

WANDSWORTH BOROUGH COUNCIL

FINANCE AND CORPORATE RESOURCES OVERVIEW AND SCRUTINY COMMITTEE –  
29TH FEBRUARY 2012

EXECUTIVE – 1ST MARCH 2012

Report by the Chief Executive and Director of Administration (on behalf of all the officers concerned) on further action to promote aspiration and improved life chances in the Borough.

SUMMARY

Background: In September 2011 the Council received the results of an independent review by Mr. Neil Kinghan of the August 2011 disturbances (Paper No. 11-771). The Kinghan Report made a number of recommendations for action which are being progressed by the multi-agency Recovery Coordination Group. Some actions relate to practical arrangements for emergency planning whilst others have much broader and longer-term implications.

A follow-up report on the Kinghan recommendations in November 2011 (Paper No. 11-886) included a broader commitment to carry out a comprehensive stock-take of current and planned interventions that promote aspiration and social mobility in Wandsworth. This action reflected the observation in the Kinghan Report that, whilst principal reason for people participating in disorder was criminal opportunism, a wide range of other factors also influenced events in August and these included the levels of deprivation close to the Clapham Junction area. However, the focus of this report extends beyond that area and includes those areas of the Borough with the highest levels of deprivation.

Policy: The Council currently undertakes a range of activities to support aspiration and social mobility. The Children's Services Department and schools have a key role but many other services support the Council's long-term strategic priorities to tackle barriers to attainment, employment and engagement.

Issues and proposals: The Council and its partners are aware that the positive benefits of aspiration and social mobility are influenced by a range of factors, many of which are outside the control of the local authority. However, councils can make efforts to support families, educational attainment and employment. These all contribute to promotion aspiration, social mobility and a sense of engagement with the local area or community. Examples of the Council's activity in these areas are highlighted in this report, as are a number of national and local initiatives linked to employment, family support and housing which will encourage and support further aspiration and social mobility.

The report concludes that there is work to do across the Bborough to support aspiration and social mobility. However, it proposes that more intensive and coordinated action should be focussed on the Borough's most deprived areas and these are highlighted as Latchmere and Roehampton & Putney Heath Wards. Deprivation data is included to demonstrate the level of need in each area. The report notes that physical regeneration options will be important in both areas but these will need to be supplemented with a range of targeted interventions specific to the needs of each area.

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This includes additional coordinated activity to tackle some of the issues in the area, with a particular focus on 18-24 year old men.

It is proposed that a programme of community consultation and engagement is undertaken in Latchmere and Roehampton & Putney Heath Wards to inform the development of local action plans and to ensure that community capacity is developed where possible to make improvements sustainable.

Director of Finance comments: The proposals include a potential future commitment for substantial Capital expenditure on both areas. In order that the Council has the potential to fund any approved scheme in the future it will be necessary to leave adequate headroom when the Council completes the arrangements for the buy out of the Housing Revenue Account (HRA) subsidy system on 28th March 2012. It is proposed that additional head room of £100 million be created over and above that needed to redeem the buy out debt. In addition a number of options appraisals will be required which can be funded from within existing HRA budgets.

### Supporting information:

Conclusions: The report proposes that more intensive and coordinated action should be focussed on the Latchmere and Roehampton & Putney Heath Wards. Physical regeneration options will be important in both areas but these will need to be supplemented with a range of targeted interventions specific to the needs of each area and supported by a programme of community consultation.

## GLOSSARY

BEIT	Borough Early Intervention Team
BLT	Big Lottery Trust
EDO	Economic Development Office
ESF	European Social Fund
FRP	Family Recovery Project
HRA	Housing Revenue Account
IMD	Index of Multiple Deprivation
LSOA	Lower Super Output Area
PAO	Priority Area Overview
PRU	Pupil Referral Unit
PWLB	Public Works Loans Board
VCO	Voluntary and community sector organisation
YOT	Youth Offending Team

## **RECOMMENDATIONS**

1. The Finance and Corporate Resources Services Overview and Scrutiny Committee are recommended to support the recommendations set out in paragraph 2 below. If they approve any views, comments or additional recommendations on this report, these will be submitted to the Executive for consideration.
2. The Executive is recommended to:-
  - (a) to approve in principle the development of coordinated and intensive action plans to promote further aspiration and social mobility in the wider Latchmere and Roehampton & Putney Heath areas;

- (b) to agree that a community consultation and engagement exercise be undertaken in both areas to inform future developments; [
- (c) to note that options for physical regeneration in both areas will be brought forward to a future cycle of committees with appropriate options appraisals, surveys and plans being undertaken from within existing Housing Revenue Account budgets;
- (d) to note that the potential physical regeneration of both areas will potentially involve borrowing of £100 million at a future date and that changes to the Council's Treasury Management Policy are being recommended, for approval by the Council, in Paper No.12-229, reported elsewhere on the agenda for this meeting; and
- (e) to instruct the officers to report back on the proposed contents of the local area action plans following consultation.

## **BACKGROUND**

3. In September 2011 the Council received the results of an independent review of the August 2011 disturbances (Paper No. 11-771) that was carried out by Mr. Neil Kinghan. His report ("the Kinghan Report") made a number of recommendations for action which are being progressed by the multi-agency Recovery Coordination Group. Some actions relate to practical arrangements for emergency planning whilst others have much broader and longer-term implications.
4. Kinghan recommendations are being carefully monitored and in November 2011 this committee received details of progress against a multi-agency action plan to address the Kinghan findings (Paper No. 11-886). Whilst the Kinghan Report concluded that the principal reason for people participating in disorder was criminal opportunism, there was also an acknowledgement that a wide range of other factors also influenced events in August and these included the levels of deprivation in evidence in the Clapham Junction area.
5. As a result it was agreed that that the Action Plan should also include a broader commitment to carry out a comprehensive stock-take of current and planned interventions that promote aspiration and social mobility in Wandsworth, with a particular focus on the Council's work with young men in the 18 to 24 year age group. This age group were most active during the disturbances and face a particular set of economic and financial issues described in more detail below.
6. This report presents the findings of the initial stock-take and makes recommendations for further action, including a proposal to target specific additional action to support aspiration and social mobility in the Borough's most deprived areas. Data from the Council's priority Area Overview (an analysis of relative levels of deprivation within the Borough) supports the view that the Latchmere/St Mary's Park Wards and Roehampton Ward should be the focus of any coordinated and intensive action.

## **PROMOTING ASPIRATION AND ENCOURAGING SOCIAL MOBILITY**

7. The Kinghan Report touched on several issues which may influence a particular group of people to take criminal action in certain circumstances. It also raises some much broader questions about the extent to which social, economic and environmental factors can be addressed by the Council alone or with its partners to remediate the sense of disengagement demonstrated during the August disturbances.

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8. This type of disengagement with society is often attributed to a lack of aspiration or expectation of success, whether in terms of income, employment or household status or other indicators of social mobility.
9. It can be difficult for local government to have very much impact on complex social and economic issues such as the impact of global economic conditions or inter-generational mobility. As a result the focus of much local authority activity to promote and support aspiration and to improve life-chances is education. Since the early years of a child's life are critical, the Council already directs significant resource to support parents and carers with very young children.
10. Whilst education is often the principal policy response to raising aspiration, other factors are also influential including the role of the family, opportunities for employment and the sense of place, both the physical environment and the way in which the local community or neighbourhood works together.
11. This report therefore seeks to identify action by the Council in the first instance which can further strengthen the factors which increase a sense of engagement and provide practical options for raising aspiration, particularly amongst those aged 18-24 years.

### **CURRENT COUNCIL ACTIVITY**

12. The Council has an excellent track record of promoting aspiration and addressing inequalities, notably in its success in narrowing the gap in educational attainment. As such any stock-take of activity to support aspiration and mobility must include almost all of the work of the Children's Services Department and local schools. However, a huge number of Council services and policies support the Council's, and its partners', long-term strategic priorities to tackle barriers to attainment, employment and engagement as set out in the Wandsworth Sustainable Community Strategy:-
  - (a) Keeping Wandsworth one of the safest places to live, work and visit in London, including keeping young people away from crime;
  - (b) building a prosperous community including coordinating and delivering targeted regeneration programmes in our priority neighbourhoods to reduce poverty and economic and social exclusion and reducing worklessness;
  - (c) ensure all young children and young people achieve their full potential and enjoy a healthy, safe, stable and happy life, including supporting parents to ensure the best outcomes for their children;
  - (d) maintaining Wandsworth's reputation as a great place to live through supporting the provision of decent homes, new homes and a mix of housing for the Borough's growing population; and
  - (e) keeping Wandsworth community of active citizens and good neighbours where a culture of respect and mutual support is commonplace including strengthening the sense of community, giving people more opportunity to take an active part in local life, and promoting volunteering to harness the talent and experience of residents for the benefit of the wider community.

13. The following paragraphs highlight some of the key activities and interventions in this context :-

### **Supporting Aspiration In Children and Young People**

14. The Children's Services Department, together with schools and voluntary and community sector partners, provide a huge range of support for individual pupils, and parents.
15. The Early Years Service seeks to help build parental skills and confidence so that they can become the best possible educator of their child. With a wide range of outreach activities to ensure the most vulnerable groups including young parents are specifically targeted to engage, data shows Children's Centre services are very much used by children and parents from the 10 and 20% most deprived parts of the Borough.
16. Universal drop-in services at Children's Centres focus on parents increasing their understanding of their child's development and how they can support them. There is also a range of well differentiated parenting programmes.
17. Pupil Referral Units - the work of all three Pupil Referral Units (PRU) is clearly focused on raising the aspirations of some of our most vulnerable pupils and the year-on-year increases in outcomes for pupils at the secondary PRU and outstanding Ofsted inspections for 2 of the 3 and good with outstanding features for the third emphasises this. A key focus of that work is in raising the young people's aspirations and enabling them to go on and make a success of their lives through improved academic outcomes.
18. The work of Children Looked After Education Support Service and Children's Specialist Services working with children looked after to raise their aspirations and improve outcomes will offer many examples, targeted support for literacy in primary schools, provision of tuition and mentoring support to keep young people on track, etc.
19. The heart of the Council's School Improvement Strategy is a belief that it is education and schools that raise young people's aspirations for the future - and for all schools to become and remain outstanding, whatever their starting point is Wandsworth's aim. This belief combined with the role of the link inspectors obviously improves outcomes for young people, and ensures that schools aim high for all their pupils and thereby raise aspirations. In order to achieve a L4+ in English and maths and good GCSE results (especially in English and maths) assumes that there is a high amount of aspiration raising by the class teacher, school leaders, governors and the Council.

### **Integrated Youth Services**

20. A key aim of the Bigger Brighter Youth Centres developing in Wandsworth is to provide young people aged 11 to 19 with opportunities to try out new as well as more familiar activities. This is intended to introduce challenge and risk-taking as well as new horizons for young people. Examples include rowing in Royal Albert Docks, North Woolwich, army assault courses in Pirbright, Surrey. Whilst open to all, these Centres do attract an older age range and those young people who fare less well in mainstream education, helping to position them for the market place. A priority for 2012 is to engage 'harder to reach' young people in the Wandsworth Duke of Edinburgh Award Scheme, which is already fifth in London in terms of participation by eligible young people. Residential courses inspire and build resilience, team skills as well as opening new doors for young people.

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21. Detached youth work reaches out to young people who are not accessing youth clubs and those engaged in anti social behaviour. Youth workers develop short courses and events with young people directly in line with their needs providing positive experiences, independence, confidence and skills. BEIT (formerly Battersea but now Borough Early Intervention Team) work with young people at risk of offending, including specific funded projects with 18-24 year olds. One of their current projects is a girls' group aimed at raising aspirations and motivation. The Youth Service also works with Chelsea Football Club combining football sessions with constructive, diversionary workshops both of which are designed to develop team work, confidence and broaden horizons.
22. The Youth Service as a whole is involved in numerous 'show case' events, drama projects and sporting tournaments all of which are designed to be fun but also 'raise the game'. These range from Borough-wide Young Person of the Year and Young Performer of the Year to more local 'Tooting Hub Lounge events', 'Devas Showcase' and TRC dance events (where young people perform in front of families and friends).
23. Connexions Centres (Roehampton Base and Connexions@Hub) offer a service up young aged up to 19. This includes one-to-one information, advice and guidance on courses and qualifications and jobs and apprenticeships, tasters, training providers market place, CV workshops and interview skills. Motivation and aspiration is a driving principle to their work particularly with young people who are not in education, training and employment.

### **Libraries**

24. The aims and objectives for the Library and Heritage Service are developed in line with the Council's and the community's priorities and the corporate objectives, and are reviewed each year. The Library and Heritage Service aims to 'to inspire people and encourage a sense of place through libraries with books, information, learning, online access and services for every resident in spaces which bring local communities together'.

### **Housing policy**

25. Through its housing policies the Council aims to remove dependency and encourage self-help. It has consistently promoted low-cost home ownership options for local residents and has recently succeeded in persuading the Government to re-launch the Right to Buy scheme with discounts restored to previous levels. It is also advocating new approaches for other groups including deposit schemes to help people buy and rent privately. The benefits of mixed tenure housing have been shared across the Borough's estates with home ownership popular among all income groups. The Council has also begun to reshape the way social housing is let with new priority for working households and incentives for tenants to find and retain employment. As with the encouragement of home ownership this introduces a new dynamic onto housing estates. It seeks to re-establish the links between local housing and local employers and fundamentally change perceptions of council housing.

### **Economic development and employment**

26. The Council has agreed to reduce worklessness as part of its Wandsworth Employment and Skills Strategy, which includes getting more people skilled-up and into work, especially under-represented groups. The Council has brought key partners together to-
  - (a) engage with employers and meet recruitment and skills needs. For example, an Employment Charter has been agreed with each major development in Nine Elms thus opening up new job opportunities to local residents; this approach could be extended to other developments and employers in the Borough;

- (b) put in place new ways of working in partnership to deliver a cohesive 'one-stop-shop' service for the unemployed. We run a Job Shop jointly with Job Centre Plus in Nine Elms and could put in place similar 'Employment Gateways' for communities with high levels of worklessness ; and
- (c) provide better information and communication between partners. An updated employment and skills directory is being produced and work will be undertaken to develop a multi-agency information portal.

### **Support for voluntary activity**

- 27. The Economic Development Office (EDO) helps develop the Borough's voluntary and community organisations (VCO) so they can play a role in many of the Borough's partnerships and deliver a wide variety of services to residents. The EDO manages contracts with Wandsworth Citizen's Advice Bureaux to deliver advice and with Groundwork Trust to promote volunteering. The EDO is responsible for the Council's payment to London Councils in respect of the London Councils Grants Scheme involving the offering of grants to the voluntary sector across London.
- 28. The Wandsworth Big Society Fund supports community initiative and ideas, especially where this helps to tackle disadvantage. Over the whole Borough for the first two rounds of bids, £119,205 of funding has been made available of which £42,471 or 36% has been allocated to organisations based in or serving the Latchmere and Roehampton & Putney Heath Wards. The Borough wide budget for this fund for 2012/13 will be in the region of £250,000.
- 29. The Wandsworth Community Fund, which is managed by the London Community Foundation on behalf of the Council, will target funds into the seven most deprived wards in the Borough for 2012/13 with bids being linked to the aspirations agenda. The estimated funding available through the Wandsworth Community Fund is £50,000.

### **FRAMEWORK FOR FUTURE ACTION**

- 30. In addition to its mainstream activity, the Council is seeking to exploit the opportunities offered by several timely national developments and local policy initiatives should have a positive impact on families, employment opportunities and places across the whole Borough. These are outlined below.
- 31. Supporting Troubled Families. Louise Casey, Director-General, Troubled Families at the Department for Communities and Local Government, is leading a £448 million programme across England to 'turn around' the lives of the most troubled families. The Troubled Families Programme will reflect the work already in place locally through the multi-agency Family Recovery Project (FRP) led by the Children's Services Department. In addition to £20,000 for preparatory work, the Council will receive £100,000 per year for three years from April 2012 to appoint a Troubled Families Coordinator to boost the pace and scale of local work with these families.
- 32. A report on the detailed implementation of this scheme will be made to a future meeting of the Education and Children's Services Overview and Scrutiny Committee and the Executive. Whilst the detail of this programme is yet to be published, it offers potential, together with the local FRP, to have a significant impact on the life chances of vulnerable young people as well as positive benefits for the local and wider community where anti-social behaviour and criminal behaviour have been a problem.

33. Employment. The work with troubled families described above is complemented by the Department for Work and Pension's European Social Fund (ESF) 'Families programme'. The provision will help tackle barriers to work faced by families impacted by worklessness. It will help individual family members – whether parents or children – but do so on the basis of family context (as opposed to an individual basis through mainstream Jobcentre Plus or Work Programme provision). Access to the programme will be on a voluntary basis and should provide a valuable additional resource to other existing interventions for these families in Wandsworth. The contract provider aims to assist almost 800 individuals over the life of the contract to achieve agreed success measures and get closer to the labour market.
34. Local authorities have a key role in the ESF programme as they are the source of all referrals to the contractor. Work is underway in Children's Services to develop a comprehensive referral system which also links the contractor's outreach workers with potential families through Children's Centres and other venues.
35. The Council's Head of Human Resources currently developing a number of schemes to increase the employment of 18-24 year olds within the Council. A report is being prepared for submission to committee in the next few months to seek approval to a corporate approach to talent management. This will include opportunities to undertake unpaid work experience through either volunteering or internships as well as apprenticeships, trainee schemes, student sponsorship and a graduate employment scheme throughout the Council. It is intended that these schemes will provide opportunities for local residents to gain employment with the Council and that the individuals will gain the necessary skills and experience to equip them for a career in local government and beyond. The Council will benefit from growing its own talent pool, which will in turn contribute towards succession planning.
36. In order to provide a clearer and more customer focussed service to those on benefits and seeking work, proposals are being developed to co-locate staff from the Council's Housing Benefit service at local Job Centre Plus offices. This placement would be a proactive step in the delivery of Housing/Council Tax Benefit for job seekers and would assist in dealing with the perceived barriers to work. The placement would be on a provisional basis and the value of the initiative would be reviewed and evaluated after a period of nine months.
37. Tackling Gang and Youth Violence. The Ending Gang and Youth Violence Inter-Ministerial Group, chaired by the Home Secretary, agreed in December 2011 that 22 areas will receive an offer of targeted support and funding to improve and mainstream their service delivery around gang and youth violence. These areas, including Wandsworth, have been selected using current data available on rates of serious violence and NHS admissions data. A high-level steering group has been established comprising officers from Wandsworth Police, the Probation Service, Administration Department's Community Safety Section and the Children's Services Department's Integrated Youth Service.
38. Funding of £217,000 has been allocated to the Borough with the requirement that 50% is allocated to voluntary and community sector to support delivery. The steering group has commissioned a detailed analysis of known gang activity and membership, based on police intelligence. This will inform the local action plan which is likely to include work on both 'gang exit' (how members moved out and remain out of organised gang activity) and prison release. A further report on this funding and the local action plan will be made to a future meeting of the Education and Children's Services Overview and Scrutiny Committee.



39. In a linked development, the Director of Children's Services is exploring the possibility of extending the Youth Offending Team (YOT) approach to 18 to 21 year old offenders. At present legislation restricts the work of the YOT to young people up to 18 years of age. Preventative and diversionary services for the older age group are not readily available and this has been identified as a potential gap in provision. This is particularly an issue for young people leaving prison after 1 year or less in custody as these young people do not receive support and supervision from the Probation Service. This leaves many ex-offenders vulnerable to reoffending and without clear channels for accessing education and training.
40. This idea is at a very early stage and consideration is being given to the use of the new Power of General competence, introduced under the Localism Act 2011, to progress discussions with key partners.
41. Housing Policy developments. The Council's Housing into Work Strategy (Paper No. 11-819) is intended to identify the role that the Housing Department can play in getting its social tenants into work. Three key elements of relevance in this respect are: firstly creating a link between housing offers and training and employment status, ensuring that Housing staff are identifying and informing tenants of training and work opportunities and putting into place a Housing into Work pilot which will link the offer of social housing on a fixed-term tenancy to a requirement that the applicant must be in training leading to work or in employment.

## **TARGETTING FURTHER ACTION**

42. The Council recognises that the challenges in supporting improved outcomes in education, health and employment are not confined to one area of the Borough. Indeed, the developments above, combined with mainstream Council activity, are likely to have a positive impact across the whole Borough. However, it is clear that there are some areas of continued deprivation which require a new, better coordinated approach to tackle the long-term issues affecting aspiration and opportunity.
43. The Council has a longstanding approach of analysing relative need and deprivation across the Borough using census and other useful small area data to inform service planning. The Priority Area Overview (PAO), introduced in 2006 and updated annually, assesses needs by showing how relative deprivation and disadvantage is spread across the Borough.
44. The PAO, last updated in early 2011, identifies Latchmere Ward as the most deprived, followed by Roehampton and Putney Heath Ward. Latchmere has been the most deprived ward in all previous updates of the analysis, exhibiting particular issues around aspects of worklessness, health outcomes and crime.
45. The Indices of Multiple Deprivation (IMD) 2011 recently updated by the Government enables the Council to look more closely at pockets of deprivation within wards like Latchmere that might otherwise be masked by adjacent areas of affluence. Wandsworth has two Lower Super Output Areas (LSOAs) that feature in the worst 10% of LSOAs nationally on the overall IMD; the most deprived (within the most deprived 8% nationally) covers a large part of the Winstanley Estate, SW11; the second is in Roehampton (covering the southern end of the Alton Estate, SW15). 19 SOAs are in the worst 20% nationally, with around half of these covering the wider Battersea housing estates area (including the Winstanley). A summary of the PAO findings is included in Annex 1 attached.

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46. It is therefore proposed that the Latchmere area and Roehampton should be the focus for an intensive and coordinated approach which will build on existing success and seek to engage the local community fully in designing and delivering effective interventions. Both areas have a range of challenges which have been the subject of differing approaches in the past, for example the allocation of Neighbourhood Renewal Funding in 2002-05. Whilst the areas have very different physical environments, there are some commonalities, particularly in relation to high levels of social housing and wide ranging and significant issues around aspects of worklessness, education, health outcomes and crime.
47. However, there are also some significant differences between the areas which will mean that any action will need to be tailored appropriately to the needs of the area, for example, recognising the very different position of the two areas in terms of accessibility and transport.
48. Within the Latchmere area, it is proposed that there is a specific focus on the geographic area between the north of Clapham Junction Station between the railway line, Plough Road, Falcon Road and York Road. The largest housing estate in the area is the Winstanley Estate; together with the York Road, Falcon, Kambala, Badric Court and Wayland Road Estates. These form a contiguous neighbourhood of around 10,000 residents. This focus reflects not only the deprivation data shown above but also recognises that the Winstanley Estate has been identified as the likely starting point for some of those involved in serious disorder in Clapham Junction in August 2011 and the Kinghan Report highlighted some of the challenges faced by the wider local area.

### **DEVELOPING LOCAL AREA ACTION PLANS**

49. In both areas, physical regeneration proposals are planned or in development and these proposals will form a key component of any future action. They also offer a springboard for consultation with the local community about a wider range of issues to find practical and sustainable solutions for local issues.
50. The Housing Department is already planning phased improvement works to blocks on the York Road Estate and alterations to the York Road Estate square. Local residents are aware of, and have shown support for, these planned works to be undertaken at a cost of £21m. However, were residents and other local stakeholders consulted on the benefits of undertaking far more ambitious schemes of regeneration and possible redevelopment, it is likely that this would receive considerable support and act as the catalyst for the radical transformation of the wider area. In order to provide a basis for further discussion and consultation it will necessary to commission an area wide options appraisal and master plan which it is intended will be reported to a future committee cycle.
51. The regeneration of the centre of Roehampton has been the subject of numerous reports since 2006. Proposals were developed and a planning application submitted to redevelop four sites in the centre of Roehampton. However, because of the impact of the recession, the Executive agreed (Paper No. 09-912) in November 2009 to withdraw that application. The Executive asked the officers to report back in due course on further proposals to regenerate the centre of Roehampton and to take steps to ensure that the impetus is maintained in the overall regeneration of Roehampton. Work has continued to identify options for a staged approach to regenerate the area around the entrance to Danebury Avenue and to seek the opportunity to diversify the tenure of the area by the disposal of a number of outlying sites on the Alton Estate. This work will now be brought forward with proposals to a future committee cycle.

52. Both of these proposals may require the Council to review its current policy with regard to borrowing for future Capital expenditure at a later date. The arrangements for the buy out of the Housing Revenue Account subsidy system are currently being finalised and under current Council Treasury Policy would mean that external borrowing estimated at £250 million would be paid back in 11 years. As explained in the Director of Finance's comment this would severely constrain any future borrowing for housing purposes until the debt was fully redeemed in 2023. In view of the potential additional need for future borrowing before this date the Council will need to leave a degree of future headroom when settling the debt repayment period. To ensure that any agreed radical proposals of this nature were deliverable in the future it would be necessary for the Council to be able to call upon sufficient funding to meet the costs of the range of potentially expensive projects. It is difficult to judge the exact amount of headroom that will be required but it would be prudent to allow for potential borrowing headroom of £100 million. Consequently the Executive is recommended to instruct the Director of Finance to make provision for such expenditure when considering the borrowing requirements for the HRA subsidy buyout arrangements to be determined on 28th March 2012.
53. Consultation with the local community will help shape the final package of support for the area with a view to :-
- (a) Promoting access to opportunity – information, support, advice or mentoring on issues of relevance to local people;
  - (b) promoting increased community involvement both formally and informally, for example in the development of the York Road Library;
  - (c) making the area more attractive with physical improvements to both housing and street scene;
  - (d) increasing neighbourhood identity and pride by showcasing local improvements and innovations, including the work of the local schools, and holding community events;
  - (e) getting more young people into employment or work-ready;
  - (f) making the area safer; and
  - (g) creating synergy between any council or partner action and the work of local voluntary and community sector groups.
54. The Council has already identified a number of measures it would like to pursue with partners and the local community subject to consultation in one or both of the target areas. These include:-

### **Developing a Local Lettings Plan**

55. Local lettings plans are a relatively common way used by social landlords to tackle particular and significant social and economic issues being experienced by local neighbourhoods and communities. They would typically involve prioritising say working households for accommodation that becomes available in neighbourhoods where there are very high levels of worklessness. They might also for instance prioritise other family members in a tenant's household for moves to local accommodation on the basis that such

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moves may alleviate over crowding at the same time as maintaining informal social and support networks.

### **Increasing access to employment**

56. The ESF Families programme referred to in paragraph 32 above will be offering a range of practical support to individuals and eligible family members to help them to get closer to the labour market. Discussions are underway between the Council and the local ESF provider to ensure that ESF outreach workers can be sited for some time each week in the local venues, preferably alongside other services which may be accessed by target families.
57. Following the success of the Council and ESF funded Wandsworth Future Works (WFW) initiative in 2005, there is evidence that mentoring can provide local candidates with the core skills required to succeed with job applications and to prosper once in employment. Mentoring can be offered in many different ways from informally brokered arrangements through to formal provision through specialist providers. There are already some schemes in place within the target areas in schools and sponsored by faith and other voluntary sector organisations. However, increasing the availability of and support from others who understand the expectations of the workplace can open up opportunities for young people to achieve their ambitions. The Council would like to explore the options for further developing mentoring schemes in the two target areas.

### **Promoting community involvement**

58. Both the Latchmere and Roehampton areas benefit from a significant range of volunteer and voluntary and community sector work. For example, in the Latchmere area the York Gardens Community Library Group have been active in establishing the York Gardens Library as a vibrant community facility. Following the disturbances of August 2011 further activity has taken place in the Latchmere area from within the community and businesses involving the Clapham Junction Town Centre Partnership and a local community group STORM. This has involved providing work experience for over 60 young people with a further 30 young people now being in employment with local retailers. In Roehampton, for example, the annual Kings and Queens Banquet event for local elderly people is run by Regenerate-Rise with community support.
59. The aim of the local area action plan would be to build on this activity and ensure that local individuals and groups can contribute both to the development of local plans and the delivery of local initiatives and schemes. As part of this work it would be helpful to explore ways of strengthening existing engagement structures, like residents associations and Neighbourhood Watches, which are currently under-developed.
60. The Latchmere area has been selected (from a short list) to receive Big Local Trust (BLT) funding of £1m for the neighbourhood over 10 years to fund community-led initiatives. The selected neighbourhood is required to set up a panel (the majority of whose members should be residents of the area) which should devise a neighbourhood plan and use this to allocate the funding. The BLT have commissioned the Community Development Foundation to support local areas deliver this. Whilst the local community will be the driving force in the management and allocation of the fund, it will be important for the Council to work closely with the new board.
61. In addition, the Council may also want to consider new methods of intensive engagement and involvement within the area. It is proposed to explore the options for bringing together all public/Third Sector services in effectively what would become a single neighbourhood communications hub. Through a specially-commissioned microsite (a neighbourhood hub)

it would be possible to engage with local residents in a new way, bringing together all the available services, signposting opportunities and encouraging increased community involvement. The microsite's overriding purpose would be to engage, inform, involve, explain, enable and encourage. In doing so, the Council recognises the power of local information and knowledge in breaking down barriers to opportunity.

### **Working with Partners**

62. The engagement of other key stakeholders in the development of local area action plans will be vital. A coordinated multi-agency approach will support the local plans to ensure that all available resources are deployed effectively to achieve maximum impact in the target areas. There are some examples already of work which can be included and further developed:-
- (a) South Thames College is an active partner in supporting aspiration and the College is proposing to develop a summer scheme which will offer vocational skills training in the target areas; and
  - (b) the Director of Public Health has a successful community development project in operation on the Putney Vale Estate and lessons from this project can be applied elsewhere.

### **GOVERNANCE AND MONITORING**

63. It will be important that there are clear lines of accountability for what would be two major regeneration schemes in important areas of the Borough. It is proposed that the Leader of the Leader, Councillor Govindia, act as the Member-level 'Champion' for the success of any action plans. The Council's Chief Executive would take the officer lead and monitor progress regularly through a high-level steering group.
64. Linked to the development of any action plans would the introduction of a performance management framework which would include a basket of key indicators with SMART targets for both milestones and outcomes in each local area.

### **DIRECTOR OF FINANCE COMMENT**

65. Any capital schemes to redevelop the Council housing stock within the area will be dependent upon suitable affordable funding arrangements and being affordable within the HRA business plan. The arrangements for the HRA buy out are being finalised and once the initial term of the loan from the PWLB is fixed on 28th March 2012, this will severely constrain the potential for future borrowing. At present of the £434 million to be paid to the Government only £250 million is anticipated to be externally borrowed from the PWLB with the balance being found from reserves and internal borrowing. Based upon existing Treasury management policy the aim would be to redeem this over the shortest possible time which is 11 years. If this tenor of loan is taken out then there is very limited scope for future estate regeneration as any additional borrowing costs would take the HRA into deficit which is unlawful and it is not possible to vary the life of a PWLB loan once taken out. To provide additional headroom for potential future borrowing of £100 million to deliver some estate regeneration would mean that the life of the loan for subsidy buy out would need to be extended by 4 years, incurring additional interest payments of £15.56 million on the base debt of £250 million. The Council's Treasury Management Policy, reported elsewhere on the agenda for this meeting, is proposed to be amended to reflect this proposal. The

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proposed expenditure on developing options appraisals for both areas can be met from existing HRA budgets.

**CONCLUSIONS**

66. The Council has a significant range of mainstream activity which promotes aspiration and social mobility. These efforts will be strengthened by a range of new national and local initiatives across the Borough. However, the report acknowledges that some parts of the borough experience higher levels of deprivation and hence proposes that more intensive and coordinated action should be focussed on the Latchmere and Roehampton & Putney Heath Wards. Physical regeneration options will be important in both areas but these will need to be supplemented with a range of targeted interventions specific to the needs of each area and supported by a programme of community consultation.

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The Town Hall  
Wandsworth  
SW18 2PU

PAUL MARTIN  
Chief Executive and Director of  
Administration

21st February 2012

**Background Papers**

No background papers were used in the preparation of this report.

All reports to Overview and Scrutiny Committees, regulatory and other committees, the Executive and the full Council can be viewed on the Council's website ([www.wandsworth.gov.uk/moderngov](http://www.wandsworth.gov.uk/moderngov)) unless the report was published before May 2001, in which case the Committee Secretary (Mr. G. Collins on 020 8871 6021 or email: [gcollins@wandsworth.gov.uk](mailto:gcollins@wandsworth.gov.uk)) can supply it if required.

## **ASSESSMENT OF NEED IN THE LATCHMERE AND ROEHAMPTON AREAS**

### *Overall deprivation*

1. The Council has a longstanding approach of analysing relative need and deprivation across the Borough using census and other useful small area data to inform service planning. The Priority Area Overview (PAO), introduced in 2006 and updated annually, assesses needs by showing how relative deprivation and disadvantage is spread across the Borough.
2. The PAO, last updated in early 2011, identifies Latchmere ward as the most deprived, followed by Roehampton & Putney Heath. Both wards have been the most deprived in all previous updates of the analysis, exhibiting wide ranging and significant issues around aspects of worklessness, education, health outcomes and crime.
3. The Indices of Multiple Deprivation 2011 recently updated by the government allows us to look more closely at smaller pockets of deprivation within wards that might otherwise be masked by adjacent areas of affluence. Wandsworth has two LSOAs that feature in the worst 10% of LSOAs nationally on the overall IMD; the most deprived (within the most deprived 8% nationally) covers a large part of the Winstanley; the second is in Roehampton (covering the southern end of the Alton Estate).
4. These intense areas of deprivation are contained within broader areas of significant need. In total, 19 SOAs in Wandsworth are in the worst 20% nationally, and 13 of these cover the Battersea estates area and Roehampton.
5. Results when looking at the IMD's domain that specifically targets child poverty and income poverty are much more pronounced. The IDACI measures the proportion of children who live in income deprived households (one or more parents claiming a benefit). The LSOA which covers the Winstanley is well within the most deprived 1% in the country. There are a further 20 LSOAs in Wandsworth within the most deprived 5%, with just under half of these covering the Battersea estates (including the Winstanley) and 3 in Roehampton.
6. The Income Domain

### *Educational attainment*

7. Levels of attainment vary significantly depending on where a child lives. Taking the analysis from the 2011 PAO then across KS4, KS2 and KS1, Roehampton and West Hill pupils perform most poorly, followed by pupils living in the wider Battersea area (Shaftesbury, Queenstown and Latchmere).

### *Crime and offender profiles*

8. The PAO update in 2011 looked across prevalence of key crime types and shows that Latchmere, followed by Roehampton exhibit the most significant crime issues in the Borough.

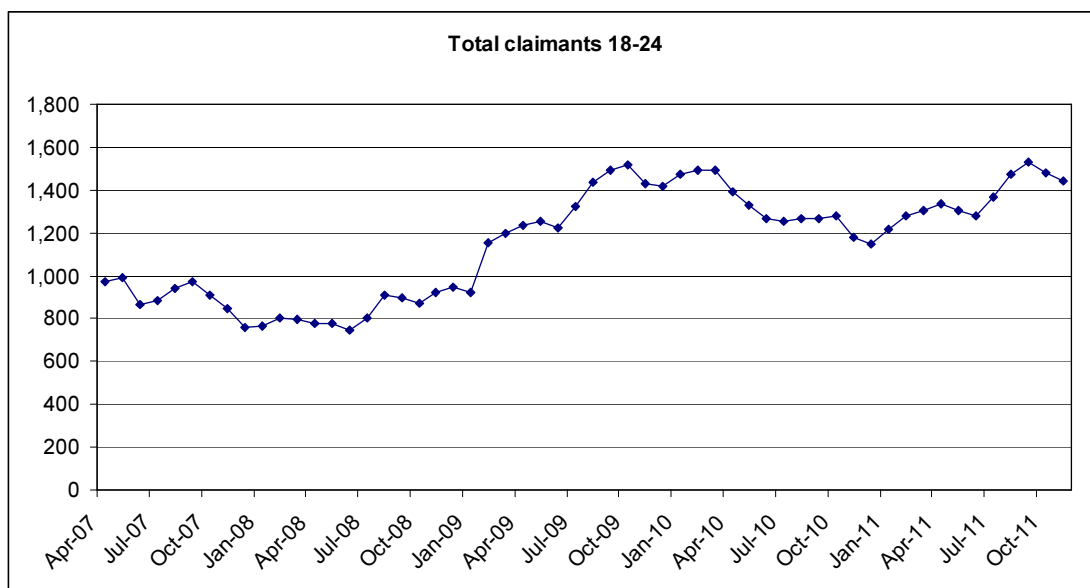
## **18-24s population; benefits and worklessness**

9. There are estimated to be 24900 18-24 year olds living in the borough (ONS MYE 2010). This figure has fallen steadily since 2001, with 20% less young people in 2010 compared with 10 years' earlier. This is the largest decrease in this age group of any inner London

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borough, the majority of which have estimated growing populations (e.g. Islington +20%).

10. Data as at November 2011 reveals that 6% of 18-24 year olds (1440) are claiming an active unemployment benefit (e.g. Job Seekers Allowance). This figure is certain to underestimate true worklessness in this age group as some young people living at home, for example, maybe less driven to make a claim. This rate compares favourably with the inner London average (7.7%), and is the fourth lowest of 12 boroughs (three boroughs have rates well over 10%).
11. The numbers of claimants in Wandsworth has fluctuated significantly over the period spanning the economic crisis. In early 2008 claimants aged 18-24 numbered around 700, going on to more than double in the following two years. The trend over time in the claimant rate in Wandsworth has closely mirrored the London and inner London trend. Although the position improved during the latter half of 2010 (down to around 1200), the trend during 2011 has been one of an increasing problem:-



12. However, a closer examination of the gap between Wandsworth's claimant rate and the inner London average over the period 2007-2011 helps to test whether local young people have been hit relatively 'harder' by the recession than those in other boroughs. During the initial local increase in claimants during early 2009 the narrowing gap between Wandsworth's and the inner London rate suggest that this was not the case. Since July 2011, the gap between Wandsworth's rate and the inner London average is back to the pre-recession level in early 2007 and has not worsened (relatively) since June 2011.
13. Data is also available on the ethnic profile of claimants (although not by ward). The proportion of total 18-24 year old claimants who are Black or of mixed Black heritage is 34% (as at October 2011). This proportion has varied over time, falling as the recession took effect and the overall claimant count rose. The number of Black / mixed Black heritage 18-24 claimants stands at around 550 since July 2011 – the highest level since for at least four years
14. Unemployment data enables the Council to look at the duration as a claimant which can identify labour market issues that raw claimant counts may hide. The table below summarises the current position which indicates that the Wandsworth has a smaller



proportion of its young claimants in longer term unemployment. There has also been a significant rise in the numbers of 18-24 year olds claiming for more than 6 months.

18-24	Total 18-24 claimants	% over 6 months	% over 12 months
Wandsworth	1,450	27.9%	6.9%
Inner London	22,625	28.5%	8.0%

*Source – NOMIS, November 2011*

15. In the past year, the proportion of all claimants (all ages) in Wandsworth who were aged 18-24 rose from 19.5% to 22.4%, the biggest increase of any inner-London borough (23.2%). This, and the duration figure above, would seem to suggest that there *may* be some local barriers to this age group locally in entering the job market.
16. Various datasets allow us to drill-down from the borough to the ward-level. In doing so the geographical variations within Wandsworth are stark. In November 2011 around 145 JSA claimants aged 18-24 lived in Latchmere Ward alone – 10% of the total claimants of the same age in the Borough and 7 times more claimants than in Thamesfield Ward (20).
17. All wards have seen significant increases in claimants since early 2008. However, Latchmere has had the highest number of 18-24 year old claimants of any ward in all months but one in the period 2007 to November 2011. In general, the worst four wards have been the same for several years. However, there has been a worsening of the picture in the south of the Borough with Furzedown and Tooting wards showing a worsening absolute and relative position in the past few months.
18. As well as claimant count data, we can also look at the total number of 18-24's claiming any sort of DWP benefit by ward, for example, income, lone parent and disability-related in order to give a more rounded picture of those who are not engaged in the workplace. Looking at across all of these "statistical groups" reveals Latchmere to have 300 claimants (May 2011), the joint most of any ward. However, as a rate equates to around 1 in five of all Latchmere's 18-24 year olds on benefits, a figure *significantly* worse than any other ward and in fact amongst the worst quartile of any ward in London.

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