

SURREY COUNTY COUNCIL

LOCAL COMMITTEE (WAVERLEY)

DATE: 5 JULY 2013

LEAD OFFICER: DAVID NORTH

SUBJECT: SUPPORTING PRIORITY NEIGHBOURHOODS

DIVISION: ALL DIVISIONS IN WAVERLEY



SUMMARY OF ISSUE:

The report provides the Local Committee with some key information from the 2011 census and other data sources which assist members in understanding the profile and diversity of Waverley. The Committee is asked to agree to renew its commitment to those communities which it has identified as being in need of targeted support and to consider what other action it might take in response to the new data.

RECOMMENDATIONS:

The Local Committee (Waverley) is asked to agree:

- (i) To maintain its support for multi-agency activity in its identified priority neighbourhoods.
- (ii) To consider whether any additional communities may benefit from further investigation and targeted local support.
- (iii) To note the implications of the 2011 Census and bear these in mind when making funding decisions and monitoring services across the range of its responsibilities.

REASONS FOR RECOMMENDATIONS:

The report describes progress in the neighbourhoods identified by the Committee for support and provides evidence for the continuation of this approach and possible further investigation of additional areas.

1. INTRODUCTION AND BACKGROUND:

- 1.1 Since its launch in 2002 the Committee has received regular updates on the implications for Waverley of emerging data and on activities undertaken in communities where this evidence points to a pattern of complex local needs. Typically the data is drawn from the census and from the Index of Multiple Deprivation (IMD) and has been used to identify neighbourhoods where residents face a number of challenges. The Committee has sustained a commitment, with relevant partners, to support activities in a number of priority neighbourhoods; these are directed towards the development of

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increased resident involvement and capacity, the improvement of opportunities and quality of life and early intervention to prevent or reduce the incidence of acute problems in the future.

- 1.2 Work of this nature has been carried out over the years within a series of policy frameworks, both national and local: 'social inclusion', 'self-reliance', 'safer and stronger communities', the 'big society'. The focus – on residents within their neighbourhood, on prevention, on aligning services to meet local needs more effectively and on doing things “with” residents rather than “to” them – has, nevertheless, remained the same.
- 1.3 The Committee’s support has been demonstrated by the allocation of numerous grants to projects in the priority neighbourhoods and the involvement of relevant County Council services. The principal feature of the projects, however, is their multi-agency character and they have been maintained through the long-term commitment of Waverley Borough Council, Housing Associations, schools, Surrey Police, the health sector, Town Councils and the voluntary and faith sectors. Above all, through the investment in a number of support staff working locally, residents have become engaged and increasingly involved in the leadership of activities. In this regard, Waverley Borough Council has recently augmented its capacity to support community development within its housing estates.
- 1.4 Traditionally a commitment to prioritise these communities has been integrated within the strategic objectives of the various borough-wide partnerships operating in Waverley. Within a shifting landscape of governance and co-ordination at this level it will be necessary to explore how a focus on vulnerable communities of place and interest can be integrated into the emerging “Health and Wellbeing” agenda and how the Police and Crime Commissioner’s priorities might align with continued preventative work within communities. At the same time new structures and processes are providing an opportunity to develop new partnership approaches to prevention and reducing disadvantage. For example, both of the newly-launched Clinical Commissioning Groups operating in the borough (Guildford & Waverley and North East Hampshire & Farnham) have included the reduction of health inequalities amongst their priorities; there are links with the work of the Waverley Family Support Service, as reported to this Committee in December 2012; and the Local Prevention Framework will require an increased focus on those communities where young people face the greatest risk of not moving into employment, education or training at the age of 16 or of becoming involved in criminal or antisocial behaviour (this agenda: Item 10). The seven Children’s Centres in Waverley continue to provide universal and targeted support to young families and to play an important role as partners in their catchment areas. The Waverley Communities, Health and Social Inclusion Group maintains an overview of all relevant activities.
- 1.5 Funding activity of the type described in this report has always been a challenge in Waverley. The priority neighbourhoods are relatively small and dispersed and their characteristics are only visible through the data at a fine-grained sub-ward level. Projects have been maintained through creative partnership working, multi-agency joint funding arrangements and the efforts of residents in securing resources not available to statutory agencies. In a challenging financial environment for public agencies this experience – and

an increased involvement of the voluntary sector – continues to be crucial to the continuation of the projects.

1.6 At its meeting in December 2011 the Committee agreed to “continue to use the resources at its disposal to promote the development of stronger, more self-reliant communities in Waverley, especially those which it has identified as priorities” and to “use its influence where appropriate to advocate the needs of disadvantaged communities in Waverley”. The communities identified for particular support are:

- Sandy Hill (Farnham)
- Ockford Ridge/Aaron’s Hill (Godalming)
- The Chantrys (Farnham)
- Binscombe (Godalming)
- Wrecclesham/Weydon Lane estates (Farnham)

1.7 The Committee’s activity on this topic falls within its powers set out in the County Council’s Constitution under Part 3 - Responsibility for Functions and Scheme of Delegation: Section 1 – 7.3 (iv), (v) and (vii) relating to local concerns and priorities and partnership working.

2. ANALYSIS:

2.1 Recent developments in these neighbourhoods are set out below.

2.2 Sandy Hill The rebuilt Bungalow, opened in 2010 as a much-enhanced community and activity centre for the estate and wider area, has become well-established as a venue for events and activities. Lifelong learning opportunities continue to be popular and increased activities for local young people are available. Now that the facility is firmly established, the Bungalow Board, on which residents are well represented, is developing a strategic approach to ensuring its long-term sustainability. It continues to explore how – in conjunction with partners such as the neighbouring Hale Children’s Centre – it can support residents to increase their skills and move into appropriate employment and to manage the implications of the current welfare reform programme. Partners continue to collaborate in their prioritisation of this community: First Wessex Housing Association plans to regenerate a portion of the estate and is working with Waverley Borough Council and the County Council to reshape the long-established joint caretaking arrangements. The detached youth project, which offers support from the recently refurbished and extended youth shelter, is now managed by Guildford YMCA as part of the County Council’s revised arrangements for centre-based youth work.

2.3 Ockford Ridge/Aarons Hill Building on a successful process undertaken in North Guildford, public health professionals within the County Council are, with Borough Council colleagues, leading on a Health Needs Assessment of this community. Recognising the significant difference in life expectancy between the most and least disadvantaged areas in Waverley, the project will explore, through hard data and a survey of residents’ experiences, the factors which reflect and contribute to health inequalities. Residents were involved in scoping the exercise and an action-plan will be developed in response to the results.

- 2.4 The Chantrys Engagement with residents, strengthened during the development of an innovative Neighbourhood Agreement with the relevant public agencies, continues through regular forum meetings which enable local concerns to be raised, e.g. parking at the junction with West Street which was raised through this channel and addressed in the most recent Waverley Parking Review. The refurbishment of the community centre benefited from the award of a grant from the County Council's Community Improvement Fund; the divisional councillor has continued to support outreach work with young people in partnership with the Jubilee Church, whose commitment to work with local residents remains significant. In order to improve the physical appearance of the estate, it is envisaged that most of the provisions of the caretaking arrangements which have been in place at Sandy Hill (see above) would be extended to The Chantrys.
- 2.5 Binscombe The recently established community centre in St John's Street, to which the County Council and divisional member contributed, is becoming established as a local facility. Loseley Fields Children's Centre is active in supporting the parents of young children.
- 2.6 Wrecclesham/Weydon Lane The award of a substantial grant from the County Council's Community Improvement Fund has contributed to a significant enhancement to the facilities at Wrecclesham Community Centre. Both of the Children's Centres in whose catchment this area falls (Potters Gate and Elstead) collaborate in the provision of services and the extent of youth provision has recently been expanded.
- 2.7 Information on the demographic background of Waverley and its neighbourhoods and on the level of need is obtained principally from the Index of Multiple Deprivation for England (IMD), the most recent version of which relates to 2010, and from the ten-yearly national census returns. Data is now consistently presented through a network of sub-ward "Super Output Areas" (SOA), each containing a population in the region of 1500.
- 2.8 The Committee was updated on the current version of IMD in December 2011. An index is calculated for each of seven "domains" and these are then combined into a single overall IMD score. The "domains" are: Income; Employment; Health Deprivation and Disability; Education, Skills and Training; Barriers to Housing and Services; Crime; Living Environment. In addition, two separate indices are calculated, based on the uptake of certain benefits, to measure the proportion of children and older people in each SOA who are deemed to be suffering income deprivation.
- 2.9 The complete data-sets for IMD 2010 are available on-line at:
- <https://www.gov.uk/government/organisations/department-for-communities-and-local-government/series/english-indices-of-deprivation>
- Approximate descriptions of SOAs are provided in this report, but detailed maps are available at:
- <http://www.surreyi.gov.uk/ProfileLocateTool.aspx>
- 2.10 For the purposes of this report, three short extracts containing key data are presented at **Tables 1-3**. These set out the twenty most disadvantaged SOAs in Waverley for the overall Index (**Table 1**), Income

Deprivation Affecting Children Index (IDACI) (**Table 2**) and Income Deprivation Affecting Older People (IDAOPI) (**Table 3**). The tables contain the SOA reference number, the ward in which the SOA is located and a brief approximate description of the area covered, along with the score and rank within Waverley for the three editions of IMD: 2004, 2007 and 2010.

- 2.11 In interpreting the overall IMD data (**Table 1**), it should be borne in mind that this gives prominence not only to deprivation as conventionally understood (e.g. low income, employment and educational attainment), but also rural isolation, which explains the high scores in parts of Bramley, Busbridge & Hascombe, Elstead & Thursley and Chiddingfold & Dunsfold. Nevertheless, the data amply justified the Committee's continued support for its priority areas. On the other hand, IMD is sometimes a poor measure of progress and strength in communities: local surveys of satisfaction and quality of life in the Waverley priority areas, which have been reported to the Committee in the past, tend to show a uniform picture of improvement, as does more qualitative feedback. IMD, by contrast, tends to measure factors which are often beyond exclusively local influence, e.g. income, employment opportunities, chronic ill health and historical levels of educational attainment in adults. The preventative agenda pursued by the neighbourhood projects in Waverley is, of course, a long-term endeavour and it may be unreasonable to expect significant shifts in outcome over a 6-year period. It is also the case that, because IMD is based on relative positions on a national scale, those regions which have been significant beneficiaries of government investment in regeneration have often shown measurable improvement (e.g. London and parts of the North East and North West) while the South East has been correspondingly disadvantaged.
- 2.12 The data from the 2011 census is now becoming available at SOA level and serves to supplement the picture emerging from IMD 2010. **Table 4** sets out a selection of key measures for Waverley for the three censuses since 1991. Within the pattern of overall growth both in the total population and number of households, there are a number of significant trends. The number of young people under 17 continues to rise steadily, but the decline/lack of growth in the two following census age-groups (18-24 and 25-44) has continued, albeit on a more even and less dramatic basis. There is now a pattern of increase in all 45+ age-groups, although the rate of increase in those over 85 has eased. Overall, the tendency for the population of Waverley to increase disproportionately at both ends of the age sequence – and to decrease in the key intermediate age-groups in which establishment of careers and households is taking place – is notable. The increase in the number of one-person households has slowed down and the rate of growth of single-parent households has likewise diminished. For the first time more than half of Waverley's households contain two or more motor vehicles.
- 2.13 The next section shows the Top 20 ranking SOAs in Waverley (out of a total of 82) for a number of helpful census variables. These are based on the simple percentage incidence of the variables within the SOAs.
- 2.14 Social rented households (**Table 5**) This measure reflects the holdings of Waverley Borough Council and the larger Housing Associations (notable First Wessex at 002E Sandy Hill). Some overlap will be noted with the highest scoring SOAs in IMD 2010 (**Table 1**).

- 2.15 Private rented households (Table 6) This has been an area of significant shift since the 2001 census, with the number of households in privately rented accommodation in Waverley increasing by 45.35%. This appears to be concentrated in urban areas, frequently those close to town centres and railway stations. Although the situation in certain areas of Farnham may reflect the development of the University for the Creative Arts and the increased demand for student accommodation, the increase may in general reflect pressures elsewhere in the local housing market.
- 2.16 Households with dependent children under 5 (Table 7) This is a significant measure for early years provision and in considering possible future pressure on schools. The highest concentrations are in urban or semi-urban neighbourhoods, but the appearance of two parts of Chiddingfold & Dunsfold ward in this ranking is interesting. The partial overlap with the most disadvantaged areas contained in **Table 1** demonstrates the significant presence of young families in the priority neighbourhoods and the need for effective early years provision.
- 2.17 Lone Parent households with dependent children (Table 8) Although the highest number of households falling into this category are in Sandy Hill and part of Binscombe, the incidence is relatively high in a variety of neighbourhoods throughout the borough. As with all such measures no judgement is implied as to the quality of parenting; the numbers simply assist services in identifying areas where there may be a number of households facing particular challenges.
- 2.18 Residents aged 85 or over (Table 9) There is a tendency for residents in this age-group, who may attract an increasing requirement for health and social care services, to cluster in areas where there is a concentration of residential establishments or housing developments which are exclusively for older people. Parts of central Farnham, the wider Haslemere area and parts of Cranleigh are prominent.
- 2.19 Residents whose day-to-day activities are limited by long-term illness or disability (Table 10) Although there is some correspondence with those areas containing large numbers of older residents, this measure is not restricted to limitations associated with age. Areas where there are concentrations of social housing are prominent, e.g. parts of Cranleigh East and Aarons Hill and the appearance of a small number of rural areas is notable and potentially significant in terms of access for residents with particular problems.
- 2.20 Residents providing unpaid care (Table 11) Many of the areas which are prominent in this table have not figured elsewhere, reflecting the widespread nature of unpaid care. Recognising the contribution and needs of carers remains a significant factor in the health and wellbeing agenda and is referenced in Surrey's Joint Health and Wellbeing Strategy.
- 2.21 Households without a car or van (Table 12) Against the background of multiple household car-ownership in Waverley, lack of a vehicle (which reaches some 36% in part of central Farnham) can be significant. This variable has often been used as a surrogate measure for income, but as such is inadequate. It may equally reflect a decision by residents in town centres well served by public transport that a private vehicle is not necessary, a decision based on environmental principles or a situation in which older

residents have never learned to drive or have ceased doing so. Nevertheless, absence of a private vehicle in rural or peripheral suburban areas may present a substantial difficulty to many residents in accessing services.

2.22 Working-age residents with no qualifications (Table 13) Relevant qualifications are clearly significant in securing employment in a competitive economy, especially in Surrey where this is increasingly knowledge-based. There is some correlation with the neighbourhoods in greatest need (cf. Table 1), but scores in some areas may reflect the presence of older residents who completed their education or training at a time when formal qualifications were less significant factors in obtaining employment. Nevertheless the high figures in some areas accentuate the need for appropriate lifelong learning provision.

2.23 Census data is available publicly on **Surrey-i**, the joint Surrey data repository:

<http://www.surreyi.gov.uk/MainMenu.aspx>

The “local profile” facility is particularly helpful for in-depth investigation of a particular area, down to SOA level:

<http://www.surreyi.gov.uk/ProfileLocateTool.aspx>

2.24 As suggested above, robust outcome measures for preventative community-based interventions can be elusive. Nevertheless – and bearing in mind the need to use crude percentages with some caution – it is worth noting that the percentage of residents over 16 without qualifications at Sandy Hill and Ockford Ridge/Aarons Hill has declined by 5.9% and 7.5% respectively since the 2001 census, compared with a borough-wide decrease of 2.8%. This is encouraging in view of the stress placed in the neighbourhood projects on lifelong-learning and preparedness for work and the long-term investment in this activity at Sandy Hill in particular. Benefits can also be seen in the long-term trends reflecting reductions in anti-social behaviour and in a range of qualitative reports from services and residents. It is the case, however, that the concentration of families facing multiple challenges in the larger social housing estates are likely to result in a continuing need for local support and intervention. The advantage of a neighbourhood-based approach such as that pursued in Waverley is that it allows a “longitudinal” understanding of local needs: from the targeted interventions promoted by Children’s Centres, through the Local Prevention Framework to the joined-up work developed with partners to improve the living environment and enhance confidence and opportunities for adults. This activity is also firmly within – and has predated – the current localism agenda, having sought to increase residents’ influence and develop a flexibility of response.

3. OPTIONS:

3.1 The Committee is invited to continue to bear relevant demographic data in mind when making decisions across the whole range of its responsibilities and to renew its commitment to the priority neighbourhoods identified. While the data continues to reinforce the needs of those areas on which the Committee has agreed to focus its activities, a number of further themes are

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emerging, including the increasing prominence of parts of Cranleigh and Haslemere.

4. CONSULTATIONS:

4.1 The projects described in the report are strongly committed to ongoing engagement with residents, some having staged “Planning for Real” consultation events in their early stages. A wide spectrum of partner organisations is involved in the Waverley Communities, Health and Social Inclusion Group.

5. FINANCIAL AND VALUE FOR MONEY IMPLICATIONS:

- 5.1 There are no direct financial implications for the Committee at this stage. However, County Councillors may wish to contribute to projects from their local allocations during the year. More widely, the Committee will be aware of its contribution to the Local Prevention Framework for young people and to the promotion of community safety in Waverley (Items 10 and 12 on this agenda).
- 5.2 The principle of preventative work is that early intervention and increased self-reliance will reduce the impact of costly acute referrals to services in the future.

6. EQUALITIES AND DIVERSITY IMPLICATIONS:

6.1 The approach described in this report is intended to promote equalities and recognise and respond to diversity of background and experience.

7. LOCALISM:

- 7.1 This activity is firmly rooted in the principles which underlie the current localism agenda, having sought to increase residents’ influence, develop a flexibility of response and seek to integrate services on a neighbourhood basis.
- 7.2 The report focuses on those neighbourhoods which the Committee has prioritised and on the very local implications of recent datasets.

8. OTHER IMPLICATIONS:

Area assessed:	Direct Implications:
Crime and Disorder	Set out below.
Sustainability (including Climate Change and Carbon Emissions)	Set out below.
Corporate Parenting/Looked After Children	Set out below.
Safeguarding responsibilities for vulnerable children and adults	Set out below.
Public Health	Set out below.

8.1 Crime and Disorder implications

The promotion of safer, more resilient communities and the reduction in antisocial behaviour are objectives which are closely associated with the projects referred to in this report and links are maintained with the Safer Waverley Partnership.

8.2 Sustainability implications

The Committee's aim in supporting its priority neighbourhoods is to promote the development of sustainable and self-reliant communities. The provision of services where possible very locally (as for example at The Bungalow) reduces the need to travel and makes best use of scarce resources. The report also illustrates the continued rise in the number of private motor vehicles.

8.3 Corporate Parenting/Looked After Children implications

The implications relate to the preventative focus of the work undertaken, seeking to address the needs of vulnerable families locally and cohesively.

8.4 Safeguarding responsibilities for vulnerable children and adults implications

The implications relate to the preventative focus of the work undertaken, seeking to address the needs of vulnerable families and individuals locally and cohesively.

8.5 Public Health implications

There are significant public health implications, relating principally to the contrast in life-expectancy within the borough and a recognition that poor health may be determined by social and environmental factors. Supporting the increasing number of older residents is a challenge for a number of partner organisations.

9. CONCLUSION AND RECOMMENDATIONS:

9.1 The Committee is invited:

- To maintain its support for multi-agency activity in its identified priority neighbourhoods.
- To consider whether any additional communities may benefit from further investigation and targeted local support.
- To note the implications of the 2011 Census and bear these in mind when making funding decisions and monitoring services across the range of its responsibilities.

9.2 The data presented offers evidence of continuing need in the priority communities and indicates some changes in the profile of Waverley which the Committee may wish to respond to and consider in its activities more generally.

10. WHAT HAPPENS NEXT:

- 10.1 The Community Partnerships Team will take forward any actions agreed by the Committee.
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Consulted:

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Public Health (Development Worker)
Community Partnerships Team Leader (West)

Annexes:

Tables containing the data referred to in the text are annexed to the report.

Sources/background papers:

Guildford and Waverley Clinical Commissioning Group:
<http://www.guildfordandwaverleyccg.nhs.uk/>

North East Hampshire and Farnham Clinical Commissioning Group:
<http://www.northeasthampshireandfarnhamccg.nhs.uk/>

Surrey Joint Health and Wellbeing Strategy: <http://www.surreycc.gov.uk/social-care-and-health/surrey-health-and-wellbeing-board/joint-health-and-wellbeing-strategy>
