



# Social care industry review, 2016

## Part I

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## 1 Introduction

In the UK, the output approach to measuring gross domestic product (GDP(O)) is based on a comprehensive and wide-ranging suite of short-term indicators that are used to compile the Index of Services, Index of Production, Retail Sales Index and Output in the Construction industry. The industry review programme considers the concepts, methods and data sources underpinning the short-term indicators on a rolling basis to ensure that they remain fit for purpose. The programme of work commenced in 2012 and is strongly supported by main external stakeholders and the UK Statistics Authority. The programme of reviews, covering all of the UK Standard Industrial Classification, is due to be completed in 2021.

This programme of reviews demonstrates our commitment to quality assure outputs as part of the [Code of Practice for Official Statistics](#). It mirrors a similar work programme conducted between 2002 and 2009, during which time the Index of Services achieved National Statistics status in April 2007, due at least in part to the existence and impact of the industry review programme.

The reviews are prioritised using a priority matrix that we designed and which is best explained in section 4.1 of the article [Improvements to the Output Approach to Measuring GDP, 2014](#). The main determinant of an industry position within the priority matrix is the importance or weight of the industry, as measured by its contribution to gross value added (GVA) within the context of the overall economy. However, over time the matrix has played a lesser part in establishing the priority of the industry to be reviewed, and instead emerging issues have directed where resources must be focused.

The 2016 priority matrix is published in Annex 1 of the article [GDP\(O\) Improvement report 2016](#). Changes to the 2016 matrix since the 2015 matrix can be attributed to changes in GVA weights, revisions performance and changes in volatility. Through the combined use of the priority matrix and the knowledge that significant changes are taking place in the social care industry, the industry was selected for review.

## 2 Summary

Challenges which have been identified during the first phase (part 1) of the industry review include the following:

1. The UK Standard Industrial Classification 2007 (SIC 07) splits social care into residential and non-residential categories. However, funding structures use an adult and children social care split. It can be challenging to transition from one classification to the other when measuring output.
2. The funding structure of social care activities is constantly changing, and with more direct payments in place, we need to make sure that we are continuing to measure appropriate outputs.
3. In particular, with 3 tier funding – government, self funders and a top-up system in place, we need to ensure our estimates continue to reflect the changing funding composition.
4. Usually, the Monthly Business Survey (MBS) turnover data is the most effective way of collecting the information required. However, in the case of the social care, turnover data does not inform us about where the funding came from – meaning,, is it government funding or private funding? Therefore, alternative sources and methods are being considered.
5. How to measure non-core social care activities such as childcare, pre-school care and the housing elements of social care is also being investigated.

Recommendations for improvement will be based on these challenges and set out in a concluding (part 2) report.

**Table 1: Current data sources for SIC 87 and 88**

Industry Group	Industry Description	Current Price	Volume measure	Deflator
<b>87</b> <b>Non market</b>	Residential care activities Non-market	General government final consumption expenditure	General government final consumption expenditure	Derived**
<b>87</b> <b>Market</b>	Residential care activities Market	General government final consumption expenditure	Work force jobs	Derived**
<b>88</b> <b>Non market</b>	Social work activities without accommodation	General government final consumption expenditure	General government final consumption expenditure	Derived**
<b>88</b> <b>Market</b>	Social work activities without accommodation	General government final consumption expenditure	Work force jobs	Derived**

Source:GDP(O) Source Catalogue, 2016

\*\* A “derived” measure can be calculated using the ratio or product of 2 indices, as in:

- dividing a current price index by a price index (to create a volume index)
- dividing a current price index by a volume index (to create an implied deflator)
- multiplying a volume index by a price index (to create a derived current price measure)

### 3 Industry overview

#### 3.1 UK Standard Industrial Classification SIC07

The social care industry covers all activities under UK SIC 2007 divisions 87 and 88. It includes adult and children's social care, both residential and domiciliary, as well as activities such as childcare, social housing and some juvenile rehabilitation centres.

Based on the [UK Standard Industrial Classification \(2007\)](#), the social care is divided into 2 SICs:

87 – residential care activities

88 – social work activities without accommodation

These divisions are further sub-divided into groups and classes for ease of measuring output as listed in Table 2.

**Table 2: UK Standard Industrial Classification 2007 codes for social care**

UK SIC (2007) component	UK SIC (2007) description
<b>Section Q</b>	<b>Human health and social work activities</b>
<b>Division 87</b>	<b>Residential care activities</b>
Group 871	Residential nursing care activities
Group 872	Residential care activities for learning disabilities, mental health and substance abuse
Group 873	Residential care activities for the elderly and disabled
Group 879	Other residential care activities
<b>Division 88</b>	<b>Social work activities without accommodation</b>
Group 881	Social work activities without accommodation for the elderly and disabled
Group 889	Other social work activities without accommodation
Class 8891	Child day-care activities
Class 8899	Other social work activities without accommodation not elsewhere classified

A more detailed breakdown of the social care industry is available in Annex A and A1.

The types of roles and activities undertaken within each aspect of the UK SIC 2007 classification can be found in our guide [Index, alphabetical and numerical](#) (page 227). This is particularly useful as it provides more specific information on what roles are undertaken within activities classified to divisions 87 and 88.

### 3.2 Inter-Departmental Business Register (IDBR)

The [Inter-Departmental Business Register \(IDBR\)](#) is a comprehensive list of UK businesses that is used by government for statistical purposes. It provides the main sampling frame for business surveys carried out by ONS and other government departments. It is also a main data source for analyses of business activity.

The main administrative sources for the IDBR are VAT (value added tax) and PAYE (pay as you earn) information from HM Revenue and Customs and details of incorporated businesses from Companies House. The information from these administrative sources is supplemented mainly by our Business Register and Employment Survey (BRES) to form the IDBR.

The [UK Business: Activity, size and location](#) statistical bulletin is published annually in October and contains information collated from a snapshot of the IDBR taken in March 2015, and published in October 2015. Information specific to the social care industry (UK SIC 2007 divisions 87 and 88) has been extracted from the statistical bulletin to give an overview of the industry:

- there were around 50,000 enterprises classified under divisions 87 and 88 – this is an increase of approximately 4,000 enterprises (8%) from the previous year (March 2014)
- 31% of the enterprises in these divisions are based in London and South East
- the majority of the enterprises had an employment size of less than 20; 38,240 enterprises accounted for 76% of the social care industry.

Further information, extracted from the IDBR publication which is specific to divisions 87 and 88, is available in Annex B.

### 3.3 Index of Services (IoS) industry structure

While it is useful to establish the breakdown by UK SIC 2007 and the type of activities and roles undertaken by the industry, it is important to note the reporting structure of divisions 87 and 88 for the measurement of Index of Services (IoS). The IoS reporting structure used to measure divisions 87 and 88 as at UK National Accounts: Blue Book 2016 is shown in Table 3.

**Table 3: Social care structure for Index of Services: Blue Book 2016**

IoS structure	Description
87	Residential care services
88	Social care services without accommodation

Source: Index of Services (IoS), June 2016

The detailed IoS structure described in Table 3 is used for measuring output and is published as the lower aggregate level of data within the [Index of Services](#) publication and the GDP estimates ([preliminary](#) GDP estimate, [second](#) GDP estimate and the [Quarterly National Accounts](#)). However, it is combined with division 86 human health and social work activities SIC 86 to 88 for the [Index of Services publication table](#).

### 3.4 Importance of the industry to the UK economy at Blue Book 2016

The importance of each industry within the context of the gross domestic product (GDP) of the overall economy can be expressed by a weight, in parts per thousand. For the [output approach](#) to measuring GDP, this represents its proportion of the sum of gross value added (GVA) produced by the economy in a given year. GVA is derived from outputs less inputs, or output less intermediate consumption. This is explained in more detail in the [UK national accounts – a short guide](#).

The weights used by GDP(O) are derived from [supply and use tables](#) calculated as part of [supply and use balancing](#) for each year from 1997 and revisions tend to be higher in later periods. The weights are specifically the GVA for the industry divided by the total GVA for the economy and then multiplied by 1,000. To calculate GVA weights within the Index of Services, rather than dividing by the whole economy, we divide by the total of the services industries.

In order for estimates to better reflect the changing industrial structures and prices in the economy, the last base year and reference year for chained volume estimates has been moved forward by 1 year, from 2012 to 2013 in Blue Book 2016 and Pink Book 2016. The weights for 2013 are also used in subsequent periods. In reference to the whole economy, the updated weights will decrease the importance of industries where GVA has fallen and increase the importance of industries where GVA has risen. This will necessarily produce the potential for revision to the overall GDP(O) index, although the growth rates of constituent industries remain unchanged, and their significance will vary each year. There were no significant changes to the GVA weights for 2013.

Currently, the last year for which weights are calculated is also the reference year for the index for this industry. Therefore, for the most recent UK National Accounts: Blue Book 2016, the latest GVA weights are for 2013 with the index produced on a 2013=100 basis. The GVA weights for 2013, as at Blue Book 2016, for divisions 87 and 88 are shown in Table 4.

**Table 4: Blue Book 2016 summary of 2013 weights for division 87 and 88**

Industry code	Industry description	2013 GVA weights (ppt)*		
		GDP(O) section weight	GDP(O) industry weight	IoS weight
Q	Human health and social work activities	73.5412		
87	Residential care services		8.4470	11.0
88	Social work activities without accommodation		10.1144	12.8

\* (ppt) = parts per thousand

Source: GDP(O) Source Catalogue, 2016

All weights listed are expressed as parts per thousand (ppt) and indicate the relative contribution to the UK economy, with the exception of the Index of Services weight, which indicates the relative contribution to the UK services industries.



From Table 4, it can be calculated that for Blue Book 2016, the combined social care industries (87 and 88) contributed 1.86% to the total UK economy and 2.38% to the UK services industries in 2013 (weights provided in table are parts per thousand).

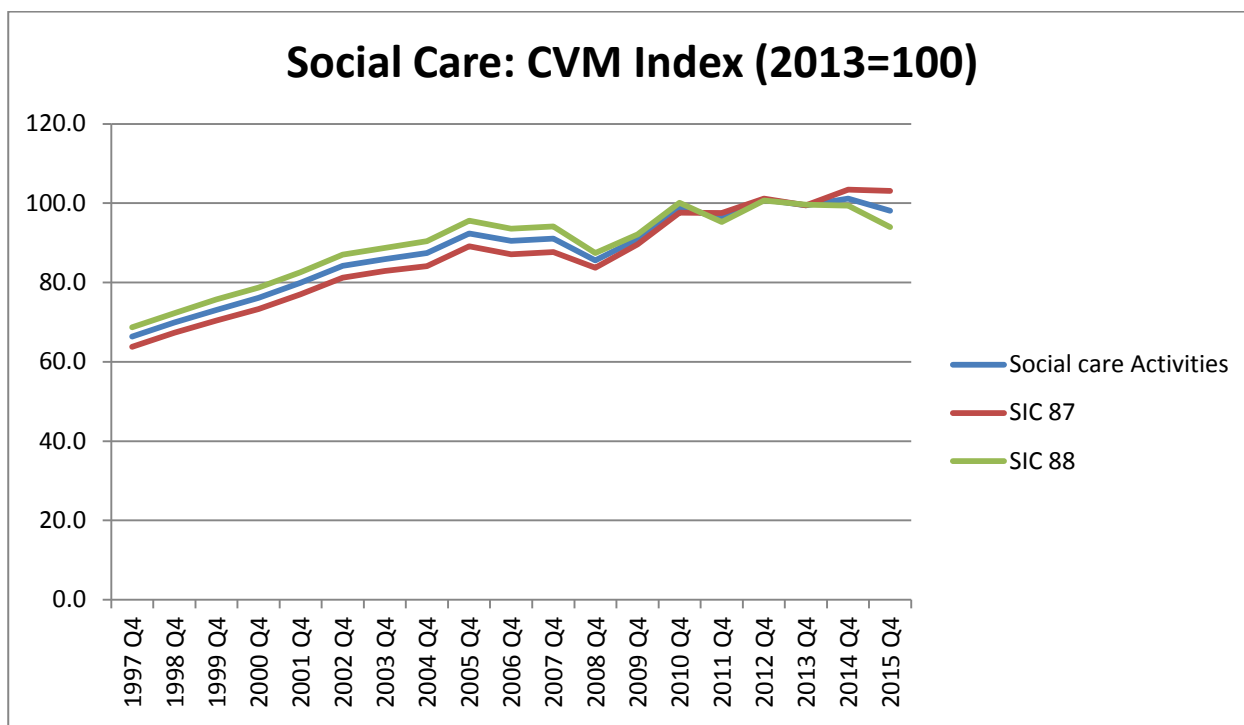
All previous year’s GVA weights are open to revision each year, as more data becomes available. For further information on the historic GVA weights used for the social care industries, please see Annex C.

For information on the derivation of IoS weights and aggregation weights, please see the [Index of Services Methodology](#) page on our website. For an overview of GVA weights used in GDP(O), see the [Output approach to measuring gross domestic product – Methods and sources](#) page on our website.

### 3.5 Output index at June 2016

As previously mentioned, the lowest published level of data for the social care industry within the [Index of Services](#) publication and within GDP publications ([preliminary](#) GDP estimate, [second](#) GDP estimate and the [Quarterly national accounts](#)) is divisions 87 and 88.

Figure 1 shows the chained volume measure (CVM) index for UK SIC 2007 division 87 and 88 from Quarter 4 (Oct to Dec) 1997 to Quarter 4 2015. The data has been extracted from the June 2016 publication [UK Quarterly National Accounts](#): Quarter 1 (Jan to Mar) 2016, reference table [UK GDP\(O\) low level aggregates](#). The graph shows that the output for divisions 87 and 88 is progressively increasing up to 2005; it then starts decreasing with a dip in 2008, after which it starts increasing again.



Source: : Office for National Statistics (June 2016) [Gross Domestic Product Preliminary Estimate](#)

## 4 Previous industry review

As a part of our commitment to improve the sources and methods used to measure the UK services industries, the social care industry was previously reviewed as part of our Index of Services Development Industry Review Programme in 2005. At the time of that review programme, the industry was classed within division 85 under the UK Standard Industrial Classification (SIC) 2003. UK SIC 2003:

85.31 Social work services with accommodation

85.32 Social work services without accommodation

Education and Health and Social Work Industry Review was published in 2005 and can be found on the archived ONS web page dedicated to [industry reviews](#).

Since the 2005 industry review, methods and sources have been reviewed at periodic points to ensure they meet the requirements of measuring the industry from a national accounts perspective. It cannot therefore be assumed that the methods outlined in the previous report are correct as of today. An overview of the methodology used in Blue Book 2016 to measure UK SIC 2007 divisions 87 and 88 within the output approach to measuring GDP is detailed in section 5.

## 5 Blue Book 2016 methodology

This section outlines the Blue Book 2016 methodology used to measure short-term output in the social care industry for the output approach to measuring GDP. The data sources, methods and concepts described in this section relate to those used for Blue Book 2016.

**Table 5: Summary of Blue Book 2016 GDP(O) methodology for division 87 and 88**

Industry code	Industry description	Current price source	Volume	Deflator
87 Non-market	Residential care activities non-market	General government final consumption expenditure	General government final consumption expenditure CVM	Derived
87 Market	Residential care activities market	General government final consumption expenditure	Workforce jobs	Derived
88 Non- market	Social work activities without accommodation	General government final consumption expenditure	General government final consumption expenditure CVM	Derived
88 Market	Social work activities without accommodation	General government final consumption expenditure	Workforce jobs	Derived

Source: GDP(O) Source Catalogue, 2016

## 6 Conceptual quality

In considering the Blue Book 2016 methodology used to measure the social care industry for the output approach to measuring GDP, it is useful to understand international guidance to ensure the reliability and comparability of data.

### 6.1 Industry-specific guidance on conceptual quality

We use the most appropriate and comprehensive international guidance to judge the conceptual quality underpinning estimates of short-term growth. In this context, the most important guidance is that contained in the Eurostat [Handbook on prices and volumes measures in national accounts \(2016\)](#). The handbook is based upon the [Classification of Products by Activity \(CPA\) 2008](#) which broadly relates to [UK Standard Industrial Classification of Economic Activities 2007](#).

Using this guidance framework, the quality of each industry is re-assessed by our experts each year. It is important to note that the assessment considers the weakest element of each industry where this breaches a 10% significance threshold, and rates the measures as A, B or C quality, with C rated industries classed as “improvement required”, B rated industries being deemed “acceptable” and A rated industries achieving the highest “appropriate” rating.

The Organisation for Economic Co-operation and Development (OECD) has also published the [Compilation manual for an Index of Service Production \(2007\)](#) providing international guidelines on the compilation of output indicators for the services industries for OECD member countries. It has been written to compliment the Eurostat “Handbook on prices and volumes measures in national accounts” but with emphasis on short-term measures of output – the Eurostat handbook has been written in the context of annual data, although it can be used in the context of quarterly and monthly data.

The [OECD manual](#) (paragraph 87) states that:

“Appropriately deflated turnover would be classified as an ‘A method’. Turnover deflated by a less appropriate deflator (for example, with wider industry coverage) would be classified as a ‘B method’. Generally the Eurostat handbook classifies volume measures as B methods. However, if there is a detailed breakdown by type of commodity ensuring reasonable homogeneity, and there is very little change in quality, a volume indicator could be classified as an A method. ‘Input’ indicators are classified as C category indicators by Eurostat, because they do not adequately detect changes in productivity; employment is an example.

The [OECD manual](#) (Annex 2, page 122) lists the preferred methods for measuring the output of social care services:

### OECD recommended methods for measuring the output of social care services

Industry description	Preferred methodology	
Social work activities with accommodation	<b>Gross turnover deflated by appropriate quality adjusted price indices</b>	
	Turnover from survey of providers of residential care or administrative data from tax returns which could be split by type of social home. Examples are: - children's homes - homes for aged - homes for handicapped people	Weighted appropriate price indices. Examples are: - CPI: Residential care - PPI: Residential care
	<b>Or Volume indicators</b>	
Examples are: - number of occupant-days	Children's homes Homes for aged Homes for handicapped people	
Social work activities without accommodation	<b>Gross turnover deflated by appropriate quality adjusted price indices</b>	
	Turnover from survey of providers of non-residential care or administrative data from tax returns which could be split by type of social care Examples are: - child day care - day care for handicapped adults - counselling services	Weighted appropriate price indices. Examples are: - CPI: Non-residential care - PPI: Non-residential care
	<b>Or Volume indicators</b>	
Examples are: - number of persons receiving care	Children Adults Handicapped adults	

Source: OECD

The [Eurostat handbook](#) (section 4.17) recognises that the provision of social care can be organised in many ways: services delivered in market or non-market settings along with a mixture of the 2. The European System of National and Regional Accounts (ESA 2010) p.10.30 recognises that "Although the use of input-based methods is generally to be avoided, it is possible, in the field of health, to apply the input method when the variety of the services is such that it is practically impossible to determine homogeneous products." Note that "products" should be taken in terms of completed treatment.

It is however important to note that for residential care services, as in "These services include welfare services delivered through residential institutions to old persons, handicapped persons, children and young people. They do not include a medical service component provided by doctors. If lodging is combined with medical services under the direction of a doctor CPA 86.1 (hospital

services) is the relevant CPA item. The borderline between the two, however, may sometimes be blurred”.

While “for market output deflation by the appropriate component of the CPI (adjusted to basic prices) is the A method. Occupant days by type of institution will meet the requirements for a B method. This supposes that the services provided within each type of institution are sufficiently homogeneous. For non-market output, input methods are allowed as a B method. Output volume indicators without quality adjustment would also be considered a B method if those indicators provide good coverage and are sufficiently detailed.”

At the same time, for social care activities without accommodation “for market services the use of the relevant CPI component adjusted to basic prices is an A method. Without this valuation adjustment to the CPI, a B method is obtained. For non-market output, input methods are allowed, although use of output volume indicators without quality adjustment would also be considered a B method if those indicators provide good coverage and are sufficiently detailed. The number of persons receiving care by level of care is a B method for non market output.”

## 6.2 Blue Book 2016 industry quality rating

Prior to the industry review process, the conceptual quality of the short-term measurement of the social care industry was assessed according to the principles outlined in the Eurostat [Handbook on prices and volumes measures in national accounts \(2016\)](#). It should be noted that the assessments made in this report are made by our own experts rather than Eurostat.

**Table 6: Eurostat quality rating as at Blue Book 2016**

Industry code	Industry description	Eurostat quality rating as at Blue Book 2016
87	Residential care services	C
88	Social work activities without accommodation	C

Source: GDP(O) Source Catalogue, 2016

The quality ratings can be seen in the published article [Improvements to the output approach to measure UK GDP, 2015](#).

The C rating is a reflection on using input method – that is, Workforce Jobs – for the market share of the industries.

## 7 International perspective

### OECD

In terms of international comparisons, there are a limited number of countries which undertake the collection of data on the services industries to produce a monthly index. In 2007, the Organisation for Economic Co-operation and Development (OECD) produced guidance in the form of the [Compilation manual for an Index of Service Production](#).

This was compiled by representatives from the UK, South Korea, USA and Canada. These countries all have forms of publication which aim “to obtain a more accurate view of short-term economic phenomena in their services sectors”. The OECD manual provides specific methodology in terms of how the service sector should be measured in the short-term. This includes areas such as defining a framework and classification system, noting possible sources and methods and also how the index should be calculated.

### Eurostat

For comparison purposes within the European Union, few member states compile a monthly Index of Services (IoS). However, work is being conducted at a European level to address this issue in the form of a taskforce between Eurostat and member states’ national statistics institutes (NSIs). Apart from the UK, the only other European countries which conduct a monthly IoS or equivalent in their respective countries are Ireland and Sweden.

A broad overview of monthly IoS measures produced by other NSIs can be found below. This is based upon information made publicly available through their respective websites (unless otherwise stated).

### Ireland

Ireland’s [Monthly Services Value Index](#) (MSI) measures the changes in output at current prices in the non-financial traded services sector. The MSI is compiled and published every month by the [Central Statistics Office](#) (CSO) and has been conducted continuously since 2009. The CSO Central Business Register provides the basis for the Short Term Statistics Register from which a sample of about 2,200 enterprises is selected.

The sole data collected from enterprises is their monthly turnover which is indexed using 2010=100 as the base. The MSI is based on the Statistical Classification of Economic Activities in the European Community Rev. 2 (2008) [that is, [NACE Rev. 2](#)], and are consistent with the UK SIC 2007 classification. Estimates for Divisions 87 and 88 social care activities are not published at this point in time. Therefore these estimates cannot be used for comparison purposes. Further detailed [methodological information](#) on the MSI is available on the CSO website.

## Sweden

Within Europe, the nearest comparison to the UK's Index of Services is the monthly Swedish [Index of Service Production](#). This index provides information about the Swedish service sector and has been published since 2005 in a monthly press release, 35 days after the end of the time period in question. The Index of Service Production is based on EU recommended standard, NACE Rev.2. Estimates for Divisions 87 and 88 social care activities are published under the broader NACE Rev. 2 category education, human health and social work (85 to 88) and therefore these estimates cannot be used for comparison purposes.

## Canada

The closest equivalent estimates beyond Europe are from Canada, which produces a monthly output estimate of GDP with a breakdown by industry. The Statistics Canada website provides an overview of the methodology used to produce the monthly [Gross Domestic Product by Industry](#). The production estimates are prepared for 214 separate industries using the [North American Industrial Classification System](#) (NAICS 2007).

In terms of the NAICS 2007 classification, the following groups cover the social care activities 623 nursing and residential care facilities and 624 social assistance. As a result, comparability with the indicators is limited.



## 8 Issues identified during the industry review

As part of the industry review, various areas were investigated in order to identify potential improvements to better meet internationally recognised standards. This section will discuss any areas for further work that have been identified as part of this review.

### 8.1 Market and non- market split

Given the increasingly blurred distinction between market and non-market services, a key question is how or on what do we hinge the market and non-market split. Consideration needs to be given to the way that the industry operates and whether the current split is still valid and needed.

Firstly, in the UK there is a 3-tier pay structure in social care industries: care can be funded by government, by individuals (self funders) and a mixture of the 2. Secondly, social care is delivered by informal, unpaid carers, who are financially supported by local authorities, the NHS and voluntary sector and by private companies.

We need to consider the following:

- I. When social care is being paid for by government it is classed as a non-market service; when paid for by an individual it is a market service; the mixed payments arrangements are classed as non market as well, as they are usually “top-ups” to the government provided care.
- II. Issues regarding this structure: there are a number of private providers of social care, who operate a business model on the basis of providing the care to those who are local authority funded, but can only do so due to cross-subsidisation from the clients that are self-funding their care. Further complexity is added due to instances where care homes provide beds paid for in all 3 ways.
- III. There is also a growing group of clients that we need to be aware of who appear to be direct payment recipients. They may appear as self-funders when the expenditure should in fact be attributed to government.
- IV. Who provides the services? Since the 1990s, local authorities have been moving away from providing exclusively in-house care services and they are now commissioning from the range of independent providers, both from the private and voluntary sectors. On average, 74% of care provided by local authorities has been delivered in market establishments.

### 8.2 Coverage of non core activities

The Standard Industrial Classification (SIC) structure for social care covers not only the traditional care for the disabled, elderly and vulnerable but also includes other services such as rehabilitation facilities, discharged prisoners hostels, along with Citizens Advice Bureaux, disaster relief organisations and those who help refugees and immigrants. It also includes childcare activities:

day nurseries, playgroups and crèches. We need to consider any potential for overlapping with education funding. We are looking at data to make sure that we are covering those activities appropriately.

### 8.3 Conceptual framework

Normally we use turnover data as a proxy for GVA in short-term output indicators.

Conventionally, for the non market output we would use the sum of costs.

In the area of social care we are currently considering the possibility of using data not only from government and market sector but also household final consumption expenditure (HHFCE) and non-profit institutions serving households (NPISH) which may better reflect the underlying structure of the industry.

Central government sets national policy where it outlines local authorities' (LA) roles and responsibilities and their budgets. Local authorities set local policies and priorities and make decisions on how to spend the central and locally raised funds. In 2012, the [Health and Social care Act](#) was published at the same time as the [Caring for our future: reforming care and support white paper](#), and followed by the [Care Bill and Care Act](#) in 2013 and 2014. New legislation was introduced to simplify obligations carried by LA; it also introduced the new care duties that were focused on individual wellbeing. Most social care is provided informally by family and friends. The estimated value of this type of care is more than a £100 billion. This figure is not, and should not, be included in the Index of Services. However, the money that is being spent by LA to provide support for informal carers is, and should be included. It includes advice and information services, as well as a respite care and payments for services such as counselling, leisure activities or help with housework.

Local authorities use a framework to determine individual needs and therefore their eligibility for state provided care. There are 4 packages of services: critical, substantial, moderate and low needs. Historically, local authorities were providing care on all 4 levels, but in recent years most LAs only provide care services to those with substantial or critical needs. This explains why the amount of care delivered has not been rising at the same rate as the growth in population of those in need of social care.

There is also NHS spending on social care. Once an individual has been assessed as having a "primary health need" for care, the NHS will arrange and fund their care, whether in a care home or their own home. The NHS will also fund a registered nurse to look after patients in a care home, or may commission joint packages of care with a local authority – see the previous report on [Human Health Activities Industry Review - 2014](#).

## 9 User engagements

Throughout the industry review process, consultations have taken place with a range of internal and external stakeholders, including the public sector productivity branch and household accounts. These consultations provided an opportunity to contribute to the continued improvement of the methods and sources used in the measurement of social care industries' output, within GDP(O). We have also set up an internal working group.

Consultation meetings took place with some important external bodies, namely the Office for Budget Responsibility (OBR), HM Treasury (HMT) and the Bank of England (BoE). The aim of these meetings was to seek feedback on the proposed sources and methodology used to compile the indicators for social care.

The industry review process has also been regularly communicated to the [Short-Term output indicators stakeholder group](#). This group includes representatives from the BoE, HMT, OBR and Department for Business, Innovation and Skills (BIS) who are kept closely informed of progress.

Final recommendations are discussed and approved by the GDP(O) Improvement Project Board, which is attended by senior managers and important ONS stakeholders within national accounts. The board ensures that the quality and methodology underpinning the outputs have kept pace with changing sources and methods.

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UK Statistics Authority, [Code of Practice for Official Statistics](#)

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[Health and Social care Act](#) (2012)

[Care Bill and Care Act](#) (2013 and 2014)

## 11 Glossary

<b>Acronym</b>	<b>Full title</b>
BIS	Business, Innovation and Skills
BoE	Bank of England
CPA	Classification of products by activity
CPI	Consumer Prices Index
CSO	Central Statistics Office
CVM	Chained volume measure
EU	European Union
GDP	Gross domestic product
GDP(O)	Output approach to measuring gross domestic product
GVA	Gross value added
HMT	HM Treasury
IDBR	Inter-Departmental Business Register
IoP	Index of Production
IoS	Index of Services
MBS	Monthly Business Survey
MSI	Monthly Services Value Index
NACE	European Classification of Economic Activities
NAICS	North American industrial classification system
NSI	National statistics institutes
OBR	Office for Budget Responsibility
OECD	Organisation for Economic Co-operation and Development
ONS	Office for National Statistics
PAYE	Pay As You Earn
PPI	Producer Price Index
PPT	Parts per thousand
SIC	Standard Industrial Classification
SPPI	Services Producer Price Index
SUT	Supply use tables
UK	United Kingdom
USA	United States of America
VAT	Value Added Tax

## Annex A: UK Standard Industrial Classification 2007 description social care activities

### Residential care activities

This division includes the provision of residential care combined with either nursing, supervisory or other types of care as required by the residents. Facilities are a significant part of the production process and the care provided is a mix of health and social services, with the health services being largely some level of nursing services.

#### 87.1 Residential nursing care activities

##### 87.10 Residential nursing care activities

This class includes:

— activities of:

- homes for the elderly with nursing care
- convalescent homes
- rest homes with nursing care
- nursing care facilities
- nursing homes

This class excludes:

- in-home services provided by health care professionals, see division 86
- activities of homes for the elderly without or with minimal nursing care, see 87.30
- social work activities with accommodation, such as children's boarding homes and hostels, temporary homeless shelters, see 87.90

#### 87.2 Residential care activities for learning disabilities, mental health and substance abuse

##### 87.20 Residential care activities for learning disabilities, mental health and substance abuse.

This class includes the provision of residential care (but not licensed hospital care) to people with learning disabilities, mental illness, or substance abuse problems. Facilities provide room, board, protective supervision and counselling and some health care.

This class includes:

— activities of:

- facilities for alcoholism or drug addiction treatment
- psychiatric convalescent homes
- residential group homes for the emotionally disturbed
- learning disabilities facilities
- mental health halfway houses

It also includes provision of residential care and treatment for patients with mental health and substance abuse illnesses.

This class excludes:

- mental hospitals, see 86.10
- social work activities with accommodation, such as temporary homeless shelters, see 87.90

#### 87.3 Residential care activities for the elderly and disabled

##### 87.30 Residential care activities for the elderly and disabled

This class includes the provision of residential and personal care services for the elderly and disabled who are unable to fully care for themselves and/or who do not desire to live independently. The care typically includes room, board, supervision, and

assistance in daily living, such as housekeeping services. In some instances these units provide skilled nursing care for residents in separate on-site facilities.

This class includes:

— activities of:

- assisted-living facilities
- continuing care retirement communities
- homes for the elderly with minimal nursing care
- rest homes without nursing care

This class excludes:

— activities of homes for the elderly with nursing care, see 87.10

— social work activities with accommodation where medical treatment or education are not important elements, see 87.90

## 87.9 Other residential care activities

### 87.90 Other residential care activities

This class includes the provision of residential and personal care services for persons, except the elderly and disabled, who are unable to fully care for themselves or who do not desire to live independently.

This class includes:

activities provided on a round-the-clock basis directed to provide social assistance to children and special categories of persons with some limits on ability for self-care, but where medical treatment or education are not important elements:

- orphanages
- children's boarding homes and hostels
- temporary homeless shelters
- institutions that take care of unmarried mothers and their children

The activities may be carried out by government offices or private organisations.

This class also includes:

— activities of:

- halfway group homes for persons with social or personal problems
- halfway homes for delinquents and offenders
- juvenile correction homes

This class excludes:

— funding and administration of compulsory social security programmes, see 84.30

— activities of nursing care facilities, see 87.10

— residential care activities for the elderly or disabled, see 87.30

— adoption activities, see 88.99

— short-term shelter activities for disaster victims, see 88.99

## 88 Social work activities without accommodation

This division includes the provision of a variety of social assistance services directly to clients. The activities in this division do not include accommodation services, except on a temporary basis.

### 88.1 Social work activities without accommodation for the elderly and disabled

#### 88.10 Social work activities without accommodation for the elderly and disabled

This class includes social, counselling, welfare, referral and similar services which are aimed at the elderly and disabled in their homes or elsewhere and carried out by government offices or by private organisations, national or local self-help organisations and by specialists providing counselling services:

- visiting of the elderly and disabled
- day-care activities for the elderly or for disabled adults
- vocational rehabilitation and habilitation activities for disabled persons provided that the education component is limited

This class excludes:

- funding and administration of compulsory social security programmes, see 84.30
- activities similar to those described in this class, but including accommodation, see 87.30
- day-care activities for disabled children, see 88.91

## 88.9 Other social work activities without accommodation

### 88.91 Child day-care activities

This class also includes— activities of day nurseries for pupils, including day-care activities for disabled children

### 88.99 Other social work activities without accommodation not elsewhere classified

This class includes:

— social, counselling, welfare, refugee, referral and similar services which are delivered to individuals and families in their homes or elsewhere and carried out by government offices or by private organisations, disaster relief organisations and national or local self-help organisations and by specialists providing counselling services:

- welfare and guidance activities for children and adolescents
- adoption activities, activities for the prevention of cruelty to children and others
- household budget counselling, marriage and family guidance, credit and debt counselling services
- community and neighbourhood activities
- activities for disaster victims, refugees, immigrants etc., including temporary or extended shelter for them
- vocational rehabilitation and habilitation activities for unemployed persons provided that the education component is limited
- eligibility determination in connection with welfare aid, rent supplements or food stamps
- day facilities for the homeless and other socially weak groups
- charitable activities like fund-raising or other supporting activities aimed at social work

This class excludes:

- funding and administration of compulsory social security programmes, see 84.30
- activities similar to those described in this class, but including accommodation, see 87.90



## Annex A1

[UK Standard Industrial Classification 2007 \(UK SIC \(2007\)\) taxonomy and jobs for industry 87 and 88](#)
**87100 Residential nursing care activities**

- 85140 Convalescent homes
- 85140 Homes for the elderly with nursing care
- 85140 Nursing care facilities
- 85140 Nursing homes
- 85140 Residential nursing care facilities
- 85113 Residential nursing care facilities (not directly supervised by medical doctors)
- 85140 Rest homes with nursing care

**87200 Residential care activities for learning disabilities, mental health and substance abuse**

- 85140 Residential care (paramedical) in group homes for the emotionally disturbed (charitable)
- 85140 Residential care (paramedical) in mental health halfway houses
- 85140 Residential care (paramedical) in mental disability facilities
- 85140 Residential care (paramedical) in psychiatric convalescent homes
- 85311 Residential care (social) in group homes for the emotionally disturbed (charitable)
- 85312 Residential care (social) in group homes for the emotionally disturbed (non-charitable)
- 85311 Residential care (social) in mental health halfway houses (charitable)
- 85312 Residential care (social) in mental health halfway houses (non-charitable)
- 85311 Residential care (social) in mental disability facilities (charitable)
- 85312 Residential care (social) in mental disability facilities (non-charitable)
- 85311 Residential care (social) in psychiatric convalescent homes (charitable)
- 85312 Residential care (social) in psychiatric convalescent homes (non-charitable)
- 85140 Residential care activities (paramedical) for mental health
- 85140 Residential care activities (paramedical) for mental disability
- 85140 Residential care activities (paramedical) for substance abuse
- 85311 Residential care activities (social) for learning difficulties (charitable)
- 85312 Residential care activities (social) for learning difficulties (non-charitable)
- 85311 Residential care activities (social) for mental health (charitable)
- 85312 Residential care activities (social) for mental health (non-charitable)
- 85311 Residential care activities (social) for substance abuse (charitable)
- 85312 Residential care activities (social) for substance abuse (non-charitable)
- 85311 Residential care home for the mentally disabled (charitable)
- 85312 Residential care home for the mentally disabled (non-charitable)
- 85311 Residential care home for the mentally ill (charitable)
- 85312 Residential care home for the mentally ill (non-charitable)
- 85112 Residential care in alcoholism or drug addiction treatment facilities (private sector)
- 85111 Residential care in alcoholism or drug addiction treatment facilities (public sector)
- 85112 Residential care in rehabilitation centres (private sector)
- 85111 Residential care in rehabilitation health centres (public sector)

**87300 Residential care activities for the elderly and disabled**

- 85311 Assisted-living facilities for the elderly or disabled (charitable)
- 85312 Assisted-living facilities for the elderly or disabled (non-charitable)
- 85311 Continuing care retirement communities (charitable)
- 85312 Continuing care retirement communities (non-charitable)
- 85311 Home for the blind (charitable)

85312 Home for the blind (non-charitable)  
 85311 Home for the disabled (charitable)  
 85312 Home for the disabled (non-charitable)  
 85311 Home for the elderly (charitable)  
 85312 Home for the elderly (non-charitable)  
 85311 Homes for the elderly with minimal nursing care (charitable)  
 85312 Homes for the elderly with minimal nursing care (non-charitable)  
 85312 Local authority homes for the disabled and the elderly  
 85311 Old people's sheltered housing (charitable)  
 85312 Old people's sheltered housing (non-charitable)  
 85312 Old persons' home (local authority)  
 85311 Old persons' warden assisted dwellings (charitable)  
 85312 Old persons' warden assisted dwellings (non-charitable)  
 85140 Provision of residential care and treatment for the elderly and disabled by paramedical staff  
 85311 Residential care activities for the elderly and disabled (charitable)  
 85312 Residential care activities for the elderly and disabled (non-charitable)  
 85311 Residential care home for epileptics (charitable)  
 85312 Residential care home for epileptics (non-charitable)  
 85311 Residential care home for disabled children (charitable)  
 85312 Residential care home for disabled children (non-charitable)  
 85311 Rest homes without nursing care (charitable)  
 85312 Rest homes without nursing care (non-charitable)

### **87900 Other residential care activities**

85311 Children's boarding homes and hostels (charitable)  
 85312 Children's boarding homes and hostels (non-charitable)  
 85311 Children's home (charitable)  
 85312 Children's home (non-charitable)  
 85311 Community homes for children (charitable)  
 85312 Community homes for children (non-charitable)  
 85311 Convalescent home without medical care (charitable)  
 85312 Convalescent homes without medical care (non-charitable)  
 85311 Discharged prisoners' hostel (charitable)  
 85312 Discharged prisoners' hostel (non-charitable)  
 85311 Halfway group homes for persons with social or personal problems (charitable)  
 85312 Halfway group homes for persons with social or personal problems (non-charitable)  
 85311 Halfway homes for delinquents and offenders (charitable)  
 85312 Halfway homes for delinquents and offenders (non-charitable)  
 85311 Hostel for the homeless (charitable)  
 85312 Hostel for the homeless (non-charitable)  
 85311 Juvenile correction homes (charitable)  
 85312 Juvenile correction homes (non-charitable)  
 85312 Local authority community homes (children)  
 85312 Local authority lodging houses  
 85312 Lodging house (local authority)  
 85311 Orphanages (charitable)  
 85312 Orphanages (non-charitable)  
 85311 Residential nurseries (charitable)  
 85312 Residential nurseries (non-charitable)  
 85311 Salvation army shelter (charitable)  
 85311 Shelter (the charity)  
 85311 Social work activities with accommodation (charitable)

85312 Social work activities with accommodation (non-charitable)  
 85311 Temporary accommodation for the homeless (charitable)  
 85312 Temporary accommodation for the homeless (non-charitable)  
 85311 Temporary homeless shelters (charitable)  
 85312 Temporary homeless shelters (non-charitable)

### **88100 Social work activities without accommodation for the elderly and disabled**

85321 Day centres for the elderly, the physically or the mentally ill (charitable)  
 85322 Day centres for the elderly, the physically or the mentally ill (non-charitable)  
 85321 Home help service (charitable)  
 85322 Home help service (non-charitable)  
 85322 Local authority home help service  
 85322 Occupation and training centre for the mentally disordered (non-charitable)  
 85321 Occupation and training centres for the mentally disordered (charitable)  
 85321 Old age and sick visiting (charitable)  
 85322 Old age and sick visiting (non-charitable)  
 85321 Vocational rehabilitation (charitable)  
 85322 Vocational rehabilitation (non-charitable)

### **88910 Child day-care activities**

85321 Child day-care activities (charitable)  
 85322 Child day-care activities (non-charitable)  
 85321 Crèche (charitable)  
 85322 Crèche (non-charitable)  
 85321 Day care for disabled children (charitable)  
 85322 Day care for disabled children (non-charitable)  
 85321 Day nursery (charitable)  
 85322 Day nursery (non-charitable)  
 85321 Playgroup (charitable)  
 85322 Playgroup (non-charitable)

### **88990 Other social work activities without accommodation not elsewhere classified**

85321 Adoption activities (charitable)  
 85322 Adoption activities (non-charitable)  
 85321 Benevolent society (charitable services)  
 85321 Charity administration  
 85321 Child guidance centre (charitable)  
 85322 Child guidance centre (non-charitable)  
 85321 Citizens Advice Bureau  
 85321 Community and neighbourhood activities (charitable)  
 85322 Community and neighbourhood activities (non-charitable)  
 85321 Credit and debt counselling services (charitable)  
 85322 Credit and debt counselling services (non-charitable)  
 85321 Disaster relief organisations (charitable)  
 85322 Disaster relief organisations (non-charitable)  
 85321 Employment rehabilitation centre (charitable)  
 85322 Employment rehabilitation centre (non-charitable)  
 85321 Family Planning Associations (not clinics)  
 85321 Family Welfare Association  
 85321 Jewish board of family and children's services  
 85322 Local authority citizen's advice bureau  
 85322 Local authority probation service  
 85322 Local authority social services department

85321 Marriage and family guidance (charitable)  
85322 Marriage and family guidance (non-charitable)  
85321 National society for the prevention of cruelty to children  
85321 Oxfam (not shops)  
85322 Police court mission  
85322 Probation and after care service  
85321 Red Cross Society  
75210 Refugee and hunger relief programmes abroad  
85321 Refugee camp (charitable)  
85322 Refugee camp (non-charitable)  
85321 Refugee services (charitable)  
85322 Refugee services (non-charitable)  
85321 Royal Masonic Benevolent Institute  
85322 Social Services Department  
85321 Social welfare society (charitable)  
85321 Social work activities for immigrants (charitable)  
85322 Social work activities for immigrants (non-charitable)  
85321 Social work activities without accommodation (charitable)  
85322 Social work activities without accommodation (non-charitable)  
85321 Social worker (charitable)  
85322 Social worker (non-charitable)  
85321 Temperance association  
85321 Welfare and guidance activities for children and adolescents (charitable)  
85322 Welfare and guidance activities for children and adolescents (non-charitable)  
85321 Welfare service (charitable)  
85322 Welfare service (non-charitable)  
85321 Women's Royal Voluntary Service

## Annex B: Inter-Departmental Business Register summary information for division 87 and 88

The tables below are extracts from the Inter-Departmental Business Register (IDBR) publication [UK Business: Activity, size and location: 2015](#) for division 87 and 88 (UK SIC 2007).

### Number of Value Added Tax (VAT) and/or Pay As You Earn (PAYE) based enterprises in industry 87 and 88 in 2015 UK SIC 2007 class by employment size band

Class	Employment size							TOTAL
	0 - 4	5 - 9	10 - 19	20 - 49	50 - 99	100 - 249	250 and over	
<b>87</b>	<b>2415</b>	<b>1050</b>	<b>2045</b>	<b>3465</b>	<b>1470</b>	<b>635</b>	<b>340</b>	<b>11420</b>
<b>8710</b>	805	160	150	635	555	225	95	2625
<b>8720</b>	160	90	175	145	65	35	15	685
<b>8730</b>	860	345	805	1,495	440	165	110	4,220
<b>8790</b>	590	455	915	1,190	410	210	120	3,890
<b>88</b>	<b>17565</b>	<b>8380</b>	<b>6785</b>	<b>4045</b>	<b>1210</b>	<b>595</b>	<b>310</b>	<b>38890</b>
<b>8810</b>	2,425	1,205	1,095	1,025	490	275	135	6,650
<b>8891</b>	4,190	3,760	3,395	1,670	250	85	30	13,380
<b>8899</b>	10,950	3,415	2,295	1,350	470	235	145	18,860

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**Number of Value Added Tax (VAT) and/or Pay As You Earn (PAYE) based enterprises in industry 87 and 88 in 2015**  
**UK SIC 2007 class by turnover size band**

Class	Turnover size (£ thousand)							5,000 and over	TOTAL
	0 - 49	50 - 99	100 - 249	250 - 499	500 - 999	1,000 - 4,999			
<b>87</b>	<b>365</b>	<b>1090</b>	<b>1240</b>	<b>1075</b>	<b>2185</b>	<b>4800</b>	<b>870</b>	<b>11425</b>	
8710	45	395	390	140	165	1,175	315	2,625	
8720	65	40	100	125	350	175	35	690	
8730	60	445	410	325	725	1,985	270	4,220	
8790	195	210	340	485	945	1,465	250	3,890	
<b>88</b>	<b>3240</b>	<b>8115</b>	<b>8825</b>	<b>7875</b>	<b>6010</b>	<b>4185</b>	<b>615</b>	<b>38895</b>	
8810	885	1270	1,210	1,140	835	1,115	200	6,655	
8891	900	1,520	2,955	3,740	2,915	1,280	70	13,380	
8899	1,455	5,325	4,660	2,995	2,260	1,790	345	18,860	

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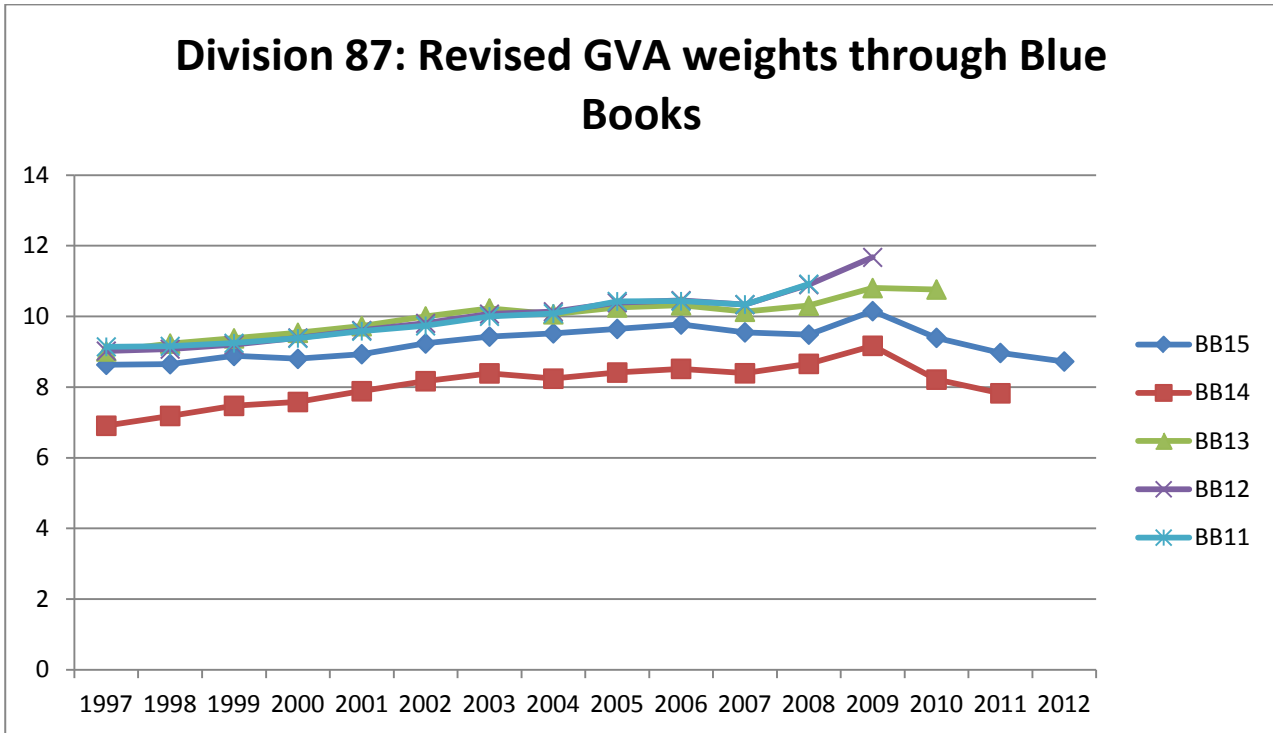
**Number of Value Added Tax (VAT) and/or Pay As You Earn (PAYE) based enterprises in industry 87 and 88 in 2015**  
**UK SIC 2007 class by region**

Class	Government office region												UK
	North East	North West	Yorkshire and The Humber	East Midlands	West Midlands	East	London	South East	South West	Wales	Scotland	Northern Ireland	
<b>87</b>	<b>345</b>	<b>1210</b>	<b>855</b>	<b>825</b>	<b>1065</b>	<b>1080</b>	<b>1555</b>	<b>1835</b>	<b>1295</b>	<b>565</b>	<b>525</b>	<b>265</b>	<b>11420</b>
8710	70	280	210	190	250	195	370	420	250	155	135	100	2625
8720	15	75	45	45	50	65	130	100	80	40	25	15	685
8730	115	465	325	315	390	435	535	665	515	190	175	95	4220
8790	145	390	275	275	375	385	520	650	450	180	190	55	3890
<b>88</b>	<b>1190</b>	<b>3775</b>	<b>2865</b>	<b>2710</b>	<b>3195</b>	<b>3515</b>	<b>7215</b>	<b>5050</b>	<b>3430</b>	<b>1740</b>	<b>2820</b>	<b>1390</b>	<b>38895</b>
8810	265	675	535	455	575	585	1,050	995	695	285	450	85	6650
8891	385	1540	1105	1,030	1,155	1,190	1,830	1,685	1,280	775	1,010	395	13380
8899	540	1560	1225	1,225	1,465	1,740	4,335	2,370	1,455	680	1,360	910	18865

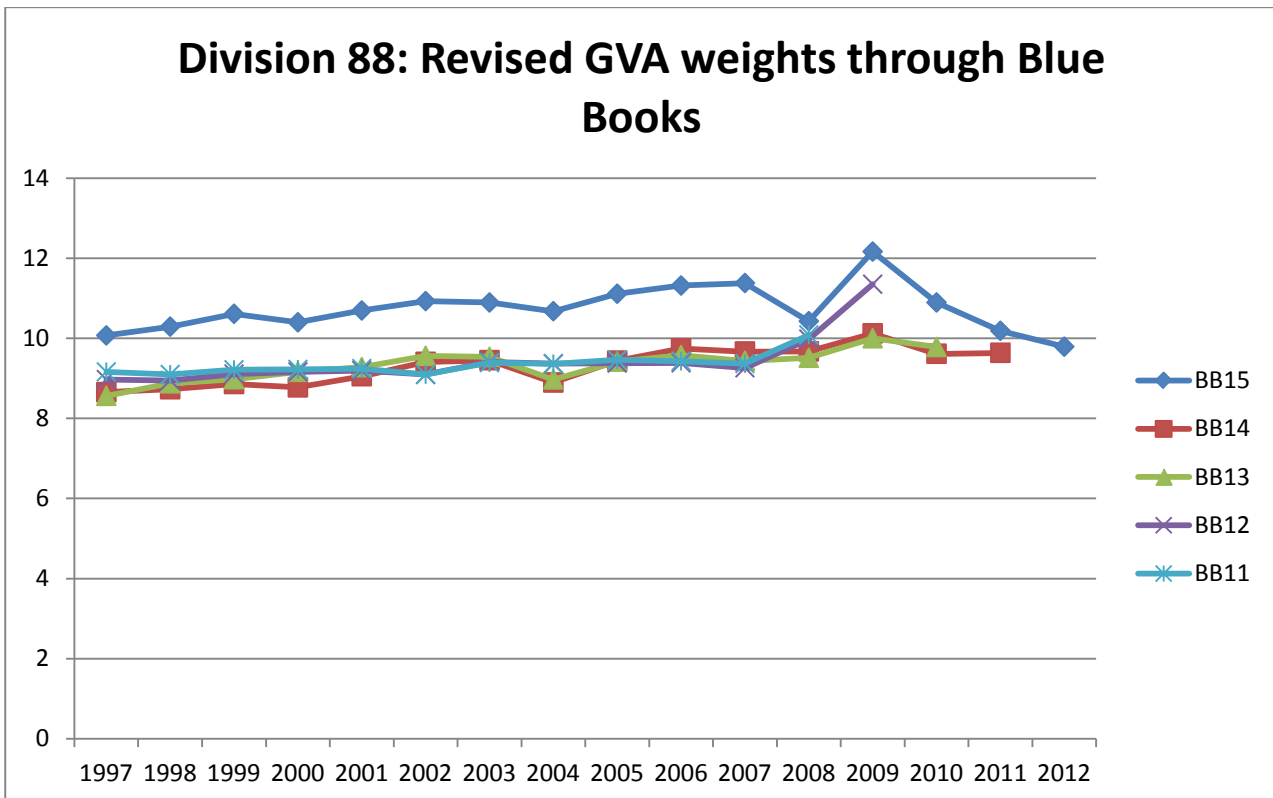
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**Annex C: Historic gross value added weights for division 87 and 88**

Figure 3 illustrates the weight of social care industries through previous Blue Books.



Source: Office for National Statistics



Source: Office for National Statistics

## Annex D: List of consultations visits throughout industry review process

Date	Organisation visited	Purpose of visit
14 April 2015	Separate meetings were held with: Bank of England Office for Budget Responsibility	Update on the progress on industry review for financial services, property development, water transport, postal and courier activities, professional services and social care. Consulting on the usefulness of the short and long industry review reports.
28 April 2015	HM Treasury	As above
8 <sup>th</sup> Sept 2015	ONS GDP(O) Improvement Project Board	Discussion of plans for the social care industry review.
15 <sup>th</sup> March 2016	ONS Social Care Working Group	Discussion of issues identified in the social care industry review
28 <sup>th</sup> June 2016	ONS GDP(O) Improvement Project Board	Discussion of issues identified in the social care industry review.

Source:Office for National Statistics

### Links to the industry review requests for consultation from users

Date	Publication or output
2015	Roe, S and Stephens, M (2015) <a href="#">Improvements to the output approach to measure UK GDP, 2015</a> , Office for National Statistics
2016	Thomas, M (2016) <a href="#">GDP(O) Improvement Report 2016</a> , Office for National Statistics

Source:Office for National Statistics

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