is understood that such statistics are not easily available on an authoritative and repeatable basis in the Irish case. It is perhaps for this reason that a major target in the National Anti-Poverty Strategy was concerned with the problem of early school leavers (an input indicator) rather than educational achievement (an output indicator). A key question is therefore whether sources for the extent of educational non-achievement can be found and, if so, to tailor the definition of the specific indicators to be used to fit with these sources.

Possible Education Indicators

Subject area	Possible indicators
School leavers	lacking basic qualifications
	lacking basic numeracy skills
	lacking basic literacy skills
Younger children	failing to achieve basic standards
	lacking basic numeracy skills
	lacking basic literacy skills
Adults	lacking basic qualifications
	lacking basic numeracy skills
	lacking basic literacy skills
Disrupted education	early leavers
	excluded from school
	truancy
	bullying
	children with special educational needs

Health (Appendix D)

As discussed earlier, ***the main focus of any poverty reduction health indicators is likely to be on health inequalities***. In this context, it is particularly important to choose indicators which are more prevalent amongst individuals on low income than amongst the population in general. This is largely a matter of fact rather than theory, and the ideal selection process would involve looking at a wide range of research and statistics to ensure that selections are only made for subjects where this is in fact the case. Furthermore, the monitoring of changes in health inequalities by definition requires that data be available by income group or equivalent. In this context, ***data availability is likely to be a major constraint on which health indicators can be chosen***, making the selection something of 'the art of the possible'.

Most health indicators probably exhibit significant health inequalities and, if data were not a constraint, then there would be a wide range of possibilities. One approach to selecting from these possibilities is to choose those which are indicative of wider problems rather than just being specific to themselves. For example, the case for selecting low birth weight babies is strengthened by research which suggests that it is closely correlated to perinatal survival, to premature deaths from coronary heart disease in later life, and to delayed physical and intellectual development, and to problems such as cerebral palsy, sight and hearing defects and hernias.

As a general guideline, indicators should focus on outcomes (ill-health) rather than inputs (the healthcare that people receive). The one possible exception concerns potentially differential access to health services given the partial insurance scheme that is in place: from a poverty perspective, it is clearly a matter of concern if such differential access is leading to more ill-health amongst low income groups. Ideally, any such indicator would concern itself with the impact of differential access (i.e. outcomes), for example by disaggregating some of the other indicators by 'insurance category'. Failing that, indicators could focus on the extent of the differentials in access to what could be described as essential health services (e.g. time to first visit, time to operation) by 'insurance category'. What the indicators clearly should not do is simply monitor the numbers of people in different insurance categories, as this is more of an issue of health policy than necessarily anything to do with poverty.

During this brief study, it has not been possible to undertake any substantive Irish-specific analysis relating to health, but the table below provides some examples from UK research of health topics which meet the criteria above, namely that they are more prevalent for low income groups and are indicative of wider problems.

Possible Health Indicators

Subject area	Possible indicators
Overall mortality	concentrations of premature mortality
Quality of life	long-standing illnesses or disabilities
	other measures of morbidity
Healthy lifestyles	obesity
	drug/solvent/alcohol mis-use
	smoking (or cancer rates)
Children's health	low birthweight babies
	nutrition
	accidental deaths
	infant mortality
	respiratory illnesses
	immunisation take-up rates
Mental health	depression
	anxiety
	mental illness
	suicides
Access to healthcare	unclear, but should be outcome-oriented rather than input-oriented
	something re the coverage of older people by social services

Housing (Appendix E)

ESRI analysis of the Living in Ireland Survey data suggests that poor housing and low income do not always go hand-in-hand. Rather, some people in poor housing are on reasonable incomes and some people on low incomes are in reasonable housing. But inadequate housing is still widely viewed as an important aspect of poverty, and thus important to monitor it.

The obvious subjects for the housing indicators to cover are the availability/shortage of adequate housing and the quality of the housing stock.

Other aspects of housing which should be considered concern:

- *Fuel poverty*: this subject is not directly related to housing, but is also not obviously part of any of the other categories. If the costs of electricity or gas are such that some people (particularly the elderly) feel that they have to economise to such an extent that their health may be affected, then this would clearly be a matter of concern. Similar considerations may also apply to water.

- *Risk*: given the high levels of ownership, it is likely that some home owners either cannot afford to pay their mortgages or are at risk of not being able to pay their mortgages in the future.

- *Polarisation*: one possible consequence of the high levels of home ownership may be a growing disparity in terms of income etc between owner occupiers and those in social housing, as those who can afford to buy do so. This phenomenon is known as 'residualisation'.

Possible Housing Indicators

Subject area	Possible indicators
Quantity	homelessness
	temporary accommodation
	affordable housing
Quality	damp
	over-crowding
	levels of dis-satisfaction
Fuel poverty	costs of essential utilities
Risk	repossessions
	mortgage arrears
Polarisation	dissatisfaction with the local area
	other indicators split by housing tenure
	without household insurance

Children (Appendix F)

The age and gender related themes of the anti-poverty strategy – children, women and older people – are considered to be cross-cutting themes which cross all of the subject areas discussed above.

Many of the possible indicators already discussed in this chapter, particularly in the education and health areas, clearly and directly concern children. But income, deprivation, unemployment and work are also relevant, particularly given the extent to which childhood disadvantage is an important factor in increasing the risk of low income in adulthood and perpetuating immobility of economic status across generations. The way to analyse some of the indicators is by households with children, perhaps comparing them to households without children. Lone parents are well known as a particularly vulnerable group.

There are also a number of subjects for potential inclusion in the indicators which have not been covered by the previous discussion. These can collectively be termed 'social stability' and concern those things which make it difficult for the child to lead a normal life. Children in care and under-age pregnancies are two examples.

Possible Indicators for Children

Subject area	Possible indicators
Health	the relevant health indicators, some of which are child-specific
Education	the relevant educational indicators, some of which are child-specific
Income	the relevant income indicators for households with children
Work	the relevant work indicators for households with children
Social stability	in care
	in institutions (criminal/non-criminal)
	convicted of a criminal offence
	under-age pregnancies
	parents divorce

Many of the possible children indicators do not require decisions about the age at which someone ceases to be a child (e.g. any indicators relating to babies, young children, etc). For those that do (e.g. the crime examples in the table above), we suggest that the default cut should be 'age 16 and below'.

It is worth noting that no working group has been established to specifically address the issues associated with 'young adults' (people aged, say, 16 to 24). Whilst most young adults are healthy and resilient, this is not true for all and the economic circumstances of young adults actually differ considerably with many of those who are not in education, training or work being effectively excluded from all the usual sources of income. Furthermore, the transition from childhood to adulthood is a critical life stage and, as with children, the well-being of this age group is an important determinant of health and well-being later in life. For these reasons, it may be worth considering indicators which are specifically focussed on this group, either disaggregating other indicators (unemployment, low pay, drug mis-use, suicides etc) or developing new indicators (e.g. the numbers not in education, training or work or some indicators of hardship).

Women (Appendix G)

Clearly, many of the indicators previously discussed could be analysed by gender, to understand those where there are particular problems for women generally (e.g. low pay, obesity) of for particular groups of women (e.g. lone parents, older working-age women who now head their households).

Beyond that, it is not clear what, if any, indicators could usefully be added which are specific to women. One possibility would be gender pay differentials for similar jobs. Another might be an indicator of economic independence/dependence which went below the level of the household.

Possible Indicators for Women

Subject area	Possible indicators
All	other indicators split by gender
	other indicators for groups of concern (e.g. lone parents, female-headed households)
Gender differentials	prevalence/extent of pay differences for equivalent jobs
	proportion of women who are economically dependent on their partner

Older People (Appendix H)

Many of the indicators previously discussed are relevant and could be analysed for, say, people aged 65 and over. Income, the health quality of life indicators and some of the housing indicators are obvious examples. Such analyses might also usefully disaggregate between pensioner couples and singles (the latter are often worse off) and between younger and older pensioners (again, the latter are often worse off).

It may also be possible to develop indicators which are specific to older people, such as the numbers solely reliant on state benefits for their income (the most likely cause of low income) or the number of excess deaths in winter compared to the rest of the year (an indicator of the adequacy or otherwise of living arrangements).

Beyond questions of income, health and housing, another broad topic for potential indicator development is quality of life. Possible aspects of this include:

- *Isolation*: many older people live alone and have only low levels of social interaction with other people.

- *Anxiety*: many older people live in a state of high anxiety caused by a range of factors including bereavement, retirement itself, the risk of being burgled, the paying of bills, etc.

- *Support*: the State can help to reduce isolation and increase quality of life through the provision of social care.

National, reliable and repeatable data is unlikely to be available for most of the possible indicators in this area. The challenge, therefore, is to find relevant data and to fashion the specific indicators around this data.

Possible Indicators for Older People

Subject area	Possible indicators
All	other indicators, split by age (e.g. income, health, housing)
	other indicators, split by pensioner type (singles/couples, younger/older)
Income	numbers who rely solely on state benefits for their income
Health	number of winter deaths compared to summer deaths.
Isolation	numbers who lack social interactions with others, including relatives
	numbers of undiscovered accidents
	numbers who lack a telephone
Anxiety	numbers afraid of going out
	numbers who worry about being burgled
	numbers who worry about paying bills, e.g. for essential services.
Support	coverage of social care
	waiting times for essential operations.

Urban (Appendix I)

A common theme in much of the literature is that the problems of urban poverty are similar to the problems of poverty more generally. Many of the indicators discussed under the other headings could potentially be analysed separately for areas of urban disadvantage and any indicators developed from a mainly urban perspective could potentially be analysed in the aggregate as well.

One important aspect of urban poverty is that of 'deprived communities'. Although 'deprived communities' is not an explicit part of the anti-poverty strategy, the government's programme of area-based policies shows that it is a subject of concern and one for which poverty reduction indicators should therefore be sought. One possible way into this subject would be to ensure that selected education, health etc indicators are analysed by type of District Electoral Division, where these are grouped according to levels of population density and general deprivation.

Possible Urban Indicators

Subject area	Possible indicators
All	relevant indicators, split by type of district electoral division (as defined by a combination of population density and level of deprivation)
	relevant indicators, split by size of conurbation or by geography

Crime is not a subject explicitly covered by the anti-poverty strategy. But it is particularly relevant to deprived communities, where fear of crime can affect lifestyles as much as actual crime itself. Furthermore, the effects of crime can be very deleterious for those on lower incomes as they are much less likely to have household insurance and much less able to afford to replace any goods that are stolen. It may therefore be worth considering including one or two crime indicators (e.g. levels of burglary in deprived communities compared to the average).

Rural (Appendix I)

Whereas the focus for discussions on urban poverty is often centred on disadvantaged urban communities, rural can be considered to be a more general category where pockets of poverty can exist in areas that are not generally disadvantaged.

Furthermore, pathways in and out of exclusion in rural areas are not always the same as in urban areas. In addition to loss of job, marital breakdown and other changes in family composition (the typical triggers in urban areas), people in rural areas may also be affected by persistent low pay leading to low pensions, poverty in self-employment, and the lack of solidarity and greater visibility of exclusion in small, mixed communities. Other specifically rural factors affecting exclusion may include a lack of social housing, car dependency and inadequate public transport, small workplaces associated with low pay and restricted careers and a lack of unionisation or collective action of excluded groups.

In many cases, the appropriate way to handle these subjects is through disaggregations of the income, work, health etc indicators previously discussed. Such divisions could simply compare the rural statistics with the national statistics or they could use greater sub-divisions such as distinguishing between small towns, villages and isolated dwellings. Another technique would be to distinguish between 'remote rural' and 'accessible rural', developing a methodology for so doing. Finally, regional breakdowns can be illuminating in illustrating differences in the scale of problems between different parts of the country.

The differing nature of rural poverty might also lead to the development of some entirely new indicators which focus on the problems in question. For example, such indicators could cover:

- *Access to essential services*, in terms of the local availability or otherwise of essential services and/or the time taken to reach such services.

- *Isolation*, in terms of levels of the adequacy of transport or the levels of participation.

Possible Rural Indicators

Subject area	Possible indicators
All	relevant indicators, split by geography (rural/urban, large town/small town/village, remote/accessible rural, etc)
Access to services	access to banks
	access to village shops
	time taken to reach essential services (e.g. health services)
Isolation	lack of car ownership
	access to public transport
	levels of participation in civic society

Other Subjects

Potential disadvantage amongst *ethnic minorities* is a matter of growing concern and was adopted as an additional cross-cutting issue for the NAPS working groups at a later stage in the review process. As with the other population-related themes discussed above, the obvious approach is to disaggregate selected indicators by ethnic origin. Particular indicators that might be most relevant include:

- All of the income, unemployment, worklessness and low pay indicators.
- Reliance on state benefits.
- Indicators relating to literacy and educational attainment.
- Crime, in terms of both being a victim and being imprisoned.
- Over-crowding.
- In temporary accommodation.
- Use of basic financial services (e.g. bank accounts).

Most of the indicators discussed in this report have been concerned with the tangible/material aspects of poverty. There is potentially also a more *social/subjective dimension* which could potentially be the subject of selected indicators. For example:

- Lack of regular contact with family or friends.
- Dissatisfaction with local area.
- Non-participation in civic organisations.
- Percentage turnout in political elections.

Conclusion

Suggestions for possible indicators were initially outlined in chapter one. We re-emphasise here in arriving at the total set of indicators the importance of ensuring that it is a coherent and balanced set.

Regarding the *subject-oriented* areas, we suggest that:

- With *income and deprivation*, the indicators should cover both relative and absolute income poverty, and should also cover lack of essential goods and services.

- With *unemployment and work*, the indicators should cover quality of work (e.g. low pay) as well as unemployment per se.

- With *education* and *housing*, the major challenge is are likely to be data availability.

- With *health*, the key will be to select indicators which adequately reflect wider problems and which focus on health inequalities rather than health per se.

Regarding the *age/gender-oriented* indicators, we suggest that:

- A major focus should be on the analysis of selected subject-oriented indicators by age group and/or gender.

- With *children*, as well as education and health, the income, deprivation and unemployment of the household is also relevant. Another subject for possible indicator development is 'social stability' those things which make it difficult for children to lead a normal life.

- With *women*, any of the subject-related indicators could be relevant, looking for those which are markedly worse for women than for men. Beyond that, it is not clear what, if any, indicators could usefully be added which are specific to women.

- With older people, the income and deprivation, health and housing indicators are clearly relevant. Another broad area for possible indicator development is 'quality of life' covering such subjects as isolation, anxiety and support.

Regarding the *urban and rural* indicators, we suggest that:

- With *urban*, any of the subject-oriented indicators could be relevant, looking for those which are markedly worse in deprived communities.

- With *rural*, any of the subject-oriented indicators could potentially be relevant, looking for those which are markedly worse in rural areas. Other broad areas for possible indicator development concern access to services and isolation.

5. THE INDICATOR SELECTION PROCESS

As the previous chapters have demonstrated, the process of selecting a manageable set of indicators which collectively provide a comprehensive picture of poverty is not an easy task. On the one hand, there are so many subjects to be covered and so many potential indicators to choose from. On the other hand, data availability is likely to be a major constraint and will determine which indicators are realistically chosen. In this context, this chapter provides a suggested process for indicator selection. The suggested process is different for the subject oriented indicators (income, health etc) than for the age, gender and geographic indicators, and therefore are discussed separately.

Choosing the Subject-Oriented Indicators

For each subject area (income, health, etc), the proposed process is as follows:

1. *Identify the key topics to be covered*, drawing on the discussion in chapter 4.

2. *For each topic, identify a long list of possible indicators*, using the relevant material in chapter 4 and the 'starter for 10' templates in the relevant appendix.

3. *For each topic, whittle down each long list to a short list*, using the criteria from chapter 3.

4. *For each topic, select from the short list*:

    - If there are multiple possible indicators for a particular topic which meet all the criteria, then a decision will need to be made on one (or two) which best covers the topic.

    - If there are no possible indicators for a particular topic which meet all the criteria, then a review of data sources might be in order a) to see if the available data suggests any possible /'next best' indicators and/or b) to look at the possibilities for new data collection.

In going through this process, the following is suggested:

- Ensure that the chosen indicators relate to poverty by reviewing their prevalence for the lower income groups and social classes, as well as in the aggregate.

- Try and pick indicators which are indicative of wider problems.

- Recognise that data availability is likely to be a major constraint, but that options for new data collection should also be kept open.

The idea behind this process is to start by thinking about the subject rather than about data availability. It is suggested that considering data availability as a constraint rather than as a driving force is more likely to result in a set of indicators which captures the most salient aspects of poverty.

Choosing the Age, Gender and Geographic Indicators

The proposed process is as follows:

1. ***Taking each set of subject-oriented indicators in turn, consider whether any of their indicators could usefully (and practically) be broken down***:

   - By the group in question (gender, geography, etc).
   - By group of concern (female-headed households, lone parents, farmers, etc).

2. ***Think about what, if any, other topics could usefully be covered*** and follow the same process as for the subject-oriented indicators, namely:

   - Identify the key topics to be covered.
   - For each topic, identify a long list of possible indicators for each subject.
   - For each topic, whittle down each long list to a short list.
   - For each topic, select from the short list.

In going through this process, the following points are suggested:

- Clearly, work with the relevant subject-oriented discussions to ensure that the indicators that are selected are capable of appropriate disaggregation.

- Do not strain to think of additional unique subjects to be covered. For example, whereas it is reasonably clear that there are potentially unique subjects relating to child poverty and rural poverty, this is much less clear to women and for urban poverty.

APPENDIX A: INCOME AND DEPRIVATION

Possible Income Indicators

Subject area	Possible indicators	Included in Appendix?
Relative low income	numbers below thresholds (40%/50%/60%, mean/median)	Yes
	income at the Nth percentile, and the ratio between this and average incomes	Yes
Absolute low income	as for relative income, but using thresholds fixed in time (adjusted for inflation)	Yes
Deprivation	lacking basket of necessities	Yes
	lacking particular necessities (either goods or essential services)	Yes
Combination of low income and deprivation	the ESRI index (with either a fixed set of items and/or one which is changed over time depending on society norms)	Yes
Duration	persistently on low income	Yes
Reliance on benefits	numbers of people solely reliant on benefits	Yes
	Levels of basic state benefits	No
Financial difficulties	numbers in debt	Yes
	numbers with self-reported financial difficulties	Yes

Note: those which are discussed in this appendix are those which arose in discussions during the study; those which are not discussed in this appendix are those which only arose at the end of the study, as a result of a further literature review.

1. LOW INCOME: NUMBERS BELOW RELATIVE THRESHOLDS

Description

Measures trends in both scale and depth of relative poverty in terms of the numbers on incomes well below the norm..
Compares numbers below various thresholds of contemporary average income (e.g. below 40%, 50% and 60%).

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income	x	x	x	x	x	x	
Unemployment							
Education							
Health							
Housing							

Rationale For Selection: Presents multiple measures of income poverty at different thresholds which can be loosely referred to as definitions or benchmarks of poverty.

Reasons For Rejecting: Measures relative, rather than absolute poverty. Not always viewed by the public as synonymous with poverty at times of growing prosperity.

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	High	
A cause for concern (in Ireland)	Medium	Relative poverty is high in the longer term (say 5+ years) but arguably only medium in the short term (1-2 years)
Recognisably something to do with poverty (not just health, etc)	High	
Increases in incidence with some proxy of low income	Medium	Relative poverty can increase if changes only at the top
Important in its own right	High	
Indicative of wider issues	High	
Can be clearly defined and quantified	High	No single definition
Understandable	High	Medium for general public
Relevant, reliable, repeatable data is available (or at least obtainable)	High	
Robust to changes in government administrative rules	High	

Possible Specific Definitions

40/50/60% of contemporary half average income; 60% of contemporary median income ;before//after housing costs

Possible Splits

Possible Split	Relevance	Comment
By income group	Low	Included by definition
By social class	Low	
By gender	Low	Current data is household only
By age	High	For example with/without children, older people
By rural/urban	High	
By geographic concentration	High	
By vulnerable group	High	For example, lone parents, farmers
By housing tenure	High	An indicator of polarisation
By family type	High	As above, pensioner couples/singles; lone parents, etc
By ethnicity	Medium	Dependent on data availability

Possible Data Sources

Possible Data Source	Comment
ESRI Living in Ireland Survey	Ideally annual and with a reduced time-lag
	Issues of sample sizes for same of the possible breakdowns.

2. LOW INCOME: INCOME AT THE NTH PERCENTILE

Description

Measures and compares numbers of people at different points on the income scale, and is therefore an indicator of how the incomes of poor people are changing, both in their own terms and in comparison with average incomes.

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income	x						
Unemployment							
Education							
Health							
Housing							

Rationale For Selection: Compares people at the 'bottom' of the income distribution with those at the middle (median), measuring the gap between average and low income.

Reasons For Rejecting: Similar to (and therefore arguably duplicative with) below various half average thresholds. Median income is perhaps less comprehensible to the public than the mean.

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	High	
A cause for concern (in Ireland)	Medium	medium fit in the short term, but high in the long term
Recognisably something to do with poverty (not just health, etc)	High	
Increases in incidence with some proxy of low income	High	By definition
Important in its own right	High	
Indicative of wider issues	High	
Can be clearly defined and quantified	High	
Understandable	Medium	Medium for general public, with 'equivalisation' making the figures less easily understood
Relevant, reliable, repeatable data is available (or at least obtainable)	Unclear	
Robust to changes in government administrative rules	High	

Possible Specific Definitions

Income at the 10th (low income) percentile compared with income at the 50th (median) percentile. . Median income is less prone to distortions due to changes at the very top.

Possible Splits

Possible Split	Relevance	Comment
By income group	Low	Included by definition
By social class	Low	
By gender	Low	
By age	Low	
By rural/urban	Medium	For example, by industry type
By geographic concentration	Low	
By vulnerable group	Medium	
By housing tenure	Low	
By family type	Medium	
By ethnicity	Low	

Possible Data Sources

Possible Data Source	Comment
ESRI Living in Ireland Survey	Presumably analysable
LFS	Data available for manufacturing only

3. LOW INCOME: NUMBERS BELOW FIXED THRESHOLDS

Description

Measures trends in the scale and depth of absolute poverty in terms of the numbers on incomes below given levels. Compares numbers below various thresholds of fixed levels of half average income (e.g. below 40%, 50% and 60%) after adjusting for inflation).

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income	x	x	x	x	x	x	
Unemployment							
Education							
Health							
Housing							

Rationale For Selection: Presents multiple measures of income poverty at different thresholds or intensity, loosely referred to as definitions or benchmarks of poverty.

Reasons For Rejecting: Measures relative, rather than absolute, poverty. Invariably on a downward path and therefore trends difficult to interpret..

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	High	
A cause for concern (in Ireland)	High	Issues of how to interpret trends given that they will usually be downward.
Recognisably something to do with poverty (not just health, etc)	High	
Increases in incidence with some proxy of low income	High	By definition
Important in its own right	High	
Indicative of wider issues	High	
Can be clearly defined and quantified	High	No single definition
Understandable	High	Medium for general public
Relevant, reliable, repeatable data is available (or at least obtainable)	High	
Robust to changes in government administrative rules	High	

Possible Specific Definitions

40%, 50% and 60% fixed half average income; 60% of fixed median income; Before housing costs/after housing costs

Possible Splits

Possible Split	Relevance	Comment
By income group	Low	Included by definition
By social class	Low	
By gender	Low	Current data is household only
By age	High	For example with/without children, older people
By rural/urban	High	
By geographic concentration	High	
By vulnerable group	High	For example, lone parents, farmers
By housing tenure	High	An indicator of polarisation
By family type	High	As above, pensioner couples/singles; lone parents, etc
By ethnicity	Medium	Dependent on data availability

Possible Data Sources

Possible Data Source	Comment
ESRI Living in Ireland Survey	Ideally annual and with a reduced time-lag
	Issues of sample sizes for same of the possible breakdowns.

4. DEPRIVATION: LACKING BASKET OF NECESSITIES

Description

A deprivation indicator, which complements income poverty indicators. Monitors poverty in terms of lacking a list of items deemed to be essential in contemporary society (the lack of which denotes poverty). Can cover a mix of goods and services. Can be defined in absolute or relative terms.

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income	x	x		x	x	x	
Unemployment							
Education							
Health							
Housing							

Rationale For Selection: Provides a measure of levels of deprivation.

Reasons For Rejecting: Definitions of norms can be contested, and do not always 'feel' strongly related to poverty (e.g. holidays). Can be problematic with some groups: e.g. farmers – asset rich but cash poor.

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	High	
A cause for concern (in Ireland)	Medium	Not viewed by all as a big problem in Ireland at this time
Recognisably something to do with poverty (not just health, etc)	High	
Increases in incidence with some proxy of low income	High	
Important in its own right	High	
Indicative of wider issues	High	
Can be clearly defined and quantified	Medium	Definitions are contestable
Understandable	Medium	Understandable in concept, but not by everyone when the items in the basket are itemised
Relevant, reliable, repeatable data is available (or at least obtainable)	Medium	Definitions change over time
Robust to changes in government administrative rules	High	

Possible Specific Definitions

Usually defined in terms of the numbers of people lacking X or more of a given number of essential goods and services, where the definition of essential is derived from asking the population and the number X is derived from statistical (factor analysis) on what number best distinguishes the poor in society from the rest.

Possible Splits

Possible Split	Relevance	Comment
By income group	High	See later 'combination' indicator
By social class	Low	
By gender	Low	Data is essentially by household
By age	Medium	
By rural/urban	Medium	Would need to account for difference in lifestyle amongst urbanites and farmers (e.g. availability of meat and warm clothes for farmers is a norm)
By geographic concentration	Medium	
By vulnerable group	High	
By housing tenure	High	
By family type	High	
By ethnicity	Medium	

Possible Data Sources

Possible Data Source	Comment

| ESRI Living in Ireland Survey | Ideally annual and with a reduced time-lag |

5. DEPRIVATION: LACKING PARTICULAR NECESSITIES

Description

Measures trends in terms of the numbers without particular essential goods or services such as new pair of shoes, telephone, etc.

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income	x	x	x	x	x	x	
Unemployment							
Education							
Health							
Housing							
Other							

Rationale For Selection: An easy to understand indicator of the numbers of people lacking something which is widely regarded as essential in contemporary society. Relates to the concept of a minimum living standard.

Reasons For Rejecting: Does it add anything is the 'lacking a basket of necessities' indicator is included?

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	High	
A cause for concern (in Ireland)	Medium	Not viewed by all as a big problem in Ireland at this time
Recognisably something to do with poverty (not just health, etc)	High	
Increases in incidence with some proxy of low income	Medium	Depending on the item selected
Important in its own right	High	
Indicative of wider issues	High	
Can be clearly defined and quantified	High	Definitions are contestable
Understandable	High	
Relevant, reliable, repeatable data is available (or at least obtainable)	Medium	Limited by the information collected in the Living in Ireland Survey
Robust to changes in government administrative rules	High	

Possible Specific Definitions

Numbers lacking item X.

Possible Splits

Possible Split	Relevance	Comment
By income group	Medium	Helps to ensure that the item is really something that is essential
By social class	Medium	
By gender	Low	
By age	Low	
By rural/urban	High	Would need to account for difference in lifestyle amongst urbanites and farmers (e.g. availability of meat and warm clothes for farmers is a norm)
By geographic concentration	Medium	
By vulnerable group	Medium	
By housing tenure	High	
By family type	High	
By ethnicity	Medium	

Possible Data Sources

Possible Data Source	Comment
ESRI Living in Ireland Survey	Only analysable for the particular items included in the survey
Other	To be sought on a case-by-case basis

6. COMBINATION OF INCOME AND DEPRIVATION: THE ESRI INDEX

Description

Measure of consistent poverty using a combination of deprivation measures and levels of income poverty, each of which is in theory defined in relative terms (e.g. the basket of goods would change over time)

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income	x	x	x	x	x	x	
Unemployment							
Education							
Health							
Housing							
Other							

Rationale For Selection: Combines both income measures and non-monetary deprivation measures. Is already used in NAPS.

Reasons For Rejecting: More difficult to understand than the separate measures of income poverty and lacking particular necessities (i.e. the indicators 1-5 on the previous pages).

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	High	
A cause for concern (in Ireland)	High	
Recognisably something to do with poverty (not just health, etc)	High	
Increases in incidence with some proxy of low income	High	
Important in its own right	High	A measure of those who have both low income and deprivation
Indicative of wider issues	High	
Can be clearly defined and quantified	Low	Non-monetary component is not easily defined
Understandable	Low	The use of statistical techniques to arrive at the definition is not easily understood
Relevant, reliable, repeatable data is available (or at least obtainable)	Medium	
Robust to changes in government administrative rules	Medium	

Possible Specific Definitions

The definition used in the current ESRI index, which gives the numbers of people who lack both adequate income and more than a certain number of goods and services deemed to be essential.

Possible Splits

Possible Split	Relevance	Comment
By income group	High	Included by definition
By social class	Low	
By gender	Low	Data is essentially by household
By age	Medium	
By rural/urban	High	
By geographic concentration	Medium	
By vulnerable group	High	For example, lone parents, farmers
By housing tenure	High	
By family type	High	
By ethnicity	Medium	

Possible Data Sources

Possible Data Source	Comment
ESRI Living in Ireland Survey	Ideally annual and with a reduced time-lag

7. LOW INCOME: NUMBERS PERSISTENTLY ON LOW INCOME

Description

Measures scale of poverty in terms of persistent low income.. Can use any threshold of average income (e.g. below 40%, 50% and 60%) and can be defined in either contemporary or fixed terms.

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income	x	x	x	x	x	x	
Unemployment							
Education							
Health							
Housing							

Rationale For Selection: Persistent low income clearly leads to poverty in the majority of cases

Reasons For Rejecting: Data availability.

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	High	
A cause for concern (in Ireland)	Medium	Amongst certain groups: especially amongst women in the service sector One of the preferred EU measures
Recognisably something to do with poverty (not just health, etc)	High	
Increases in incidence with some proxy of low income	High	
Important in its own right	High	
Indicative of wider issues	High	
Can be clearly defined and quantified	High	No single definition
Understandable	High	Medium for general public
Relevant, reliable, repeatable data is available (or at least obtainable)	Medium	Depends on continuing panel data plus the ability to analyse this
Robust to changes in government administrative rules	High	

Possible Specific Definitions

Below 50% of average income for 2/3/4 years in a row.

Possible Splits

Possible Split	Relevance	Comment
By income group	Low	Included by definition
By social class	Low	
By gender	Low	Current data is household only
By age	High	For example with/without children, older people
By rural/urban	High	
By geographic concentration	High	
By vulnerable group	High	For example, lone parents, farmers
By housing tenure	High	An indicator of polarisation
By family type	High	As above, pensioner couples/singles; lone parents, etc
By ethnicity	Medium	Dependent on data availability

Possible Data Sources

Possible Data Source	Comment
ESRI Living in Ireland Survey	Needs to be annual
	Issues of sample sizes for same of the possible breakdowns.

8. LONG-TERM RELIANCE ON BENEFITS: NUMBERS

Description

Measures numbers of people who are reliant on mean-tested and other social welfare benefits over a substantial period of time for their income, in part or in whole.

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income	x	x	x	x	x	x	
Unemployment	x						
Education							
Health							
Housing							

Rationale For Selection: Long-term receipt of means-tested benefits denotes both persistent low income and a dependency on the state for this income. A measure of the numbers who are most deprived.

Reasons For Rejecting: Duplicates the indicator of those who are persistently on low income. Numbers on benefit can change due to administrative changes in benefit entitlement and enforcement rules, rather than due to changes in people's income and welfare.

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	High	
A cause for concern (in Ireland)	Medium	Indicates numbers being 'left behind' in times of prosperity
Recognisably something to do with poverty (not just health, etc)	High	
Increases in incidence with some proxy of low income	High	
Important in its own right	High	
Indicative of wider issues	High	
Can be clearly defined and quantified	High	
Understandable	High	
Relevant, reliable, repeatable data is available (or at least obtainable)	Medium	So long as entitlement criteria remain the same
Robust to changes in government administrative rules	Low	Susceptible to changes in administrative policy and entitlement

Possible Specific Definitions

Numbers on means tested benefits, where the set of means-tested benefits requires definition and could either include/exclude particular 'top-up' benefits

Possible Splits

Possible Split	Relevance	Comment
By income group	Low	Correlated by definition
By social class	Low	
By gender	Medium	For couples depends on whether entitlement is dependent on household income. Could be a good probe of disadvantage amongst single women.
By age	High	Issues are different for working age adults and pensioners
By rural/urban	High	
By geographic concentration	High	
By vulnerable group	High	
By housing tenure	High	
By family type	High	
By ethnicity	Medium	

Possible Data Sources

Possible Data Source	Comment
DCSFA Administrative Data	Census of all those on benefits. Best possible source. Splits will depend on questions asked
ESRI Living in Ireland Survey	Substitute for lack of administrative data

10. FINANCIAL DIFFICULTIES: DEBT

Description

Measures numbers of people/households in debt.

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income	x	x	x	x	x	x	
Unemployment	x						
Education							
Health							
Housing							

Rationale For Selection: High levels of debt both exacerbate the problems of income poverty and make in harder to get out of poverty. Some of can get caught up in a spiral of debt due to high interest payments. Almost impossible to avoid if persistently on low income (e.g. falling behind with bills).

Reasons For Rejecting: Not necessarily due to being poor. May be due to spending on luxury goods and services (which rises at times of economic prosperity) or financial mismanagement, rather than income inadequacy.

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	High	Interesting to note seasonal fluctuations: e.g. winter, Christmas etc. Duration is important.
A cause for concern (in Ireland)	Medium	
Recognisably something to do with poverty (not just health, etc)	Medium	
Increases in incidence with some proxy of low income	Medium	
Important in its own right	High	
Indicative of wider issues	Medium	
Can be clearly defined and quantified	Medium	
Understandable	High	
Relevant, reliable, repeatable data is available (or at least obtainable)	Low	
Robust to changes in government administrative rules	Medium	

Possible Specific Definitions

Numbers with 'cash debts' of more than €X (where 'cash debts' exclude those debts, such as mortgages, which have been incurred in order to purchase a capital asset). Numbers with debt due to spending on non-luxury services and items (e.g. housing, clothes, fuel, food).

Possible Splits

Possible Split	Relevance	Comment
By income group	High	To exclude those who are both rich and have high debts
By social class	High	
By gender	Medium	Women are sometimes thought to be more responsible with money.
By age	Medium	e.g. can measure extent to which young people are facing disadvantages
By rural/urban	Medium	
By geographic concentration	Medium	
By vulnerable group	High	
By housing tenure	High	
By family type	High	Households with children are potentially more likely to fall into debt. This has implications for the children's' future development
By ethnicity	High	Issues are different for some ethnic minorities

Possible Data Sources

Possible Data Source	Comment
ESRI Living in Ireland Survey	Question already asked

11. FINANCIAL DIFFICULTIES: SELF-REPORTED

Description
Measures those experiencing difficulties coping financially.

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income	x	x	x	x	x	x	
Unemployment	x						
Education							
Health							
Housing							

Rationale For Selection: Indicator of either/both income inadequacy and those at risk of falling into debt. Captures the extent of those experiencing financial difficulties more finely than a debt indicator.

Reasons For Rejecting: Subjective: although attempts could be made to narrow the field, there will be a degree of judgement and thus variation across different individuals and households. Also, problems might not be serious and/or long-standing. Finally, might be due to 'over-spending'

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	Medium	Interesting to note seasonal fluctuations: e.g. winter, Christmas etc. Duration is also important.
A cause for concern (in Ireland)	Medium	
Recognisably something to do with poverty (not just health, etc)	Medium	
Increases in incidence with some proxy of low income	Medium	
Important in its own right	Medium	Can be due to over-spending
Indicative of wider issues	Medium	Risk of debt
Can be clearly defined and quantified	Low	
Understandable	Medium	
Relevant, reliable, repeatable data is available (or at least obtainable)	Low	
Robust to changes in government administrative rules	Medium	

Possible Specific Definitions
Numbers experiencing difficulties when expenditure of luxury items is discounted.
Exclude short-term problems due to temporary loss/fluctuation of income due to job etc.

Possible Splits

Possible Split	Relevance	Comment
By income group	High	
By social class	High	
By gender	Medium	Women are sometimes thought to be more responsible with money.
By age	Medium	e.g. can measure extent to which young people are facing disadvantages
By rural/urban	High	
By geographic concentration	High	
By vulnerable group	High	
By housing tenure	High	
By family type	High	Households with children are potentially more likely to fall into debt. This has implications for the children's' future development
By ethnicity	High	

Possible Data Sources

Possible Data Source	Comment
ESRI Living in Ireland Survey	Would need to include a new question. Possible confusion with debt question.

APPENDIX B: UNEMPLOYMENT AND WORK

Possible Unemployment and Work Indicators

Subject area	Possible indicators	Included In Appendix?
Unemployment	ILO	Yes
	numbers wanting work	Yes
	number of workless households	No
	long-term unemployed	Yes
Levels of income	benefit levels	Yes
Low pay at work	below minimum wage	Yes
	below X% of average hourly earnings	Yes
Other aspects of quality of work	lack of access to training	Yes
	job insecurity	Yes
Polarisation of work	by geography, family type, housing tenure, qualifications, etc	No

Note: those which are discussed in this appendix are those which arose in discussions during the study; those which are not discussed in this appendix are those which only arose at the end of the study, as a result of a further literature review.

1. UNEMPLOYMENT: ILO

Description
Measures those who are unemployed according to the ILO.

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income	x		x		x	x	
Unemployment	x		x		x	x	
Education							
Health							
Housing							
Other							

Rationale For Selection: International standard for measuring unemployment.

Reasons For Rejecting: Excludes some of those who are economically inactive but still want to work

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	High	
A cause for concern (in Ireland)	Medium	Not a major problem currently but could be in the future
Recognisably something to do with poverty (not just health, etc)	High	
Increases in incidence with some proxy of low income	High	
Important in its own right	High	
Indicative of wider issues	High	
Can be clearly defined and quantified	High	
Understandable	High	
Relevant, reliable, repeatable data is available (or at least obtainable)	High	
Robust to changes in government administrative rules	High	

Possible Specific Definitions
Standard ILO definition.

Possible Splits

Possible Split	Relevance	Comment
By income group	Low	
By social class	Medium	
By gender	High	
By age	Medium	Could be useful to see levels at either end of the job market (age groups)
By rural/urban	High	Need to take account of seasonal variations
By geographic concentration	High	
By vulnerable group	High	
By housing tenure	High	
By family type	High	
By ethnicity	Medium	

Possible Data Sources

Possible Data Source	Comment
LFS	

2. UNEMPLOYMENT: NUMBERS WANTING WORK

Description

Measures those who are 'economically inactive' and want to work, but do not necessarily fulfil the ILO criteria of being unemployed and wanting work.

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income	x		x		x	x	
Unemployment	x		x		x	x	
Education							
Health							
Housing							

Rationale For Selection: Potentially better alternative to the ILO measure which aims to capture the 'true' extent of those who are unemployed and would like to work: ILO measure only considers those who have sought a job in the last 4 weeks and are available to start work or are waiting to start a new job in the next two weeks.

Reasons For Rejecting: This classification is potentially too broad. Not all those who want to work but are not seeking work are necessarily vulnerable: it includes both those who can't work due to other commitments (e.g. single mothers) and 'discouraged workers' (who face no serious barriers to seeking employment).

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	High	
A cause for concern (in Ireland)	Medium	Unemployment is generally low in Ireland, but this could tease out 'hidden' unemployment
Recognisably something to do with poverty (not just health, etc)	Medium	Not all are poor
Increases in incidence with some proxy of low income	Medium	
Important in its own right	High	
Indicative of wider issues	High	
Can be clearly defined and quantified	Medium	
Understandable	Low	Distinction between ILO and this measure not easy to understand for public
Relevant, reliable, repeatable data is available (or at least obtainable)	High	
Robust to changes in government administrative rules	High	

Possible Specific Definitions

Numbers who say that they want paid work but who do not have paid work

Possible Splits

Possible Split	Relevance	Comment
By income group	Low	
By social class	Medium	
By gender	High	
By age	Medium	
By rural/urban	High	
By geographic concentration	High	
By vulnerable group	High	
By housing tenure	High	
By ethnicity	Medium	

Possible Data Sources

Possible Data Source	Comment
LFS	

3. UNEMPLOYMENT: LONG TERM UNEMPLOYED

Description
Numbers of long term unemployed (e.g. 2 years or more).

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income	x		x		x	x	x
Unemployment	x		x		x	x	x
Education							
Health							
Housing							

Rationale For Selection: Long term unemployment significantly affects standards of living and health and is clearly more serious that short-term unemployment. The chances of finding employment diminishing as the period of unemployment increases. It is also a NAPS target.

Reasons For Rejecting: data availability

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	High	
A cause for concern (in Ireland)	High	
Recognisably something to do with poverty (not just health, etc)	High	
Increases in incidence with some proxy of low income	High	
Important in its own right	High	
Indicative of wider issues	High	
Can be clearly defined and quantified	High	
Understandable	High	
Relevant, reliable, repeatable data is available (or at least obtainable)	High	
Robust to changes in government administrative rules	High	

Possible Specific Definitions
Can be a measure of individuals and/or of households.

Possible Splits

Possible Split	Relevance	Comment
By income group	Low	
By social class	High	
By gender	Medium	
By age	Medium	Should not be a problem for young, but can be for others
By rural/urban	Medium	
By geographic concentration	High	
By vulnerable group	High	
By housing tenure	High	
By family type	High	Especially with regards to effects on households with children
By ethnicity	High	

Possible Data Sources

Possible Data Source	Comment
LFS	

4. LEVELS OF INCOME: BENEFIT LEVELS

Description

Measures trends in the incomes of people who are unemployed.

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income	x		x	x	x	x	
Unemployment	x		x	x	x	x	
Education							
Health							
Housing							

Rationale For Selection: if benefit levels fall further behind average earnings, this is an indicator of growing depth of poverty by those out-of-work. The adequacy of benefits is vital to ensuring a decent standard of living for recipients and for tackling relative poverty

Reasons For Rejecting: If numbers reliant on the benefits in questions are low, problems can look exaggerated

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	High	
A cause for concern (in Ireland)	Medium	Indicates the extent to which those at the bottom are being 'left behind' in times of prosperity
Recognisably something to do with poverty (not just health, etc)	High	
Increases in incidence with some proxy of low income	Medium	
Important in its own right	High	
Indicative of wider issues	High	
Can be clearly defined and quantified	High	
Understandable	High	
Relevant, reliable, repeatable data is available (or at least obtainable)	Medium	So long as entitlement criteria remain the same
Robust to changes in government administrative rules	Medium	But also susceptible to changes in administrative policy and under some cases, in population levels

Possible Specific Definitions

Ratio between the level of selected means-tested benefits and average earnings/income.

Possible Splits

Possible Split	Relevance	Comment
By income group	Low	By definition, constant across all groups
By social class	Low	
By gender	Low	
By age	Low	
By rural/urban	Low	
By geographic concentration	Low	
By vulnerable group	Low	
By housing tenure	Low	
By ethnicity	Low	

Possible Data Sources

Possible Data Source	Comment
DCSFA Administrative Data	Census of all those on benefits.
ESRI Living in Ireland Survey	Substitute for lack of administrative data
LFS: Earnings data	Need average earnings across all industries, not just manufacturing
CSO	Retail Price Index

5. LOW PAY AT WORK: BELOW MINIMUM WAGE

Description
Measures numbers earning at a rate below the minimum wage (excluding exempt categories)

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income	x						
Unemployment							
Education							
Health							
Housing							
Other							

Rationale For Selection: Should show the effect of the impact of the minimum wage on those previously earning below the levels

Reasons For Rejecting: In theory, should be zero by definition. Merely confirms what should be happening anyway. Post 2000 (implementation), not an issue in Ireland.

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	Low	Monitoring of compliance is perhaps not the job of the poverty report
A cause for concern (in Ireland)	Low	Although data not yet published, compliance is thought to be very high by the inspectorate
Recognisably something to do with poverty (not just health, etc)	Medium	
Increases in incidence with some proxy of low income	Low	Depends on rules and enforcement
Important in its own right	High	
Indicative of wider issues	Medium	
Can be clearly defined and quantified	High	
Understandable	High	
Relevant, reliable, repeatable data is available (or at least obtainable)	Medium	Irish earnings data is less than comprehensive across sectors
Robust to changes in government administrative rules	High	

Possible Specific Definitions
Numbers earning below the rate of the minimum wage.

Possible Splits

Possible Split	Relevance	Comment
By income group	Low	
By social class	Low	
By gender	High	
By age	High	Young people on different rates
By rural/urban	High	
By geographic concentration	Medium	
By vulnerable group	Medium	
By housing tenure	Medium	
By family type	High	
By ethnicity	High	

Possible Data Sources

Possible Data Source	Comment
Labour Force Survey	Needs to cover all sectors of employment

6. LOW PAY AT WORK: BELOW X% OF THE AVERAGE

Description

Measures numbers earning at a rate below a given contemporary hourly threshold.

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income	x		x		x	x	
Unemployment	x		x		x	x	
Education							
Health							
Housing							

Rationale For Selection: Measures the numbers of low pay; flexibility to look at trends at a variety of thresholds.

Reasons For Rejecting: Not clear what threshold to take, and not rationale for selecting any threshold other than the minimum wage not clear. Data problems given survey tendencies to over or under-represent those in the informal economy.

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	High	
A cause for concern (in Ireland)	High	For example, amongst women in the service sector
Recognisably something to do with poverty (not just health, etc)	High	
Increases in incidence with some proxy of low income	Medium	Low pay can feature even in booming economies
Important in its own right	High	
Indicative of wider issues	High	
Can be clearly defined and quantified	High	But wages in all sectors are not always recorded
Understandable	High	
Relevant, reliable, repeatable data is available (or at least obtainable)	Medium	Statistics from review not due to be published till summer 2001
Robust to changes in government administrative rules	High	

Possible Specific Definitions

Numbers earning below X% of contemporary hourly median earnings.

Possible Splits

Possible Split	Relevance	Comment
By income group	Low	
By social class	Low	
By gender	High	
By age	High	Issues may be different for younger and older workers
By rural/urban	High	
By geographic concentration	High	
By vulnerable group	Medium	
By housing tenure	Medium	
By family type	High	
By ethnicity	Medium	

Possible Data Sources

Possible Data Source	Comment
Labour Force Survey	Needs to cover all sectors of employment

7. QUALITY OF WORK: ACCESS TO TRAINING

Description
Measures inequalities in the lack of access to job-related training.

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income							
Unemployment	x	x	x		x	x	x
Education	x	x	x		x	x	x
Health							
Housing							

Rationale For Selection: Work related training is one way of increasing the chances of future employment and future adequacy of income. Often strongly related to existing qualifications, which re-inforces current inequalities of labour outcomes.

Reasons For Rejecting: Differing relevance in different sectors (e.g. skilled manual vs. unskilled manual/some white collar jobs)

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	High	With large numbers of early school leavers, it is important that they get some form of later training
A cause for concern (in Ireland)	Medium	Evidence that the jobs market is tapping market for unskilled labour
Recognisably something to do with poverty (not just health, etc)	Medium	
Increases in incidence with some proxy of low income	Medium	
Important in its own right	Low	Only if there are disparities between groups
Indicative of wider issues	Medium	
Can be clearly defined and quantified	High	
Understandable	High	
Relevant, reliable, repeatable data is available (or at least obtainable)	Medium	
Robust to changes in government administrative rules	High	

Possible Specific Definitions
Numbers not receiving job-related training in the last 3 month period, split by existing qualification categories.

Possible Splits

Possible Split	Relevance	Comment
By income group	High	
By social class	High	
By gender	Medium	
By age	Medium	
By rural/urban	Low	
By geographic concentration	Low	
By vulnerable group	Medium	
By housing tenure	Low	
By family type	Medium	
By ethnicity	Medium	

Possible Data Sources

Possible Data Source	Comment
Labour Force Survey	
FAS training performance indicators	

8. QUALITY OF WORK: INSECURITY

Description

Measures numbers who are have insecure unemployment, for example those who move in and out of employment over a short space of time.

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income	x				x	x	
Unemployment	x				x	x	
Education							
Health							
Housing							
Other							

Rationale For Selection: Job insecurity is an important aspect of the ability of people to move in and out of poverty, and the quality of jobs is important as well as their quantity.

Reasons For Rejecting: Data or analysis difficulties.

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	High	
A cause for concern (in Ireland)	Low	
Recognisably something to do with poverty (not just health, etc)	Medium	Low skilled usually face this
Increases in incidence with some proxy of low income	Medium	
Important in its own right	High	
Indicative of wider issues	High	
Can be clearly defined and quantified	High	
Understandable	High	
Relevant, reliable, repeatable data is available (or at least obtainable)	High	
Robust to changes in government administrative rules	Medium	

Possible Specific Definitions

People making a new claim for unemployment benefit who were last claiming less than 6 months ago

Possible Splits

Possible Split	Relevance	Comment
By income group	High	
By social class	High	Split by education and skills levels would be useful too
By gender	Medium	Women in low skilled jobs might be particularly vulnerable
By age	Medium	Young people might be particularly vulnerable
By rural/urban	Medium	Seasonal effects of rural workers
By geographic concentration	Medium	
By vulnerable group	Medium	
By housing tenure	Medium	
By family type	Medium	
By ethnicity	Medium	

Possible Data Sources

Possible Data Source	Comment
DSCFA Benefits Data	Administrative data from unemployment benefit

APPENDIX C: EDUCATION AND QUALIFICATIONS

Possible Education Indicators

Subject area	Possible indicators	Included in Appendix?
School leavers	lacking basic qualifications	Yes
	lacking basic numeracy skills	No
	lacking basic literacy skills	No
Younger children	failing to achieve basic standards	Yes
	lacking basic numeracy skills	Yes
	lacking basic literacy skills	Yes
Adults	lacking basic qualifications	Yes
	lacking basic numeracy skills	No
	lacking basic literacy skills	No
Disrupted education	early leavers	Yes
	excluded from school	No
	truancy	No
	bullying	No
	children with special educational needs	No

Note: those which are discussed in this appendix are those which arose in discussions during the study; those which are not discussed in this appendix are those which only arose at the end of the study, as a result of a further literature review.

1. SCHOOL LEAVERS: LACK OF QUALIFICATIONS

Description
Measures the numbers who leave school (or equivalent) without achieving basic qualifications.

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income							
Unemployment		x					
Education		x					
Health							
Housing							
Other							

Rationale For Selection: those who lack qualifications are less likely to be able to progress in the labour market. Education also bolsters self esteem

Reasons For Rejecting: data availability.

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	High	
A cause for concern (in Ireland)	High	
Recognisably something to do with poverty (not just health, etc)	Medium	Effects of expanding jobs market. Children from poorer backgrounds more likely to leave school early
Increases in incidence with some proxy of low income	Medium	
Important in its own right	High	
Indicative of wider issues	Medium	
Can be clearly defined and quantified	High	
Understandable	High	
Relevant, reliable, repeatable data is available (or at least obtainable)	High	
Robust to changes in government administrative rules	High	

Possible Specific Definitions
Number of pupils who fail to achieve junior certificate

Possible Splits

Possible Split	Relevance	Comment
By income group	High	
By social class	High	
By gender	Medium	
By age	N/A	
By rural/urban	Medium	
By geographic concentration	Medium	
By vulnerable group	Medium	
By housing tenure	Low	
By family type	Low	
By ethnicity	Medium	

Possible Data Sources

Possible Data Source	Comment
ESRI Living in Ireland Survey	
Schools Data from the Dept of Education and Science	

2. YOUNGER CHILDREN: FAILING TO ACHIEVE BASIC STANDARDS

Description
Measures numbers achieving minimum standards in school examinations (primary/secondary)

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income							
Unemployment							
Education		x					
Health							
Housing							
Other							

Rationale For Selection: Measures the extent to which children are on course to achieve basic standards and qualifications in their education.

Reasons For Rejecting: Sensitivities about examination performance statistics. Poor availability of data.

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	High	
A cause for concern (in Ireland)	Medium	
Recognisably something to do with poverty (not just health, etc)	Medium	
Increases in incidence with some proxy of low income	Medium	
Important in its own right	High	
Indicative of wider issues	High	
Can be clearly defined and quantified	High	
Understandable	High	
Relevant, reliable, repeatable data is available (or at least obtainable)	Low	School performance statistics no longer collected/published
Robust to changes in government administrative rules	Medium	

Possible Specific Definitions
Numbers passing tests at particular levels at key stages in primary and secondary school.

Possible Splits (most of this data is not collected)

Possible Split	Relevance	Comment
By income group	High	Of parents
By social class	High	Of parents
By gender	Medium	
By age	N/A	
By rural/urban	Medium	
By geographic concentration	Medium	
By vulnerable group	Medium	
By housing tenure	Low	
By family type	Low	
By ethnicity	Medium	

Possible Data Sources

Possible Data Source	Comment
Schools performance data from Dept for Education & Science	Data no longer collected/published

3. YOUNGER CHILDREN: NUMERACY

Description

Measures numbers lacking basic numeracy skills amongst primary school children

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income							
Unemployment							
Education		x					
Health							
Housing							
Other							

Rationale For Selection: Adequate numeracy skills are seen as vital to a child's future success in securing skilled jobs in a competitive labour market.

Reasons For Rejecting: Sensitivities about examination performance statistics.

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	High	Already been suggested under the review of NAPS
A cause for concern (in Ireland)	Medium	
Recognisably something to do with poverty (not just health, etc)	Medium	
Increases in incidence with some proxy of low income	Medium	
Important in its own right	High	
Indicative of wider issues	High	
Can be clearly defined and quantified	High	
Understandable	High	
Relevant, reliable, repeatable data is available (or at least obtainable)	High	
Robust to changes in government administrative rules	Medium	

Possible Specific Definitions

Proportion of pupils failing basic numeracy tests at certain levels

Possible Splits

Possible Split	Relevance	Comment
By income group	High	Data not available by these splits so far
By social class	High	Data not available by these splits so far
By gender	Medium	
By age	N/A	
By rural/urban	Medium	
By geographic concentration	Medium	
By vulnerable group	Medium	Data not available by these splits so far
By housing tenure	Low	Data not available by these splits so far
By family type	Low	Data not available by these splits so far
By ethnicity	Medium	Data not available by these splits so far

Possible Data Sources

Possible Data Source	Comment
Dept for Education and Science schools data	Data needs to be released at national level

4. YOUNGER CHILDREN: LITERACY

Description
Measures numbers lacking basic literacy skills amongst primary school children

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income							
Unemployment							
Education		x					
Health							
Housing							
Other							

Rationale For Selection: Adequate literary skills are seen as vital to a child's future success in securing skilled jobs in a competitive labour market

Reasons For Rejecting: Sensitivities about examination performance statistics.

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	High	Already been suggested under the review of NAPS
A cause for concern (in Ireland)	Medium	
Recognisably something to do with poverty (not just health, etc)	Medium	
Increases in incidence with some proxy of low income	Medium	
Important in its own right	High	
Indicative of wider issues	High	
Can be clearly defined and quantified	High	
Understandable	High	
Relevant, reliable, repeatable data is available (or at least obtainable)	High	
Robust to changes in government administrative rules	Medium	

Possible Specific Definitions
Proportion of pupils failing basic literacy tests at certain levels

Possible Splits

Possible Split	Relevance	Comment
By income group	High	Data not available by these splits so far
By social class	High	Data not available by these splits so far
By gender	Medium	
By age	N/A	
By rural/urban	Medium	
By geographic concentration	Medium	
By vulnerable group	Medium	Data not available by these splits so far
By housing tenure	Low	Data not available by these splits so far
By family type	Low	Data not available by these splits so far
By ethnicity	Medium	Data not available by these splits so far

Possible Data Sources

Possible Data Source	Comment
Dept for Education and Science schools data	Data needs to be released at national level

5. ADULTS: LACK OF QUALIFICATIONS

Description
Measures the lack of basic qualifications amongst adults.

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income							
Unemployment	x	x			x	x	
Education	x	x			x	x	
Health							
Housing							
Other							

Rationale For Selection: Those who lack qualifications are less likely to be able to progress in the labour market.

Reasons For Rejecting: Established workers can rely on experience and workplace training to boost employment chances. Possibly difficult to measure. Difficult to change.

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	Medium	
A cause for concern (in Ireland)	Medium	
Recognisably something to do with poverty (not just health, etc)	High	
Increases in incidence with some proxy of low income	Medium	
Important in its own right	High	
Indicative of wider issues	High	
Can be clearly defined and quantified	Low	
Understandable	High	
Relevant, reliable, repeatable data is available (or at least obtainable)	Low	
Robust to changes in government administrative rules	Medium	

Possible Specific Definitions
Proportion of working age adults who lack basic educational qualifications

Possible Splits

Possible Split	Relevance	Comment
By income group	High	
By social class	High	
By gender	Medium	
By age	Medium	
By rural/urban	Medium	
By geographic concentration	Medium	
By vulnerable group	Medium	
By housing tenure	Low	
By family type	Low	
By ethnicity	Medium	This could depend on whether Irish-speaking or not

Possible Data Sources

Possible Data Source	Comment
Not known	

6. DISRUPTED EDUCATION: EARLY LEAVERS

Description

Measures numbers of early school leavers.

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income							
Unemployment							
Education		x					
Health							
Housing							
Other							

Rationale For Selection: Early school leaving is a recognised problem in Ireland subject to NAPS targets.

Reasons For Rejecting: Early school leaving can be a result of a buoyant labour market. Skills acquired in employment will be adequate. Staying at school may still not result in achievement of qualifications or skills

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	High	Already monitored
A cause for concern (in Ireland)	High	
Recognisably something to do with poverty (not just health, etc)	Medium	Effects of expanding jobs market. Children from poorer backgrounds more likely to leave school early
Increases in incidence with some proxy of low income	Medium	
Important in its own right	High	
Indicative of wider issues	Medium	
Can be clearly defined and quantified	High	
Understandable	High	
Relevant, reliable, repeatable data is available (or at least obtainable)	High	
Robust to changes in government administrative rules	High	

Possible Specific Definitions

Proportion of pupils who leave before junior certificate

Possible Splits

Possible Split	Relevance	Comment
By income group	High	Of parents
By social class	High	
By gender	Medium	Are girls less likely to leave early than boys?
By age	NA	
By rural/urban	Medium	
By geographic concentration	Medium	
By vulnerable group	Medium	Amongst Traveller community attendance at school in the first place is not universal
By housing tenure	Low	
By family type	Low	
By ethnicity	Medium	

Possible Data Sources

Possible Data Source	Comment
ESRI Living in Ireland Survey	
Schools Data from the Dept of Education and Science	

8. DISRUPTED EDUCATION: EXCLUDED FROM SCHOOL

Description
Measures numbers of pupils permanently excluded from school.

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income							
Unemployment							
Education		x					
Health							
Housing							
Other		x					

Rationale For Selection: Children excluded from school miss out on education and are therefore at higher risk of subsequent low pay and unemployment.

Reasons For Rejecting: Truancy and bullying may be considered more relevant. Numbers depend on policies adopted.

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	Low	
A cause for concern (in Ireland)	Low	
Recognisably something to do with poverty (not just health, etc)	Medium	
Increases in incidence with some proxy of low income	Medium	
Important in its own right	High	
Indicative of wider issues	High	
Can be clearly defined and quantified	Medium	
Understandable	High	
Relevant, reliable, repeatable data is available (or at least obtainable)	Low	
Robust to changes in government administrative rules	High	

Possible Specific Definitions
Children permanently excluded from school

Possible Splits

Possible Split	Relevance	Comment
By income group	High	of parents
By social class	High	of parents
By gender	High	
By age	Low	
By rural/urban	Medium	
By geographic concentration	High	
By vulnerable group	Medium	
By housing tenure	Low	
By family type	Low	
By ethnicity	Medium	

Possible Data Sources

Possible Data Source	Comment
School rolls	Availability unclear

APPENDIX D: HEALTH

Possible Health Indicators

Subject area	Possible indicators	Included in Appendix?
Overall mortality	concentrations of premature mortality	Yes
Quality of life	long-standing illnesses or disabilities	Yes
	other measures of morbidity	No
Healthy lifestyles	obesity	Yes
	drug/solvent/alcohol mis-use	Yes
	smoking (or cancer rates)	Yes
Children's health	low birthweight babies	Yes
	nutrition	No
	accidental deaths	Yes
	infant mortality	No
	respiratory illnesses	No
	immunisation take-up rates	No
Mental health	depression	Yes
	Anxiety	Yes
	mental illness	Yes
	suicides	No
Access to healthcare	unclear, but should be outcome-oriented rather than input-oriented	No
	something re the coverage of older people by social services	No

Note: those which are discussed in this appendix are those which arose in discussions during the study; those which are not discussed in this appendix are generally those which only arose at the end of the study, as a result of a further literature review. In addition, specific indicators of access to healthcare are not discussed as, although the subject was agreed to be important, no particular indicators were identified for possible inclusion.

1. OVERALL MORTALITY: CONCENTRATION OF PREMATURE MORTALITY

Description
Measures the extent to which premature death is concentrated in certain areas or amongst certain groups.

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income							
Unemployment							
Education							
Health	x				x	x	x
Housing							

Rationale For Selection: Reflects wider inequalities that are concentrated geographically in deprived areas or by other groupings of the population.

Reasons For Rejecting: Statistics can fluctuate.

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	Medium	
A cause for concern (in Ireland)	Low	Not been flagged by literature or discussions
Recognisably something to do with poverty (not just health, etc)	High	
Increases in incidence with some proxy of low income	High	
Important in its own right	High	
Indicative of wider issues	High	
Can be clearly defined and quantified	High	
Understandable	Medium	
Relevant, reliable, repeatable data is available (or at least obtainable)	High	
Robust to changes in government administrative rules	Medium	No direct effects – part of wider measures on health, income etc.

Possible Specific Definitions
Proportion of District Electoral Divisions where standardised mortality rate is X% higher (i.e. 10%) than the national average.

Possible Splits

Possible Split	Relevance	Comment
By income group	High	
By social class	High	
By gender	Medium	
By age	Low	
By rural/urban	High	
By geographic concentration	High	
By vulnerable group	Medium	
By housing tenure	High	
By family type	Medium	
By ethnicity	Medium	

Possible Data Sources

Possible Data Source	Comment
CSO	Not known if data is available and split types above

2. QUALITY OF LIFE: LIMITING LONG STANDING ILLNESS OR DISABILITY

Description
Measures the extent to which people have a longstanding illness or disability that limits their activities.

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income							
Unemployment							
Education							
Health	x		x	x	x	x	x
Housing							

Rationale For Selection: Limiting illness or disabilities can significantly affect quality of life: from employment chances to access to services.

Reasons For Rejecting: Data availability. Depends on what is meant by 'limiting' .

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	Medium	
A cause for concern (in Ireland)	Medium	
Recognisably something to do with poverty (not just health, etc)	Medium	Those in low incomes are more likely to suffer ill health generally
Increases in incidence with some proxy of low income	Medium	
Important in its own right	High	
Indicative of wider issues	High	
Can be clearly defined and quantified	Medium	Question of definition
Understandable	Medium	
Relevant, reliable, repeatable data is available (or at least obtainable)	Low	
Robust to changes in government administrative rules	Medium	As part of general drive to tackle ill health

Possible Specific Definitions
Proportion of adults, working age adults or pensioners who have a limiting longstanding illness or disability.

Possible Splits

Possible Split	Relevance	Comment
By income group	High	
By social class	High	
By gender	Medium	
By age	High	
By rural/urban	Medium	
By geographic concentration	Medium	
By vulnerable group	Medium	
By housing tenure	Medium	
By family type	Low	
By ethnicity	Low	

Possible Data Sources

Possible Data Source	Comment
Department of Health Information Management Unit	Unclear. Splits above reflect desirability, not availability

3. HEALTHY LIFESTYLES: OBESITY

Description
Measures numbers/rates of people who are obese.

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income							
Unemployment							
Education							
Health	x		x				
Housing							

Rationale For Selection: Obesity is a major risk factor for a range of lethal diseases, from heart disease to cancers. It is often linked strongly to social class for some sections of the population.

Reasons For Rejecting: Not overtly to do with poverty. May not be considered important enough a subject.

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	Medium	
A cause for concern (in Ireland)	Low	Obesity has not been flagged as a major area of concern
Recognisably something to do with poverty (not just health, etc)	Medium	In the UK, strongly correlated to social class for women in the UK, but not for men
Increases in incidence with some proxy of low income	Medium	
Important in its own right	High	
Indicative of wider issues	Medium	
Can be clearly defined and quantified	High	
Understandable	High	
Relevant, reliable, repeatable data is available (or at least obtainable)	Low	
Robust to changes in government administrative rules	Medium	

Possible Specific Definitions
Proportion of people/women/men with a body mass index greater than 30kg/m2.

Possible Splits

Possible Split	Relevance	Comment
By income group	High	
By social class	High	
By gender	High	
By age	Medium	
By rural/urban	Low	
By geographic concentration	Medium	
By vulnerable group	Medium	
By housing tenure	Low	
By family type	Low	
By ethnicity	Low	

Possible Data Sources

Possible Data Source	Comment
Department of Health Information Management Unit	Compendium of Statistics. Unclear if obesity data is included, and whether it is split

4. HEALTHY LIFESTYLES: DRUG USE

Description

Measures incidence of problem drug-taking

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income							
Unemployment							
Education							
Health	x				x	x	x
Housing							
Other	x				x	x	

Rationale For Selection: Apart from serious health risks, addicts are at increased risk of suicide and developing mental health difficulties

Reasons For Rejecting: Not overtly to do with poverty. Availability of reliable data.

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	Medium	
A cause for concern (in Ireland)	Low	Not flagged as an issue of concern
Recognisably something to do with poverty (not just health, etc)	Medium	More prevalent in deprived areas
Increases in incidence with some proxy of low income	Medium	Depends on enforcement also
Important in its own right	High	
Indicative of wider issues	High	
Can be clearly defined and quantified	High	
Understandable	High	
Relevant, reliable, repeatable data is available (or at least obtainable)	Low	
Robust to changes in government administrative rules	Medium	

Possible Specific Definitions

People admitting to taking drugs
People starting treatment episodes

Possible Splits

Possible Split	Relevance	Comment
By income group	High	
By social class	High	
By gender	Medium	
By age	High	
By rural/urban	Medium	
By geographic concentration	High	
By vulnerable group	Medium	
By housing tenure	Low	
By family type	Low	
By ethnicity	Low	

Possible Data Sources

Possible Data Source	Comment
Unclear	

5. HEALTHY LIFESTYLES: SMOKING

Description

Measures the number of people smoking.

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income							
Unemployment							
Education							
Health	x		x				
Housing							

Rationale For Selection: The effects of smoking is well documented and is linked to ill health and cancer. Extent of smoking can be strongly correlated with social class. Women who smoke during pregnancy might be risking the health of their children.

Reasons For Rejecting: A matter of free choice, not constrained by income. Not obviously to do with poverty. No serious concerns about levels

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	Medium	
A cause for concern (in Ireland)	Low	Not flagged as an issue of concern
Recognisably something to do with poverty (not just health, etc)	Low	A matter of free choice
Increases in incidence with some proxy of low income	Medium	Probably more prevalent amongst those with low income, but unsure
Important in its own right	High	
Indicative of wider issues	Medium	Insofar as it causes them
Can be clearly defined and quantified	High	
Understandable	High	
Relevant, reliable, repeatable data is available (or at least obtainable)	Low	
Robust to changes in government administrative rules	High	

Possible Specific Definitions

People who smoke occasionally, daily, or over X per day.

Possible Splits

Possible Split	Relevance	Comment
By income group	Medium	
By social class	Medium	
By gender	High	
By age	High	
By rural/urban	Low	
By geographic concentration	Medium	
By vulnerable group	High	
By housing tenure	Low	
By family type	Low	
By ethnicity	Low	

Possible Data Sources

Possible Data Source	Comment
Department of Health Information Management Unit	Splits above reflect desirability, not availability

6. CHILDRENS HEALTH: LOW BIRTHWEIGHT BABIES

Description
Measures the incidence of low birth weight babies.

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income							
Unemployment							
Education							
Health	x	x					
Housing							
Other	x	x					

Rationale For Selection: Closely correlated with poor health in the first weeks of life, with death before age 2 and ill health in later years.

Reasons For Rejecting: Advances in medicine and technology mean that babies who would have previously died at birth now survive as premature babies. So not necessarily a measure of poverty.

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	High	
A cause for concern (in Ireland)	Medium	
Recognisably something to do with poverty (not just health, etc)	Medium	
Increases in incidence with some proxy of low income	Medium	
Important in its own right	High	
Indicative of wider issues	High	
Can be clearly defined and quantified	High	
Understandable	High	
Relevant, reliable, repeatable data is available (or at least obtainable)	Medium	
Robust to changes in government administrative rules	Medium	Long term changes

Possible Specific Definitions
Proportion of births, including/excluding premature births, who weight less than 2.5 kilograms.

Possible Splits

Possible Split	Relevance	Comment
By income group	High	
By social class	High	
By gender	Low	
By age	NA	
By rural/urban	Low	
By geographic concentration	Medium	
By vulnerable group	High	
By housing tenure	Medium	
By family type	Low	
By ethnicity	Medium	

Possible Data Sources

Possible Data Source	Comment
Registry	Unclear
Department of Health	Unclear

7. CHILDRENS HEALTH: ACCIDENTAL DEATHS

Description
Measures the number of deaths amongst children due to accidents.

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income							
Unemployment							
Education							
Health		x			x	x	
Housing							

Rationale For Selection: Accidents are probably the most common cause of hospital admissions and probably form one of the single biggest causes of childhood deaths

Reasons For Rejecting: Not apparent that it is linked to poverty until the case is made with data that is split by social class.

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	Medium	
A cause for concern (in Ireland)	Unclear	Not flagged as an issue
Recognisably something to do with poverty (not just health, etc)	Medium	Not until data establishes that
Increases in incidence with some proxy of low income	Medium	
Important in its own right	High	
Indicative of wider issues	Medium	
Can be clearly defined and quantified	High	
Understandable	High	
Relevant, reliable, repeatable data is available (or at least obtainable)	Unclear	
Robust to changes in government administrative rules	Medium	

Possible Specific Definitions
Number of child deaths (or hospital admissions) due to accidental causes

Possible Splits

Possible Split	Relevance	Comment
By income group	High	
By social class	High	
By gender	Medium	Are boys more at risk than girls?
By age	Medium	
By rural/urban	Medium	Are children more at risk in urban areas than in rural areas?
By geographic concentration	Medium	
By vulnerable group	Medium	
By housing tenure	Medium	
By family type	Low	
By ethnicity	Low	

Possible Data Sources

Possible Data Source	Comment
Central Statistical Office	Unclear

8. MENTAL HEALTH: DEPRESSION

Description
Measures the incidence of depression.

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income							
Unemployment							
Education							
Health	x		x	x	x	x	
Housing							
Other	x		x	x	x	x	

Rationale For Selection: Depression is one of the most common forms of mental illness and its effects can spread into all dimensions of a person's life. Triggers for its development include unemployment, redundancy and financial difficulties.

Reasons For Rejecting: Relationship with poverty needs to be established. Probably only possible to capture the worst cases i.e. hospital admissions

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	Medium	
A cause for concern (in Ireland)	Unclear	Not flagged as an issue
Recognisably something to do with poverty (not just health, etc)	Medium	
Increases in incidence with some proxy of low income	Medium	
Important in its own right	High	
Indicative of wider issues	High	
Can be clearly defined and quantified	Medium	
Understandable	High	
Relevant, reliable, repeatable data is available (or at least obtainable)	Unclear	Needs investigating
Robust to changes in government administrative rules	Medium	

Possible Specific Definitions
Number of hospital admissions or outpatient treatments for depressive episodes.

Possible Splits

Possible Split	Relevance	Comment
By income group	High	
By social class	High	
By gender	Medium	
By age	Medium	
By rural/urban	Medium	
By geographic concentration	Medium	
By vulnerable group	Medium	
By housing tenure	Medium	
By family type	Low	
By ethnicity	Low	

Possible Data Sources

Possible Data Source	Comment
Department of Health Information Management Unit	Unclear

9. MENTAL HEALTH: ANXIETY

Description
Measures the incidence of anxiety

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income							
Unemployment							
Education							
Health	x		x		x	x	
Housing							
Other	x		x		x	x	

Rationale For Selection: Anxiety is a disorientating and stressful experience for sufferers, which affects the quality of their daily lives. Strongly influenced by both economic and living circumstances.

Reasons For Rejecting: Link with poverty not obvious.

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	Medium	
A cause for concern (in Ireland)	Unclear	Not flagged as an issue
Recognisably something to do with poverty (not just health, etc)	Medium	
Increases in incidence with some proxy of low income	Medium	
Important in its own right	High	
Indicative of wider issues	High	
Can be clearly defined and quantified	Medium	
Understandable	High	
Relevant, reliable, repeatable data is available (or at least obtainable)	Low	
Robust to changes in government administrative rules	Medium	

Possible Specific Definitions
Fear of crime

Possible Splits

Possible Split	Relevance	Comment
By income group	High	
By social class	High	
By gender	Medium	
By age	Medium	
By rural/urban	Medium	
By geographic concentration	Medium	
By vulnerable group	Medium	
By housing tenure	Medium	
By family type	Low	
By ethnicity	High	

Possible Data Sources

Possible Data Source	Comment
Crime surveys.	Unclear

10. MENTAL HEALTH: MENTAL ILLNESS

Description
Measures the risk or incidence of mental illness

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income							
Unemployment							
Education							
Health	x		x		x	x	
Housing							
Other	x		x		x	x	

Rationale For Selection: Mental illness and its effects can severely affect a person's life, and that of those around them.

Reasons For Rejecting: Link with poverty not obvious.

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	Medium	
A cause for concern (in Ireland)	Unclear	Not flagged as an issue
Recognisably something to do with poverty (not just health, etc)	Low	
Increases in incidence with some proxy of low income	Medium	Symptoms related to poverty can induce it e.g. stress from low income etc.
Important in its own right	Medium	
Indicative of wider issues	High	Unless genetic
Can be clearly defined and quantified	Medium	
Understandable	High	
Relevant, reliable, repeatable data is available (or at least obtainable)	Low	
Robust to changes in government administrative rules	Medium	

Possible Specific Definitions
Hospital admissions or the equivalent of English GHQ12 question

Possible Splits

Possible Split	Relevance	Comment
By income group	Medium	
By social class	Medium	
By gender	Medium	
By age	Low	
By rural/urban	Medium	
By geographic concentration	Medium	
By vulnerable group	Medium	
By housing tenure	Medium	
By family type	Low	
By ethnicity	Low	

Possible Data Sources

Possible Data Source	Comment
Department of Health Information Management Unit	Unclear

APPENDIX E: HOUSING

Possible Housing Indicators

Subject area	Possible indicators	Included in Appendix?
Quantity	homelessness	Yes
	temporary accommodation	Yes
	affordable housing	Yes
Quality	damp	Yes
	over-crowding	Yes
Fuel poverty	costs of essential utilities	Yes
Risk	re-possessions	Yes
	mortgage arrears	Yes
Polarisation	dissatisfaction with the local area	No
	other indicators split by housing tenure	No
	without household insurance	No

Note: those which are discussed in this appendix are those which arose in discussions during the study; those which are not discussed in this appendix are those which only arose at the end of the study, as a result of a further literature review.

1. QUANTITY: HOMELESSNESS

Description

Measures numbers of people who are accepted as homeless by local authorities

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income							
Unemployment							
Education							
Health							
Housing	x				x	x	

Rationale For Selection: people who are homeless are mostly in poverty and also suffer health and other problems.

Reasons For Rejecting: only low numbers affected. Data availability.

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	High	
A cause for concern (in Ireland)	High	
Recognisably something to do with poverty (not just health, etc)	High	
Increases in incidence with some proxy of low income	High	
Important in its own right	High	
Indicative of wider issues	High	
Can be clearly defined and quantified	High	
Understandable	High	
Relevant, reliable, repeatable data is available (or at least obtainable)	Low	Method of collecting data not comprehensive and standardised
Robust to changes in government administrative rules	High	

Possible Specific Definitions

People with no fixed abode

Possible Splits

Possible Split	Relevance	Comment
By income group	NA	
By social class	High	
By gender	Medium	
By age	Medium	
By rural/urban	Medium	
By geographic concentration	High	
By vulnerable group	Medium	Need to consider travellers and asylum seekers
By housing tenure	NA	
By family type	Low	
By ethnicity	Low	

Possible Data Sources

Possible Data Source	Comment
Local authority returns	Unclear

2. QUANTITY: TEMPORARY ACCOMMODATION

Description

Measures numbers of people who are accepted as homeless by local authorities

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income							
Unemployment							
Education							
Health							
Housing	x				x	x	

Rationale For Selection: A less extreme form of homelessness than rough sleeping, but nevertheless highly disruptive for occupants

Reasons For Rejecting: Still only captures the worst cases e.g. those accepted by local authorities. Affected by housing policy.

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	High	
A cause for concern (in Ireland)	Medium	
Recognisably something to do with poverty (not just health, etc)	Medium	
Increases in incidence with some proxy of low income	High	
Important in its own right	Medium	
Indicative of wider issues	Medium	
Can be clearly defined and quantified	High	
Understandable	High	
Relevant, reliable, repeatable data is available (or at least obtainable)	Low	Method of collecting data not comprehensive and standardised
Robust to changes in government administrative rules	High	

Possible Specific Definitions

Numbers with no fixed abode.

Possible Splits

Possible Split	Relevance	Comment
By income group	High	
By social class	High	
By gender	Low	
By age	Low	
By rural/urban	High	
By geographic concentration	High	
By vulnerable group	Medium	Need to consider travellers and asylum seekers
By housing tenure	NA	
By family type	Low	
By ethnicity	Low	

Possible Data Sources

Possible Data Source	Comment
Local authority returns	Unclear

3. QUANTITY: AFFORDABLE HOUSING

Description
Measures the availability of housing that is affordable for the majority of people.

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income							
Unemployment							
Education							
Health							
Housing	x				x	x	
Other	x				x	x	

Rationale For Selection: The lack of affordable housing is considered to be a major problem in Ireland, which clearly affects quality of life.

Reasons For Rejecting: no clear definitions

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	High	
A cause for concern (in Ireland)	High	
Recognisably something to do with poverty (not just health, etc)	Medium	Due to house prices rising faster than earnings for most people
Increases in incidence with some proxy of low income	Medium	
Important in its own right	High	
Indicative of wider issues	High	
Can be clearly defined and quantified	Medium	
Understandable	High	
Relevant, reliable, repeatable data is available (or at least obtainable)	Medium	
Robust to changes in government administrative rules	High	

Possible Specific Definitions
House completion figures compared with population statistics.

Possible Splits

Possible Split	Relevance	Comment
By income group	N/A	concerns housing rather than people
By social class	N/A	
By gender	N/A	
By age	N/A	
By rural/urban	High	
By geographic concentration	High	
By vulnerable group	N/A	
By housing tenure	High	
By family type	N/A	
By ethnicity	N/A	

Possible Data Sources

Possible Data Source	Comment
House building statistics	Unclear
Population statistics	

4. QUALITY: DAMP

Description

Measures the number of houses that are affected by damp

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income							
Unemployment							
Education							
Health	x	x	x	x	x	x	
Housing	x	x	x	x	x	x	

Rationale For Selection: Damp is harmful to health and can potentially cause structural damage to the building

Reasons For Rejecting: definitions and data availability. Is it a major problem?.

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	Unclear	
A cause for concern (in Ireland)	Medium	Housing conditions are an issue, though damp specifically may not be
Recognisably something to do with poverty (not just health, etc)	High	
Increases in incidence with some proxy of low income	High	
Important in its own right	High	
Indicative of wider issues	High	
Can be clearly defined and quantified	High	
Understandable	High	
Relevant, reliable, repeatable data is available (or at least obtainable)	Unclear	
Robust to changes in government administrative rules	Medium	

Possible Specific Definitions

Proportion of houses with damp. If data constraints, then proportion of houses without central heating.

Possible Splits

Possible Split	Relevance	Comment
By income group	High	
By social class	High	
By gender	Low	
By age	High	Especially for elderly homes
By rural/urban	High	
By geographic concentration	High	
By vulnerable group	High	
By housing tenure	Medium	
By family type	High	Especially if family with children
By ethnicity	Low	

Possible Data Sources

Possible Data Source	Comment
Housing statistics	Unclear

5. QUALITY: OVER-CROWDING

Description
Measures the incidence of over-crowding

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income							
Unemployment							
Education							
Health							
Housing	x	x			x	x	
Other	x	x			x	x	

Rationale For Selection: Usually occurs in households with large numbers of children. Households with large numbers of children is commonplace in Ireland.. Associated with higher rate of child accidents, encourages infection and resulting lack of privacy can cause considerable mental stress.

Reasons For Rejecting: definitions and data availability. Is it a major problem?

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	High	
A cause for concern (in Ireland)	High	Especially given incidence of young adults living with their parents due to lack of affordable housing
Recognisably something to do with poverty (not just health, etc)	Medium	
Increases in incidence with some proxy of low income	Medium	
Important in its own right	High	
Indicative of wider issues	High	
Can be clearly defined and quantified	High	
Understandable	High	
Relevant, reliable, repeatable data is available (or at least obtainable)	High	
Robust to changes in government administrative rules	Medium	

Possible Specific Definitions
Bedroom standard (houses with x people to y bedrooms taking into account age and sex of siblings and couples).

Possible Splits

Possible Split	Relevance	Comment
By income group	High	
By social class	High	
By gender	NA	
By age	Low	
By rural/urban	Medium	
By geographic concentration	Medium	
By vulnerable group	High	
By housing tenure	High	
By family type	High	
By ethnicity	High	

Possible Data Sources

Possible Data Source	Comment
ESRI Living in Ireland Survey	

6. FUEL POVERTY: COST OF ESSENTIAL UTILITIES

Description
Measures the cost/affordability of utilities deemed essential for fuel such as gas and electricity.

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income	x	x		x		x	
Unemployment							
Education							
Health	x	x		x	x	x	
Housing	x	x		x	x	x	

Rationale For Selection: Fuel poverty is viewed as an important problem in Ireland that needs monitoring. Especially important for elderly households and those with children in winter.

Reasons For Rejecting: definitional and data availability problems.

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	High	
A cause for concern (in Ireland)	High	
Recognisably something to do with poverty (not just health, etc)	High	Can also do with home insulation, price of fuel etc.
Increases in incidence with some proxy of low income	High	
Important in its own right	High	
Indicative of wider issues	High	
Can be clearly defined and quantified	High	
Understandable	High	
Relevant, reliable, repeatable data is available (or at least obtainable)	High	
Robust to changes in government administrative rules	Medium	

Possible Specific Definitions
Many possible definitions covering those who lack access and/or the costs of access; could cover water, gas electricity, etc

Possible Splits

Possible Split	Relevance	Comment
By income group	High	
By social class	High	
By gender	Low	
By age	High	
By rural/urban	High	
By geographic concentration	Medium	
By vulnerable group	High	
By housing tenure	High	
By family type	Medium	
By ethnicity	Medium	

Possible Data Sources

Possible Data Source	Comment
ESRI Living in Ireland Survey	

7. RISK: REPOSSESSIONS

Description
Measures the number of repossessions of homes due to mortgage repayment problems

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income	x						
Unemployment							
Education							
Health							
Housing	x						

Rationale For Selection: Home owners who lose their houses often suffer major lifestyle problems, both economic and in terms of mental health.

Reasons For Rejecting: Is it a big problem in Ireland?

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	Medium	
A cause for concern (in Ireland)	Low	
Recognisably something to do with poverty (not just health, etc)	Medium	
Increases in incidence with some proxy of low income	Medium	
Important in its own right	High	
Indicative of wider issues	High	
Can be clearly defined and quantified	High	
Understandable	High	
Relevant, reliable, repeatable data is available (or at least obtainable)	Medium	
Robust to changes in government administrative rules	Low	

Possible Specific Definitions
Number of homes being re-possessed by lenders

Possible Splits

Possible Split	Relevance	Comment
By income group	High	
By social class	High	
By gender	Low	
By age	Low	
By rural/urban	Medium	
By geographic concentration	Low	
By vulnerable group	High	
By housing tenure	High	
By family type	High	
By ethnicity	Low	

Possible Data Sources

Possible Data Source	Comment
Bank statistics	Unclear

8. RISK: MORTGAGE ARREARS

Description

Measures the number of households with mortgage arrears

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income	x						
Unemployment							
Education							
Health							
Housing	x						

Rationale For Selection: Home owners who lose their houses often suffer major lifestyle problems, both economic and in terms of mental health.

Reasons For Rejecting: : Is it a big problem in Ireland?

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	Medium	
A cause for concern (in Ireland)	Low	
Recognisably something to do with poverty (not just health, etc)	Medium	
Increases in incidence with some proxy of low income	Medium	
Important in its own right	High	
Indicative of wider issues	High	
Can be clearly defined and quantified	High	
Understandable	High	
Relevant, reliable, repeatable data is available (or at least obtainable)	Medium	
Robust to changes in government administrative rules	Low	

Possible Specific Definitions

Number of households in arrears with their mortgage. Numbers more than 12 months in arrears.

Possible Splits

Possible Split	Relevance	Comment
By income group	High	
By social class	High	
By gender	Low	
By age	Low	
By rural/urban	High	
By geographic concentration	High	
By vulnerable group	High	
By housing tenure	High	
By family type	High	
By ethnicity	Low	

Possible Data Sources

Possible Data Source	Comment
Bank statistics	Unclear

APPENDIX F: CHILDREN

Possible Indicators for Children

Subject area	Possible indicators	Included in Appendix?
Health	the relevant health indicators, some of which are child-specific	N/a
Education	the relevant health indicators, some of which are child-specific	N/a
Income	the relevant income indicators for households with children	N/a
Work	the relevant work indicators for households with children	N/a
Social stability	in care	Yes
	in institutions (criminal/non-criminal	Yes
	convicted of a criminal offence	No
	under-age pregnancies	No
	parents divorce	Yes

Note: those which are discussed in this appendix are those which arose in discussions during the study; those marked above as not applicable are those which are discussed in other appendixes; and those which are not discussed in this appendix are those which only arose at the end of the study, as a result of a further literature review.

1. SOCIAL STABILITY: CHILDREN IN CARE

Description
Measures the number of children living in care.

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income							
Unemployment		x					
Education		x					
Health							
Housing		x					
Other		x					

Rationale For Selection: Children in care are both vulnerable and at risk of poor work prospects in later life.

Reasons For Rejecting: Not obviously related to poverty. Extent depends on government policy

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	Medium	
A cause for concern (in Ireland)	Unclear	
Recognisably something to do with poverty (not just health, etc)	Medium	
Increases in incidence with some proxy of low income	Medium	
Important in its own right	High	
Indicative of wider issues	High	
Can be clearly defined and quantified	High	
Understandable	High	
Relevant, reliable, repeatable data is available (or at least obtainable)	High	
Robust to changes in government administrative rules	Medium	

Possible Specific Definitions
Numbers placed in care. Numbers in care.

Possible Splits

Possible Split	Relevance	Comment
By income group	High	of parents
By social class	High	of parents
By gender	Medium	
By age	Medium	
By rural/urban	Low	
By geographic concentration	Low	
By vulnerable group	Low	
By housing tenure	Low	
By family type	Low	
By ethnicity	Low	

Possible Data Sources

Possible Data Source	Comment
Local authority statistics	Unclear

2. SOCIAL STABILITY: CHILDREN IN INSTITUTIONS

Description
Measures the number of children incarcerated in detention centres due to crime and delinquency

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income							
Unemployment		x					
Education		x					
Health							
Housing		x					
Other		x					

Rationale For Selection: Children in institutions are by definition excluded from society. Furthermore, there could be additional risks of children developing criminal careers in the future by coming into contact with other inmates in detention

Reasons For Rejecting: Institutionalisation may be a necessary response to crime. Not obviously related to poverty.

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	Medium	
A cause for concern (in Ireland)	Unclear	
Recognisably something to do with poverty (not just health, etc)	Medium	
Increases in incidence with some proxy of low income	Medium	
Important in its own right	High	
Indicative of wider issues	High	
Can be clearly defined and quantified	High	
Understandable	High	
Relevant, reliable, repeatable data is available (or at least obtainable)	High	
Robust to changes in government administrative rules	High	

Possible Specific Definitions
Children placed in secure accommodation

Possible Splits

Possible Split	Relevance	Comment
By income group	High	Of parents
By social class	High	Of parents
By gender	High	
By age	Medium	
By rural/urban	High	
By geographic concentration	High	
By vulnerable group	High	
By housing tenure	Low	
By family type	Medium	
By ethnicity	Low	

Possible Data Sources

Possible Data Source	Comment
Garda statistics	Unclear
Local authority secure home statistics	Unclear

3. SOCIAL STABILITY: PARENTS' DIVORCE

Description
Measures the number of divorces amongst couples with children

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income							
Unemployment							
Education							
Health							
Housing							
Other		x					x

Rationale For Selection: Family breakdown is associated with the development of mental health problems in chidden and young people, with lower educational attainment and employment prospects.

Reasons For Rejecting: Not obviously related to poverty. Does not include the incidence of non-married couples with children who split

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	Medium	
A cause for concern (in Ireland)	Low	
Recognisably something to do with poverty (not just health, etc)	Medium	
Increases in incidence with some proxy of low income	Low	
Important in its own right	Medium	
Indicative of wider issues	Medium	
Can be clearly defined and quantified	High	
Understandable	High	
Relevant, reliable, repeatable data is available (or at least obtainable)	High	
Robust to changes in government administrative rules	Low	

Possible Specific Definitions
Proportion of children aged up to 16 whose parents divorce.

Possible Splits

Possible Split	Relevance	Comment
By income group	High	
By social class	High	
By gender	NA	
By age	NA	
By rural/urban	Medium	
By geographic concentration	Medium	
By vulnerable group	High	
By housing tenure	High	
By family type	High	
By ethnicity	Low	

Possible Data Sources

Possible Data Source	Comment
Central Statistical Office/Registry	Unclear

APPENDIX G: WOMEN

Possible Indicators for Women

Subject area	Possible indicators	Included in Appendix?
All	other indicators split by gender	N/a
	other indicators for groups of concern (e.g. lone parents, female-headed households)	N/a
Gender differentials	prevalence/extent of pay differences for equivalent jobs	No
	proportion of women who are economically dependent on their partner	No

Note: those marked above as not applicable are those which are discussed in other appendixes; those which are not discussed in this appendix are those which only arose at the end of the study, as a result of a further literature review.

APPENDIX H: OLDER PEOPLE

Possible Indicators for Older People

Subject area	Possible indicators	Included in Appendix?
All	other indicators , split by age (e.g. income, health, housing)	N/a
	other indicators, split by pensioner type (singles/couples, younger/older)	N/a
Income	numbers who rely solely on state benefits for their income	No
Health	number of winter deaths compared to summer deaths.	No
Isolation	numbers who lack social interactions with others, including relatives	Yes
	numbers of undiscovered accidents	No
	numbers who lack a telephone	No
Anxiety	numbers afraid of going out	No
	numbers who worry about being burgled	No
	numbers who worry about paying bills, e.g. for essential services.	No
Support	coverage of social care	Yes
	waiting times for essential operations.	No

Note: those which are discussed in this appendix are those which arose in discussions during the study; those marked above as not applicable are those which are discussed in other appendixes; and those which are not discussed in this appendix are those which only arose at the end of the study, as a result of a further literature review.

1. ISOLATION: PARTICIPATION

Description
Measures the extent to which older people participate in civic organisations

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income							
Unemployment							
Education							
Health	x		x		X	x	
Housing							
Other	x		x		x	x	

Rationale For Selection: Participation in civic organisations is an important indicator of pensioners' connection to the outside world and means that they are not living in isolation from the rest of the community. This can enhance the quality of life.

Reasons For Rejecting: Reasons for non-participation not always related to poverty. Lack of civic participation may be an inadequate indicator of pensioner's connection with the outside world. It excludes pensioners engaging in social events as well as their interaction with members of the family.

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	Medium	
A cause for concern (in Ireland)	Unclear	Not flagged as an issue
Recognisably something to do with poverty (not just health, etc)	Medium	
Increases in incidence with some proxy of low income	Medium	
Important in its own right	Medium	Participation is an important concept identified in NAPS
Indicative of wider issues	Medium	
Can be clearly defined and quantified	Medium	
Understandable	High	
Relevant, reliable, repeatable data is available (or at least obtainable)	Low	
Robust to changes in government administrative rules	Medium	

Possible Specific Definitions
Proportion of pensioners taking part in social, community and voluntary organisations, where the set of organisations included needs definition.

Possible Splits

Possible Split	Relevance	Comment
By income group	High	
By social class	High	
By gender	High	
By age	High	
By rural/urban	High	
By geographic concentration	High	
By vulnerable group	High	
By housing tenure	Medium	
By family type	Low	
By ethnicity	Medium	

Possible Data Sources

Possible Data Source	Comment
ESRI Living in Ireland Survey	Could include a question if not there already

2. SUPPORT: COVERAGE BY SOCIAL SERVICES

Description

Measures the extent to which help from social care services is available for the elderly according to need.

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income							
Unemployment							
Education							
Health	x			x	x	x	x
Housing							
Other	x			x	x	x	x

Rationale For Selection: Both the quality of the experience older people have at home and the feasibility of remaining at home will depend on the support they receive.

Reasons For Rejecting: Not obviously related to poverty. Dependent on government policy. Data availability.

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	Medium	
A cause for concern (in Ireland)	Unclear	
Recognisably something to do with poverty (not just health, etc)	High	
Increases in incidence with some proxy of low income	High	
Important in its own right	High	
Indicative of wider issues	High	
Can be clearly defined and quantified	Medium	
Understandable	Medium	
Relevant, reliable, repeatable data is available (or at least obtainable)	Unclear	
Robust to changes in government administrative rules	Medium	

Possible Specific Definitions

Proportion of older people (pensioners, over 75s, etc)receiving help by area of residence

Possible Splits

Possible Split	Relevance	Comment
By income group	High	
By social class	High	
By gender	Low	
By age	High	
By rural/urban	High	
By geographic concentration	High	
By vulnerable group	Medium	
By housing tenure	Low	
By family type	Low	
By ethnicity	Low	

Possible Data Sources

Possible Data Source	Comment
Department of Health Information Management Unit	Needs investigating. Splits above reflect desirability, not availability

APPENDIX I: URBAN

Possible Urban Indicators

Subject area	Possible indicators	Included in Appendix?
All	relevant indicators, split by type of district electoral division (as defined by a combination of population density and level of deprivation)	N/a
	relevant indicators, split by size of conurbation or by geography	N/a

Note: the indicators above are not discussed in this appendix as they have already been discussed in other appendices. A common theme in much of the literature is that the problems of urban poverty are similar to the problems of poverty more generally. Many of the indicators discussed under the other headings could potentially be analysed separately for areas of urban disadvantage and any indicators developed from a mainly urban perspective could potentially be analysed in the aggregate as well.

APPENDIX J: RURAL

Possible Rural Indicators

Subject area	Possible indicators	Included in Appendix?
All	relevant indicators, split by geography (rural/urban, large town/small town/village, remote/accessible rural, etc)	N/a
Access to services	access to banks	Yes
	access to village shops	Yes
	time taken to reach essential services (e.g. health services)	Yes
Isolation	lack of car ownership	No
	access to public transport	Yes
	levels of participation in civic society	No

Note: those which are discussed in this appendix are those which arose in discussions during the study; those marked above as not applicable are those which are discussed in other appendixes; and those which are not discussed in this appendix are those which only arose at the end of the study, as a result of a further literature review.

In many cases, the appropriate way to handle indicators of rural poverty is through disaggregations of the income, work, health etc indicators discussed in other appendices. Such divisions could simply compare the rural statistics with the national statistics or they could use greater sub-divisions such as distinguishing between small towns, villages and isolated dwellings. Another technique would be to distinguish between 'remote rural' and 'accessible rural', developing a methodology for so doing. Finally, regional breakdowns can be illuminating in illustrating differences in the scale of problems between different parts of the country

The differing nature of rural poverty might also lead to the development of some entirely new indicators which focus on the problems in question. For example, such indicators could cover access to essential services and/or isolation.

1. ACCESS TO SERVICES: ACCESS TO BANKS

Description
Measures access to current bank accounts or equivalent.

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income							
Unemployment							
Education							
Health							
Housing							
Other	x				x	x	

Rationale For Selection: Access to cash and banking services has a significant impact on people's ability to lead a normal life procuring a range of essential and non-essential goods and services, gaining employment, and the cost of services.. Products available may not suit those on low incomes.

Reasons For Rejecting: May be largely a matter of choice (self-exclusion) Access to cash machines, internet and telephone banking can act as alternatives to bank branches.

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	Medium	
A cause for concern (in Ireland)	Unclear	
Recognisably something to do with poverty (not just health, etc)	Medium	Banks are more likely to close in poorer areas
Increases in incidence with some proxy of low income	Medium	
Important in its own right	High	
Indicative of wider issues	Medium	
Can be clearly defined and quantified	High	
Understandable	High	
Relevant, reliable, repeatable data is available (or at least obtainable)	Unknown	
Robust to changes in government administrative rules	Low	

Possible Specific Definitions
Proportion of people without a current bank account split by income group or social class. Proportion of communities without a bank within an x mile radius.,

Possible Splits

Possible Split	Relevance	Comment
By income group	High	
By social class	High	
By gender	Low	
By age	Low	
By rural/urban	High	
By geographic concentration	High	
By vulnerable group	Medium	
By housing tenure	Low	
By family type	Low	
By ethnicity	Medium	Issues different for Muslims

Possible Data Sources

Possible Data Source	Comment
Unclear	

2. ACCESS TO SERVICES: ACCESS TO VILLAGE SHOPS

Description
Measures access to shops for residents in rural areas

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income							
Unemployment							
Education							
Health							
Housing							
Other	x			x	x	x	

Rationale For Selection: Access to shops has a significant impact on people's ability to lead a normal life procuring a range of essential and non-essential goods.

Reasons For Rejecting: Definitional problems (shops, villages). Data problems.

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	Medium	
A cause for concern (in Ireland)	Unclear	
Recognisably something to do with poverty (not just health, etc)	Medium	Shops are more likely to serve prosperous areas (due to profit)
Increases in incidence with some proxy of low income	Medium	
Important in its own right	High	
Indicative of wider issues	Medium	
Can be clearly defined and quantified	High	
Understandable	High	
Relevant, reliable, repeatable data is available (or at least obtainable)	Unclear	
Robust to changes in government administrative rules	Low	

Possible Specific Definitions
Proportion of communities without x type of shop within a y mile radius.

Possible Splits

Possible Split	Relevance	Comment
By income group	NA	To do with communities rather than people
By social class	NA	
By gender	NA	
By age	NA	
By rural/urban	High	
By geographic concentration	High	
By vulnerable group	NA	
By housing tenure	NA	
By family type	NA	
By ethnicity	NA	

Possible Data Sources

Possible Data Source	Comment
Unclear	

3. ACCESS TO SERVICES: TIME TAKEN TO REACH ESSENTIAL SERVICES

Description
Measures access to shops for residents in rural areas

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income							
Unemployment							
Education							
Health							
Housing							
Other	x			x	x	x	

Rationale For Selection: Access to essential services, such as health, has a significant impact on people's ability to lead a normal life.

Reasons For Rejecting: :definitional problems (which services, how to measure time). Data problems.

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	Medium	
A cause for concern (in Ireland)	Unclear	
Recognisably something to do with poverty (not just health, etc)	Medium	
Increases in incidence with some proxy of low income	Medium	
Important in its own right	High	
Indicative of wider issues	Medium	
Can be clearly defined and quantified	High	
Understandable	High	
Relevant, reliable, repeatable data is available (or at least obtainable)	Unclear	
Robust to changes in government administrative rules	Low	

Possible Specific Definitions
Proportion of communities without x type of shop within a y mile radius.

Possible Splits

Possible Split	Relevance	Comment
By income group	NA	To do with communities rather than people
By social class	NA	
By gender	NA	
By age	NA	
By rural/urban	NA	
By geographic concentration	NA	
By vulnerable group	NA	
By housing tenure	NA	
By family type	NA	
By ethnicity	NA	

Possible Data Sources

Possible Data Source	Comment
Unclear	

4. ISOLATION: ACCESS TO PUBLIC TRANSPORT

Description
Measures access to public transport

Relevant Working Group(s)

	Everyone	Children	Women	Older people	Urban	Rural	Other
Income							
Unemployment							
Education							
Health							
Housing							
Other					x	x	x

Rationale For Selection: Gaining access is in many ways the opposite of being excluded, and the ability to travel is a crucial aspect of access. For people in rural areas who cannot afford private transport, access to good public transport is vital to maintain their economic well-being.

Reasons For Rejecting: definitional and data problems.

Fit With Criteria

Criteria	Fit	Comment
Relates to something that you want to monitor	Medium	
A cause for concern (in Ireland)	Unclear	
Recognisably something to do with poverty (not just health, etc)	High	Less well off are more reliant on public transport
Increases in incidence with some proxy of low income	Medium	
Important in its own right	High	
Indicative of wider issues	Medium	
Can be clearly defined and quantified	High	
Understandable	High	
Relevant, reliable, repeatable data is available (or at least obtainable)	Unclear	
Robust to changes in government administrative rules	High	

Possible Specific Definitions

Households without regular access to public transport i.e. a bus stop within an x mile radius of home/work
Frequency of services

Possible Splits

Possible Split	Relevance	Comment
By income group	NA	To do with communities rather than people
By social class	NA	
By gender	NA	
By age	NA	
By rural/urban	NA	
By geographic concentration	NA	
By vulnerable group	NA	
By housing tenure	NA	
By family type	NA	
By ethnicity	NA	

Possible Data Sources

Possible Data Source	Comment
Unclear	

APPENDIX K: REVIEW OF MAJOR INTERNATIONAL DATA SOURCES

This appendix discusses some of the major data sources, at both EU and World levels, that are potentially relevant in the development of anti-poverty indicators. In particular, it discusses:

- The EU structural indicators.
- Eurostat.
- United Nations Development Programme (UNDP).
- UNESCO Institute for Statistics.
- UNICEF.
- UN Statistics Directorate.
- WHO Statistical Information Service.
- World Bank: World Development Indicators.

Note that, at the outset, it was agreed that any non-European analysis would be restricted to recent major published reports by the main worldwide organisations (e.g. as listed above).

From this discussion, the following suggestions are made:

The EU structural indicators are both relevant and important:

- One of the five themes under which these indicators are organised is 'social cohesion', a concept which is quite strongly related to poverty and social exclusion.

- The indicators represent the direction of EU thinking.

- The EU view is that data is available for each of them to be monitored regularly in all EU countries (including Ireland).

- European thinking on 'social indicators' is still emerging. In particular NAPS should establish and maintain contact with both the following projects which are

  - The 'High Level Group on Social Protection' which has been tasked to propose further 'social cohesion' indicators.

  - The Social Cohesion and Development Division of the Council of Europe which is currently undertaking a project to develop a guide on possible 'social indicators'.

- In contrast, it is not clear how relevant the World data sources (UNESCO, UNICEF, UN, WHO, World Bank etc) are to the development of Irish anti-poverty indicators:

  - The focus is typically on third world poverty and many of the indicators that are used are not necessarily that relevant to developed countries.

  - For data availability reasons, there is an inevitable tendency to focus on those indicators for which data is available from a wide range of countries rather than on those which would be idea in a particular country.

  - The most useful of the World data sources is the United Nations Development Programme as part of their analysis explicitly considers poverty in the OECD countries.

EU STRUCTURAL INDICATORS

http://europa.eu.int/comm/economy_finance/document/misc/com_2000_0594_en.pdf

The document referenced above sets out the Commission's proposed list of indicators (as at September 2000) to monitor progress toward the implementation of the Lisbon strategy, an important theme of which was 'social cohesion'.[6]

As well as the indicators proposed under the specific heading of social cohesion, some of the proposed employment and innovation & research indicators are also potentially relevant to the development of anti-poverty indicators.

The proposed indicators are important in at least two respects: first, they represent the direction of EU thinking; and, second, the EU view is that data is available for each of them to be monitored regularly in all EU countries (including Ireland).

In this context, the relevant indicators are summarised below. Note that the list is not complete and that, more specifically, the 'High Level on Social Protection' has been tasked to propose further social cohesion indicators. This incompleteness is re-emphasised by the fact that the Social Cohesion and Development Division of the Council of Europe is currently undertaking a project to develop a guide on possible 'social indicators'.

Indicators of social cohesion

Indicator 1 : Distribution of income (income quintile ratio)	The income quintile ratio is one measure of the degree of income inequality in a country. It compares the share of a country's income received by the highest-earning 20% of a country's population with that share earned by the lowest-earning 20% (S80/S20). Wide disparities in income share between these groups, can reflect poor levels of social cohesion, and the heightened risk of social exclusion for those at the lower end of the income distribution.
Indicator 2 : Poverty rate before and after social transfers	The poverty rate measures the share of the population below a defined poverty line, thus measuring the extent of poverty, the risks of social exclusion, and the impact of social transfers (excluding pensions).
Indicator 3 : Persistence of poverty	The indicator for the persistence of poverty measures the share of the population consistently living below the poverty line over the longer term. It gives an indication of the depth of the poverty problem and of its dynamics; the longer people remain in poverty the greater the likelihood of their permanent social exclusion.

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[6] Both the 1995 UN World Summit for Social Development in Copenhagen and the 2000 Lisbon special meeting of the European Council that agreed a new strategic goal for the EU emphasised the importance of participation by people in poverty at the highest level. In particular, the Copenhagen document proposed *"formulation of integrated strategies – with a focus on integrating goals and targets for combating poverty into overall economic and social policies, empowering those living in poverty by involving them in design and implementation"*.

As part of the framework for action to tackle poverty and manage globalisation, the Copenhagen World Summit for Social Development outlined 21 goals or principles to be addressed. These included:

- "Place people at the centre of development and direct our economies to meet human needs more effectively."

- "Promote the equitable distribution of income and greater access to resources equity and equality of opportunity for all".

- "Ensure that disadvantaged and vulnerable persons and groups are included in social development".

As part of the 'European Community Strategy for Combating Social Exclusion', the members of the European Union agreed to the following strategic goal: "*to become the most competitive and dynamic knowledge-based economy in the world, capable of sustainable economic growth with more and better jobs and greater social cohesion.*"

Indicator 4 : Jobless households	This indicator measures the extent to which whole households might be at risk of poverty and social exclusion due to the lack of employment. Jobless households are working age households, that have no person in employment. Here, working age households are defined as households in which at least one person is aged 25-55. In the interpretation of such an indicator, its sensitivity to the business cycle should be taken into account.
Indicator 5 : Regional cohesion (variation in GDP per capita in PPS across regions).	Reducing disparities between regions has since long been an aim of the Community's policies. Moreover, wide regional disparities in economic activity can be one of the factors contributing to the exclusion of certain parts of society within a country.
Indicator 6 : Early school-leavers not in further education or training	This indicator, which measures the share of people aged 18-24 with only lower secondary education and not in education or training, reflects the importance attached to investment in people in the strategy proposed by the Lisbon European Council. It highlights the need for a good level of basic education to enhance the employability of school-leavers, and to ensure their social inclusion. The European Council has also set a target of halving, by 2010, the number of 18-24 year olds with only lower secondary education that are not in further education or training.

Employment indicators of potential relevance

Indicator 1 : Employment rate Indicator 2 : Female employment rate	These first two indicators are a direct reflection of the strategic targets set by the European Council for employment. The inclusion of the female employment rate also reflects the importance attached to equal opportunities by the European Council, as well as the key role that increased female participation in the labour market and increased female employment will play in meeting the overall employment target.
Indicator 3 : Employment rate of older workers	Low employment rates for older workers in Europe are an indication of low participation of such workers in the labour market due to structural problems. Moreover, non-employed older workers are at risk of being permanently excluded from the jobs market, and accordingly of being socially excluded.
Indicator 4 : Unemployment rate	As well as being an indicator of overall macroeconomic performance, persistent trends in unemployment rates can reflect a number of structural factors impeding job-seekers from finding employment, such as low skill levels, inadequate assistance to job-seekers, overly generous benefit provision, and high tax rates on labour.
Indicator 5 : Long term unemployment rate	The long-term unemployment rate has been included here because it is a good reflection of structural problems on the labour market. Moreover, the long-term unemployed are susceptible to the erosion of their job skills, thus reducing their employability, and are likely to face a high risk of social exclusion.
Indicator 6 : Tax rate on low-wage earners	The Lisbon European Council called on the Commission and the Council to assess whether adequate measures have been taken to alleviate the tax pressure on labour –especially on the relatively unskilled and the low-paid - and to improve the employment and training incentives of tax and benefit systems. The average tax rate is one measure of the incentives/disincentives to employment included in tax and benefit systems. This indicator measures the average tax rate on low wage earners, that is those workers with a wage at or below a specified share of the wage of the average production worker.
Indicator 7 : Lifelong learning (adult participation in education and training)	The conclusions of the Lisbon Council stress the importance of an Active Employment Policy, of which lifelong learning is a key element. Continuous education and training is essential to enhance the skills of the workforce, ensuring their adaptation to the new knowledge-based society and their employability. The indicator "adult participation in education and training" needs to be further improved in view of comparability problems between some Member States.
Long term unemployment flow	To be developed
Quality of work	To be developed

Innovation and research indicators of potential relevance

Indicator 1 : Public expenditure on education	The Lisbon Council recommended that public expenditures be redirected towards human capital accumulation. In a rapidly developing knowledge economy the educational attainments of the population are an increasingly important determinant of economic growth and employment creation. The increased flexibility required in the work and market places implies that learning should last a lifetime. As indicated in the Lisbon conclusions this requires major investments in the national education and training systems from public authorities, enterprises and individuals. Public expenditure on education is so far the most comprehensive available measure of such investment.
Indicator 4 : Level of Internet access	The effectiveness of this effort is measured by the percentage of all businesses and homes connected to the Internet. This is in line with the Lisbon conclusions, which stressed the need for the Union to catch up with its competitors by linking many more businesses and homes to the Internet via fast connections. Tracking the connection of schools to the Internet is also being developed in light of the call of the Lisbon Council for full access by the end of 2001.

EUROSTAT

http://www.europa.eu.int/comm/eurostat/Public/datashop/print-catalogue/EN?catalogue=Eurostat&product=KS-31-00-732-__-C-EN
A whole range of statistical databases available for interrogation; some free and some not. Not poverty specific. The European Union: Eurostat Yearbook. Theme 3 (The Eurostat Yearbook 2000. The Statistical Guide to Europe. Eurostat 2000) discusses the data that is available.
Of particular note, the Eurostat databases include data for many (35) of the proposed structural indicators discussed above, with the most relevant ones listed below.

Employment/unemployment	Employed persons aged 15-64 as a share of the total population aged 15-64
	Employment rate of older workers
	Total unemployed individuals as a share of the -total active population
	Tax rate on low-wage earners
	Percentage of population, aged 25-64, participating in education and training.
Level of Internet access	Percentage of citizens who have Internet access at home
Distribution of income	Ratio of the total income received by the 20 % of the country's population with the highest income (top quintile) to that received by the 20% of the country's population with the lowest income (lowest quintile). The income distribution is calculated using the equivalised total income.
Poverty rate before and after social transfers	Poverty rate (= share of population below the poverty line) before social transfers ('original income').
	Poverty rate (= share of population below the poverty line) after social transfers ('total income').
Persistence of poverty	Share of population continuously below the poverty line for three consecutive years.
Jobless households	Share of households in which no member is in employment among all households in which at least one person is active
Regional cohesion:	Variation in unemployment rate across regions
Early school-leavers not in further education or training:	Share of the population aged 18-24 with only lower secondary education and not in education or training
Long-term unemployment rate	Total long-term unemployed (over 12 months) as a share of total active population - Harmonised series

UNITED NATIONS DEVELOPMENT PROGRAMME (UNDP)

http://www.undp.org/

At the UN Millenium Summit, a commitment was made to cut poverty in half by 2015. This followed a previous 1995 commitment to elaborating national definitions, indicators and measurements of absolute poverty, and the formulation of national anti-poverty plans and strategies. It is UNDP's role to put these commitments into practice. The table below lists those of their current indicators which are potentially relevant to Ireland's anti-poverty indicators

Human and income poverty	Long-term unemployment (as % of labour force)
	Population below income poverty line (various thresholds)
	People lacking functional literacy skills (% age 16-65)
	Probability at birth of not surviving to age 60 (% of cohort)
	Underweight children under age five (%)
	Adult illiteracy rate (% age 15 and above)
Commitment to health: access, services and resources	One-year-olds fully immunised: against tuberculosis, measles, (%) etc
	Health expenditure per capita
	Population with access to essential drugs (%)
	Population using improved water sources (%)
	Population using adequate sanitation facilities (%)
Leading global health crises and challenges	Infants with low birth-weight (%)
	Tuberculosis cases (per 100,000 people)
	Malaria cases (per 100,000 people)
	People living with HIV/AIDS: Children (% age 0-14)
	Cigarette consumption per adult (annual average)
	Children under-height and or under-weight for age (% under age 5)
	People living with HIV/AIDS
Survival: progress and setbacks	Probability at birth of surviving to age 65
	Maternal mortality ratio reported (per 100,000 live births)
	Under-five mortality rate (per 1,000 live births)
	Life expectancy at birth (years)
9. Commitment to education: public spending	Secondary public expenditure on education (as % of all levels)
	Public expenditure on education as % of GNP, government expenditure, etc
10. Literacy and enrolment	Adult literacy rate
	Youth literacy rate
	Enrolment rate for primary, secondary etc education
	Children reaching grade 5 (%)
12. Inequality in income or consumption	Share of income or consumption (%): Richest 20%, poorest 20% etc
	Inequality measures: Gini index
	Inequality measures: Richest 20% to poorest 20%
	Share of income or consumption (%): Poorest 10%, 20% etc
17. Unemployment	Youth unemployment
	Long-term unemployment (as % of total unemployment)
	Youth unemployment: Rate (% of labour force aged 15-24)
	Unemployment: Rate (% of labour force), numbers etc
	Long-term unemployment (as % of total unemployment)
21. Gender-related development	Life expectancy at birth (years), Female, 1999 view 80.0
	Adult literacy, Male rate (% age 15 and above)
	Combined primary, secondary and tertiary gross enrolment ratio
	Estimated earned income
23. Gender inequality in education	Net primary and secondary enrolment, Female ratio as % of male ratio
	Youth literacy, Female rate as % of male rate
	Gross tertiary enrolment
	Adult literacy, Female rate (% age 15 and above)
Gender inequality in economic activity	Employment by economic activity (%)
	Contributing family workers: (female as % of total)
	Employment by economic activity (%)
	Female economic activity (age 15 and above): as % of male rate

UNESCO INSTITUTE FOR STATISTICS

http://unescostat.unesco.org/uis/index.html

16 statistical indicators on issues of education. Not poverty specific.

Access to schooling	intake rates
	transition rates: primary to secondary
	survival rates
	school life expectancy
participation in education	enrolment rates
resources	pupil-teacher ratio
	expenditure as a proportion of GNP
literacy	literacy rates

UNICEF

http://www.unicef.org/statis/index.html

A number of indicators cover a range of issues related to children. Not poverty specific.

Total fertility rate:	The number of children that would be born per woman if she were to live to the end of her child-bearing years and bear children at each age in accordance with prevailing age-specific fertility rates.
Contraceptive Prevalence Rate:	Percentage of married women aged 15-49 years currently using contraception.
Infant mortality rate:	Probability of dying between birth and exactly one year of age expressed per 1,000 live births.
Under-five mortality rate:	Probability of dying between birth and exactly five years of age expressed per 1,000 live births.
Maternal mortality rate:	Annual number of deaths of women from pregnancy-related causes per 100,000 live births.
DPT3:	Three doses of vaccine against diphtheria, pertussis (whooping cough) and tetanus.
TT2+:	Two or more doses of vaccine against tetanus given to a woman before or during pregnancy to prevent a child contracting neonatal tetanus.
Oral Rehydration Therapy:	No definition given by UNICEF.
ORS/RHF:	Percentage of all cases of diarrhoea in children under five years of age treated with oral rehydration salts and/or recommended home fluids
Increased fluids, and continued feeding:	Percentage of all cases of diarrhoea in children under five years of age where the child received increased amounts of liquids, and continued to receive food.
Underweight:	Moderate and severe -- below minus two standard deviations from median weight for age of reference population; severe -- below minus three standard deviations from median weight for age of reference population.
Wasting, moderate and severe:	Below minus two standard deviations from median weight for height of reference population.
Stunting, moderate and severe:	Below minus two standard deviations from median height for age of reference population.
Breastfeeding:	The proportion of children aged <4 months who are not receiving anything apart from breast milk (except for medicines and vitamins). The proportion of children aged 6-9 months who are receiving breast milk and complementary foods. The proportion of children aged 20-23 months who are still receiving breast milk.
Baby-friendly hospital:	A hospital is designated "baby-friendly" if they adhere to the "ten steps to successful breastfeeding" promoted by WHO and UNICEF.
Primary enrolment ratios:	The gross enrolment ratio is the total number of children enrolled in primary school, whether or not they belong in the relevant age group for that level, expressed as a percentage of the total number of children in the primary school age group. The net enrolment ratio is the total number of children enrolled in a primary school who belong in the primary school age group, expressed as a percentage of the total number in that age group.
Adult literacy rate:	Percentage of persons aged 15 and over who can read and write.
Children reaching grade 5 of primary school:	Percentage of children entering the first grade of primary school who eventually reach grade 5.

UN STATISTICS DIRECTORATE

http://www.un.org/depts/unsd/

A whole range of statistical databases available for interrogation. Not poverty specific.

WHO STATISTICAL INFORMATION SERVICE

http://www-nt.who.int/whosis/statistics/menu.cfm?path=statistics&language=english

A provisional list of indicators relating to ageing and older people. Not poverty specific. Those which are potentially relevant to the development of anti-poverty indicators are listed below.

Income	Percentage of population below the national poverty line.
	Percentage of population below international poverty line
	Percentage of population with basic needs met.
	Monthly household expenditure distribution
Health	Life expectancy at birth without AIDS adjustment.
	DALE/HALE at birth, various ages etc
	Availability of resources, by region, sector and facility type.
	Access to health services/systems, by region, sector and facility type.
	Average distance to nearest government funded /private health care facility.
	Use of health care services/systems, by region, sector and facility type
	Highest risk co-morbid conditions.
	Percentage of population indicating self-rated health as very good, good or fair
	Top ten self-reported health conditions, including mental illness
	Percentage of population with self-reported disability (sight, hearing, physical, mental, multiple, etc).
	Percentage of population with mobility impairment
	Percentage of population reporting regular physical activity.
	Percentage of the population with adequate nutrition, energy intake etc
	Life Expectancy (LE) measures
	Mortality rates and causes for population 50+ years
	Health, emotional (self-reported) and mental/cognitive status
	Disability rates (physical and sensory) and functional status
	Tobacco, alcohol and drug abuse rates
	Social integration/unity (lifestyle, behaviours, isolation and neglect)
	Nutrition
	Abuse/violence/human rights violations
Education	Percentage of the population who are literate.
	Number of years of education.
Housing	Percent of households with adequate access to safe water etc
	Number of rooms per dwelling.
	Number of rooms used for sleeping per dwelling.
Older people	Life expectancy at various ages
	Crude death rate.
	Mortality rate: total, age-adjusted, age-specific, & cause-specific.
Social well-being	Percentage of the population with no regular contact with family/friends.
	Percentage reporting loneliness.
	Yearly reported abuse.
	Yearly crime statistics.
	Summary measures (global happiness, life satisfaction index)
Social services	Social (pensions, social security, social welfare)(as % of GDP), by sector and per capita.
	Health (as % of GDP), by sector, income distribution etc
	Availability of social services: Number of eligible clients
	Access to social services: Average distance to nearest facility
	Use of social services, by sector and type
	Total expenditure on pensions/social welfare (by sector)
	Total health expenditure (by sector)
	Access to social services and health care
	Use of social services and health care services
	Use of old people's homes, family or home care, community-based care

WORLD BANK: WORLD DEVELOPMENT INDICATORS

http://www.worldbank.org/data/wdi2001/index.htm

A large number of indicators covering a whole range of topics Not poverty specific. Those which are potentially relevant to the development of anti-poverty indicators are listed below.

Income	Gini index income distribution house price to income ratio indebtedness classification proportion below $X per day, by rural/urban etc minimum wage wages by industry, urban/rural etc
Health	low birthweight access to essential drugs immunisation pregnant women receiving prenatal care low-birthweight babies maternal mortality ratio women at risk of unwanted pregnancy tetanus vaccinations tuberculosis health expenditure as share of GDP anemia, prevalence of malnutrition, child smoking, prevalence of tuberculosis, incidence of years lived in poor health measles, share of children under 12 months malnutrition, children under five mortality rate body mass index, low mother's fertility rate immunization rate, child malnutrition rate, child mortality rate, infant
Education	expected years of schooling proportion achieving particular standards enrollment ratio net intake rate public spending as share of GDP, per student, etc pupil-teacher ratio, primary level unemployment by level of educational attainment illiteracy rate
Older people	average, as share of per capita income contributors as share of labor force, working-age population etc public expenditure on pensions as share of GDP
Other	internet access charges

*A Better World for All 2000. Progress towards the international development goals (*OECD, UN, World Bank, IMF. 2000) discusses the joint approach of the OECD, UN, World Bank and IMF to tackling issues of development.

APPENDIX L: REVIEW OF MAJOR NATIONAL DATA SOURCES

MAJOR NATIONAL SURVEYS

Living in Ireland Survey

Conducted annually (in principle).

Around 4,000 households, 10,000 individuals.

Contains information on the economic, financial and other circumstances of a longitudinal panel.

Recognised issues with the survey:
- Lengthy turnaround time (c. 18 months).
- Data not freely available to others by way of a data archive.
- Does not capture people not living in private households.
- Does not capture information about the allocation of resources *within* households.

We understand that the Minister for Social, Community and Family Affairs has now approved the prioritisation of the 2000 survey over the 1999 survey and that this should result in 2000 data being available in 2001.

It is also worth noting that there is a commitment in the PPF to develop systems of measuring poverty among groups not currently included and to new studies to:
- complement the current Living in Ireland and Household Budget Surveys, and
- address the gender dimensions of poverty.

The Census

Undertaken every five years.

Covers:
- Number, age, sex, marital status
- Household units and size, family units and size
- Employment status, occupations, social class status
- Educational attainment
- Farm households
- Cars per household

Household Budget Survey (CSO):

Conducted every 7 years.

Around 8,000 households.

Information on spending patterns. Its main purpose is to provide updated expenditure weights for the Consumer Price Index (CPI). It also provides a wealth of information on the expenditure patterns of households of different types.

Quarterly National Household Survey (CSO)

Undertaken quarterly.

Around 40,000 households.

Began in September 1997 replacing annual LFS (uses LFS definitions).

Based largely on EUROSTAT data requirements and focused on labour force.

Not all data is freely available from all the surveys: for example, annual data on households and age of child dependants linked to the economic status of individuals/households.

SUBJECT SPECIFIC

Income

SWITCH: a tax/benefit simulation model. Based on 1994 data and projects up to 2001. Can project income poverty, but not non-monetary deprivation.

Unemployment

Unemployment statistics available monthly from CSO ('signing on') at small area level. Regional data - which relies on the Live Register and the LFS – is available quarterly.

Health

The Department of Health (information management unit) produced an extensive compendium of health statistics in 1999. Covers population and projections, life expectancy and vital stats, health status and lifestyle.

The Health Research Board is a major health research organisation which publishes annual statistics on psychiatric admissions by socio-economic group.

Education and Training

Department of Education and Science statistics branch: annual statistics about schools and pupils.

School Leavers Survey, Dept of Enterprise, Trade and Employment: annual publication of the destination of school leavers.

The training and employment authority FAS carries out a variety of research.

Housing

Housing Needs Assessment: done every three years by all local authorities. Details the number of lone parents and couples with children in need of housing.

Recognised issues:

- Data on extent of housing need is limited and limited to the above.

- It is difficult to arrive at an accurate and reliable assessment of numbers of homeless, partly because there is no widely accepted definition.

Crime

Garda Annual Report on Crime. Levels of recorded crime in particular categories (burglary, murder etc). The data is split by region. There is some debate about the accuracy of the data due to under-reporting, under-recording, inconsistencies etc.

Quarterly National Household Survey did a one-off exercise on victimisation (Sep-Nov 1998).

The Department of Justice discussion document (Tackling Crime. Discussion Paper 1997) highlighted shortcomings with crime stats and recommended the collection of more statistics, using a broader approach and with more speedy results.

Transport

CSO has ward/DED level stats for car ownership, number of miles people have to travel regularly and how.

Population

Based on district electoral divisions (DEDs), which rarely change. Small area population statistics are available for each DED/ward, towns of over 1,000 and Gaeltacht areas.

SECONDARY DATA SOURCES

The material below summarises some of the analysis of secondary data sources set out in the Combat Poverty Agency's report entitled *Secondary Data Sources on Poverty: A Guide To Available Records*. It covers those sources within central government.

Department of Agriculture and Food

- Statistics, Income Estimates Quarterly Indicators, Annual Review and Outlook
- Subsidies to farm incomes
- Information on payments made to farmers under various schemes.
- Teagasc Annual National Farm Survey

Department of Arts, Heritage, Gaeltacht and the Islands

- Grants under the Housing (Gaeltacht) Acts

Department of Defence

- Army pensions

Department of Education and Science

- Records of individual primary schools delivering special support services
- Records of children currently placed in industrial and reformatory schools
- Records of requests for inclusion in special support schemes for children suffering educational disadvantage arising from socio-economic factors
- Records of ongoing funding allocations under disadvantaged area schemes
- Records of individual court hearings on certain difficult placement cases
- Book Grant Scheme to schools for books for necessitous pupils
- Seed capital grants for book loan/rental schemes operated in certain disadvantaged schools
- Bullying and school discipline issues
- Pupil attendance issues
- The Home/School/Community Liaison Scheme
- Links between schools in disadvantaged areas and third-level institutions
- Financial assistance for training centres for Traveller children aged 12-15yrs
- Higher education grants scheme
- Administration of the hardship fund
- Statistical information in relation to grant holders
- Youth reach and Traveller Programmes
- Support services for Youthreach and Traveller programmes
- Drop-out analysis and destinations
- Early school leavers
- Records relating to parish baptism numbers, primary and post primary school enrolments, housing details etc.
- Records relating to condition of primary and post-primary school accommodation & facilities, including renovation, and maintenance work.

- Grant scheme for special projects to assist disadvantaged youth
- Breaking the Cycle Scheme
- Adult Literacy and Community Education Scheme
- Grant scheme for Adult Education organisations
- Grant scheme for Women's Education groups
- Statistics
- Primary schools: database of schools held since 1993. Details held - enrolments, gender of students, classes, teacher, no personal pupil details.
- Post-primary schools: database of pupils held since 1991. Also includes personal details - name, date of birth, gender, academic year, school, programme, year-by-year account of progress through programme.

Department of Enterprise, Trade and Employment

- Statistics and reports relating to employment initiatives:
- School Leavers Surveys, Annual School Leaver's Survey Report
- Local Employment Service & FÁS record: database of registered jobseekers. Records contain details of education, most recent occupation and current welfare status.

Department of the Environment and Local Government

- Records on the provision, maintenance, and management of local authority housing and traveller accommodation and the delivery of accommodation services for homeless people.
- *Housing Statistics Bulletin* (Quarterly).
- *Housing Statistics* (Annual).

Department of Finance

- Annual *Budget* publication.
- *Economic Review and Outlook*
- *Monthly Economic Bulletin*

Department of Health and Children

- Statistics: child abuse / children in care
- Drug misuse
- Child health services: general issues
- Maternity and infant care scheme: policy / statistics
- Reports / reviews / work programmes on special public health issues
- Community drug schemes
- Hospital In-Patient Enquiry (HIPE): development / monitoring / analysis / Economic and Social Research Institute / coding, data enquiry, computerisation
- Public health data set development. Will contain population data; mortality data; births/fertility data; and information from Hospital In-Patient Enquiry, by patient's home address, standardised discharge rates & mortality rates.
- Health services research
- National Intellectual Disability Database
- Physical and Sensory Disability Database
- National Health and Lifestyles Surveys: (i) SLAN (Survey of Lifestyles, Attitudes and Nutrition) which focuses on adults; (ii) HBSC (Health Behaviour in School-Aged Children); school-going children of 9-17 years old. Sample of 187 schools, 8,497 pupils.
- National Cancer Registry

Department of Justice, Equality and Law Reform

- Criminal Legal Aid records
- Prison Records
- Probation Service records
- Court Records
- Garda Records

Department of Social, Community and Family Affairs

- Pensions.
- Child benefit.
- Central records.
- Employment initiatives and schemes: Back to Work Allowance Scheme; Student Summer Job.
- Central database – RSI numbers and record.
- ISTS – Integrated short-term schemes.
- Means recording system.
- Long term claims.
- Employment Action Plan.