

# Strategic Needs Analysis Team Briefing Paper

## **Understanding Gloucestershire 2013:**

**A high level analysis of need in Gloucestershire**

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**Gloucestershire**  
COUNTY COUNCIL

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## Introduction

- This document summarises current and projected future need and demand in Gloucestershire as it relates to County Council services. It does not seek to address performance or resource issues.
- It is not a complete overview but is intended to complement the more comprehensive Understanding Gloucestershire 2012 with new intelligence, particularly from the 2011 Census, and updates on the most significant areas of risk for the council.
- After an initial section dealing with cross-cutting demographic issues the report is structured around the County Council's strategic outcomes framework.
- Further information on need in the county is available from the following websites:
  - MAIDeN - <http://www.maiden.gov.uk/index>
  - JSNA - <http://jsna.gloucestershire.gov.uk/>
  - Inform - <http://www.gloucestershire.gov.uk/inform/>

or directly from the Strategic Needs Analysis Team.

- Understanding Gloucestershire 2012 can be accessed here:  
<http://www.gloucestershire.gov.uk/inform/understanding>

## Executive summary

- The population of Gloucestershire grew by 5.7% between 2001 and 2011, was estimated to rise to 602,000 in 2012 and is projected to increase to 644,000 by 2021
- Numbers of older people, including those living alone, are rising at a significantly faster rate than for other age ranges in Gloucestershire
- People from a BME background now represent 4.6% of the county population and a further 3.1% belong to the 'White-other' ethnic group
- Gloucestershire has a diverse population which is relatively prosperous compared to the country as a whole but with significant pockets of deprivation
- We have a diverse economy with strengths in manufacturing and advanced engineering
- Unemployment in Gloucestershire is below national and regional levels and falling, though less so in Gloucester than in the rest of the county
- Gloucestershire is recycling an increasing proportion of waste but needs to do more
- In general, the numbers of fires in Gloucestershire is reducing and is below national levels
- The number of people living alone and increasing estimated levels of loneliness are likely to lead to adverse health outcomes and increased costs unless addressed
- The number of people in Gloucestershire aged over 85 with their day to day activities limited a lot by long term illness and disability is predicted to rise by over a quarter by 2021 driving up demand for adult social care services
- The number of unpaid carers is likely to need to rise by over 10% by 2017 in order to meet increased care needs

- On most measures adult social care service users and carers are experiencing better outcomes, on average, than those in our comparator group according to the 2012/13 surveys
- Whilst life expectancy is increasing for all social groups in Gloucestershire, living in an area of high deprivation and being male are both still linked to decreased longevity.
- There is substantial variation in levels of healthy living in terms of smoking, alcohol and obesity with strong correlations with areas of high deprivation
- Children's referral numbers peaked in 2009/10 but have reduced to 4,981 in 2012/13 though Looked After Children numbers have risen
- There are much higher rates of children's safeguarding referrals in Gloucester than elsewhere in the county
- Increases in the number of children coming into care are leading to increased numbers for adoption
- 296 children went missing between April and October 2013 of whom 37% were from Gloucester District
- Adult safeguarding alerts have increased but this may reflect increased awareness rather than any change in numbers at risk and we are in line with our comparator authorities
- Children resident in the Forest of Dean underperform relative to the rest of the county at KS2 and KS4, Gloucester children underperform at KS4
- Looked after children and those with Special Educational Needs perform, on average, 50 percentage points below the county average for GCSE A\*-C including English and Maths
- The number of NEETs in Gloucestershire continues to reduce and our rate remains below the national and regional averages
- Whilst the number of 18 to 24 year olds who are unemployed is falling the number who are out of work for over six months does not show any significant reduction
- 2013/14 is the year in which the impact of the government's welfare reforms begins to show. For 2015/16 the total loss in benefits to Gloucestershire residents arising from the reforms is estimated at almost £100m a year.

- Almost two thirds of the 67,000 households affected are likely to be working households.
- The impact of the welfare reforms will be most felt by Gloucester residents due to the relatively high concentration of poorer households in the city
- The proportion of adults with no qualifications has fallen between 2001 and 2011 across the county and the proportion with level 4 and above qualifications has risen. However, The Forest of Dean and Gloucester have a population who are under-qualified at level 4 and above compared to the other districts.

## Section 1 - Key Demographic Issues for GCC Outcomes

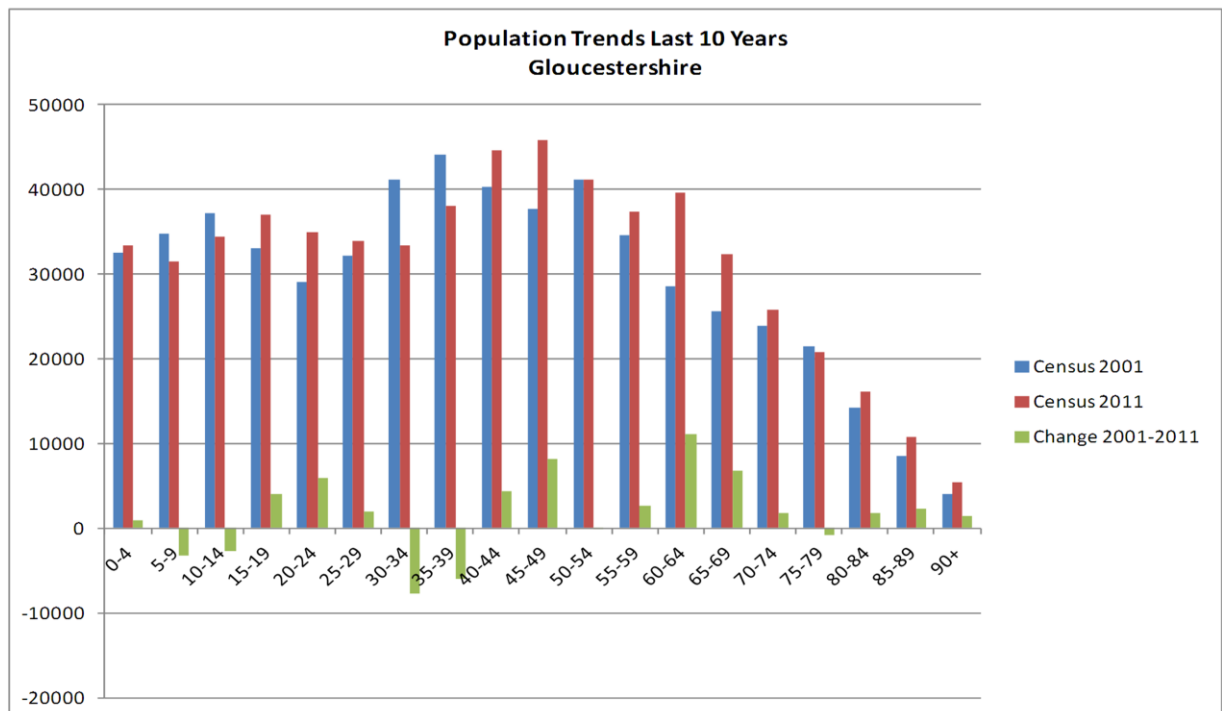
### About this section

This section sets out the key demographic issues facing Gloucestershire now and in the future. The issues are cross-cutting, affecting outcomes across all areas of need. In particular, it outlines key statistics from the 2011 Census.

### 1. A Growing Population

1.1. The population of Gloucestershire grew by 5.7% in the 10 years to 2011, an average of 3,200 people a year<sup>1</sup>. This compares with a national growth rate of 7.8% for the same period. The growth is driven mainly by internal migrants (people moving to the county from elsewhere in the United Kingdom), typically aged 30-44, with their young families<sup>1</sup>. Natural growth, caused by higher numbers of births than deaths in the county, has accounted for an increasing proportion of the overall increase since 2007 when the number of births surged. The Office for National Statistics (ONS) latest estimates put the population of Gloucestershire at around 602,000 as of 2012<sup>2</sup>

## Gloucestershire's population 2001-2011



<sup>1</sup> ONS, 2001, 2011 Census

<sup>2</sup> ONS, 2012 Mid-Year Estimates



- 1.2. Between 2001 and 2011, the growth of the older population (aged 65 and above) continued to outpace that of the younger population. The rate of growth in the County's older population is also higher than that in England and Wales<sup>3</sup>.
- 1.3. New ONS interim population projections suggest that the population of Gloucestershire will increase faster than previously anticipated due to an upward revision for the projected children, young people and working-age populations<sup>4</sup>. The revised projected growth rate between 2011 and 2021 was 0.76% or 4,600 people per annum on average, which remained below the rate predicted for England (0.86%).
- 1.4. The overall population in the county is expected to reach 644,000 by 2021 if current trends continue<sup>3</sup>.
- 1.5. Forty per cent of the growth between now and 2021 will be accounted for by natural growth and 60% by internal migration<sup>3</sup>.

2. Age range	3. Population growth 2001-2011	
	4. Gloucestershire	5. England & Wales
0-17	6. -2.3%	7. 1.5%
18-64	8. 6.4%	9. 9.2%
65 and above	10. 13.6%	11. 10.9%

## 2. An Ageing Demographic

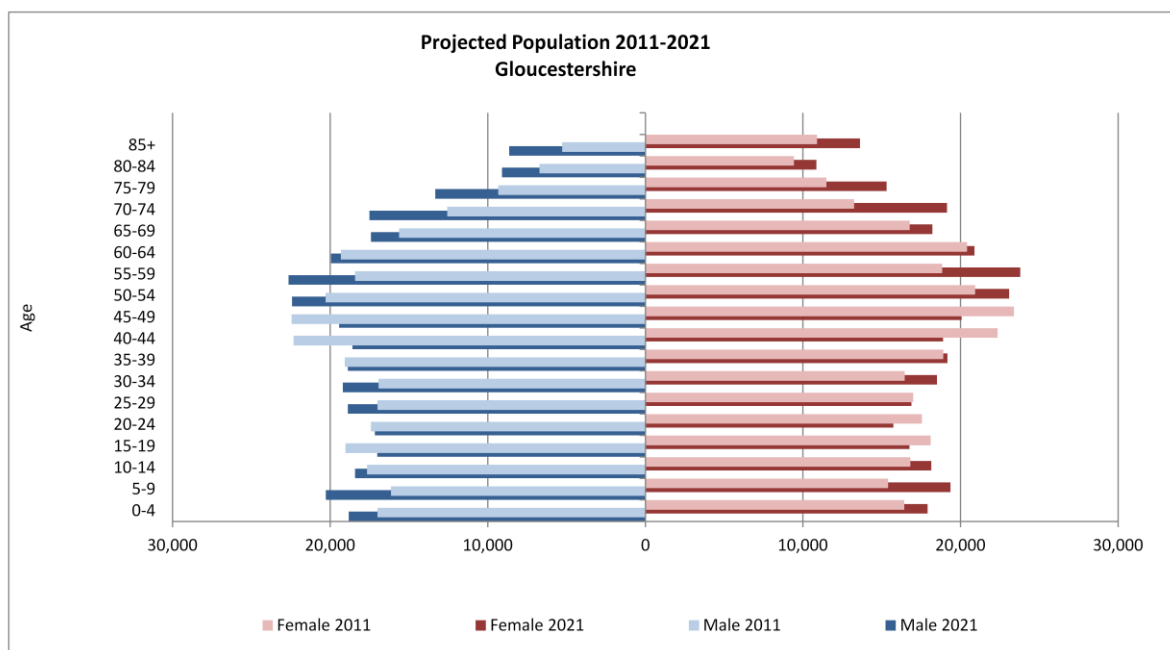
- 2.1. The number of older people aged 65 and above in the county has been growing by an average of 1,500 people per year over the last 10 years. Projections suggest that this will double to an increase of about 3,100 people annually on average between now and 2021<sup>3</sup>. Long-range projections covering the next twenty years are not yet available but the increase is expected to accelerate in this period as a result of rising life expectancy and the demographic impacts of two generations of baby boomers.

<sup>3</sup> ONS, 2001, 2011 Census

<sup>4</sup> ONS, 2011-based interim projections

2.2. Significantly, the projected percentage increase of the older population is greater in Gloucestershire than in England over the period 2010-2021 (up 27% compared to 24%). The impact of the County's ageing demographic is further heightened by the small growth of its child and working-age population compared to England over the same period<sup>5</sup>.

## An ageing demographic



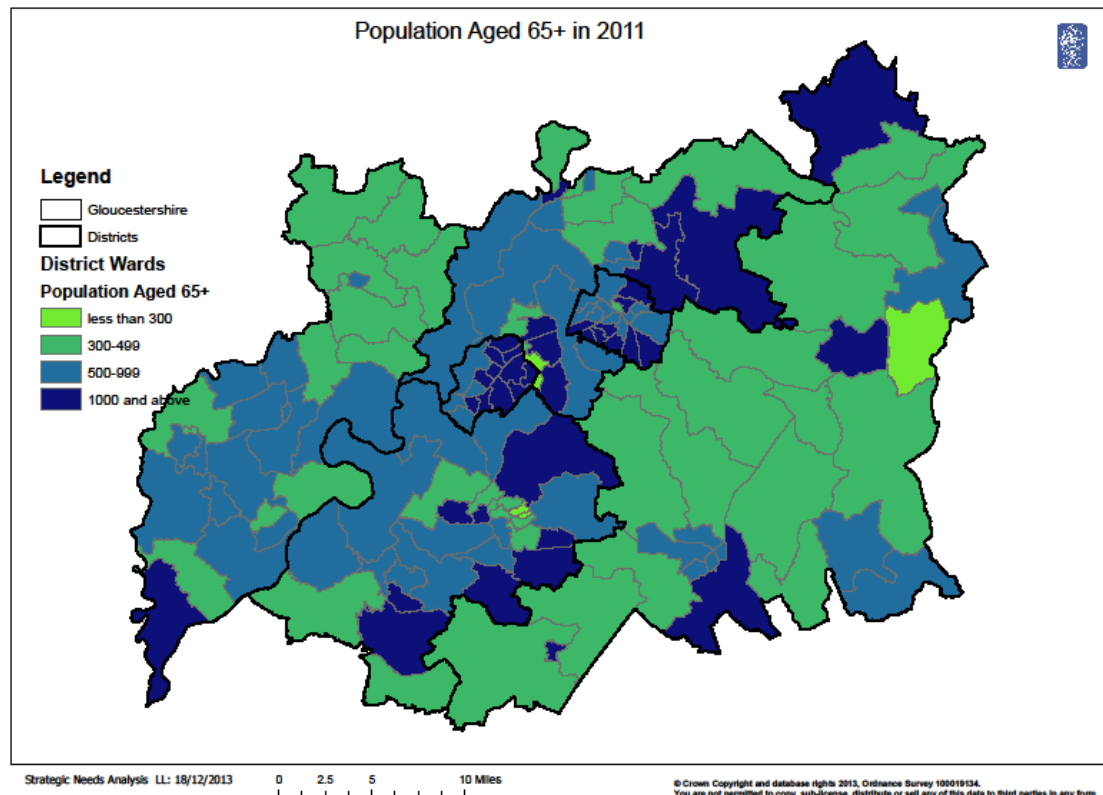
2.3. In particular, the number of people aged 75 and over (the ages at which GCC adult care and other support services are most likely to be required) is projected to increase by an annual average of 1,700 between 2011 and 2021<sup>5</sup>. The table below shows that the number of people aged 85 and above will see the fastest rate of growth during this period.

Age range	Gloucestershire population growth	
	2001-2011	2011-2021
65 and above	14%	29%
75 and above	10%	33%
85 and above	29%	38%

<sup>5</sup> ONS, 2011-based interim projections

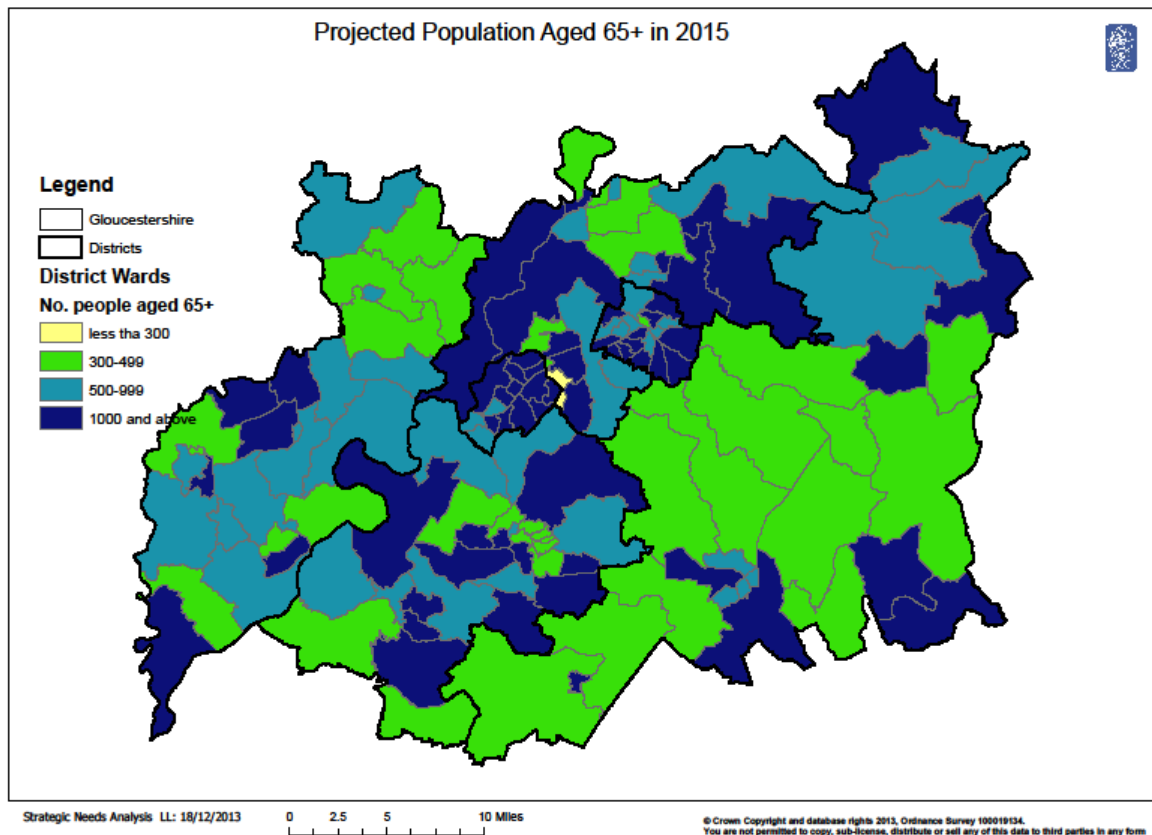
2.4. The number of neighbourhoods with high proportions of older people is also expected to increase. Data from the 2011 Census showed that a total of 40 council wards (i.e. 28% of all wards) had at least 1,000 residents aged 65 and above, accounting for between 10.4% and 30.7% of the ward population<sup>6</sup>.

2.5. There were also 39 council wards (i.e. 27%) containing at least 500 elderly people aged 75 and above. By 2015, the number of such wards could grow to 60 (i.e. 40% of wards), spreading across urban and rural areas of the county. An estimated 40% to 66% of the older population in these wards will be aged 75<sup>7</sup>. The following two maps illustrate the position in 2011 and how it would look if the elderly population grows in line with ONS projections.



<sup>6</sup> ONS, 2011 Census

<sup>7</sup> ONS, 2011-based interim projections

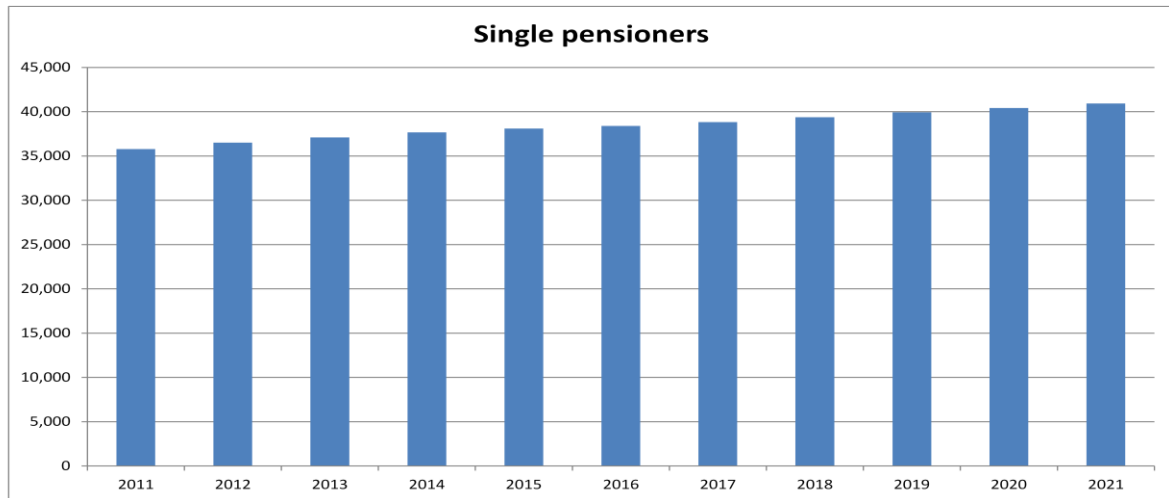


2.6. The rising trend of older people aged 65 and above living alone could also place extra pressure on care and infrastructure provision. Data from the Census suggests that there were 33,800 people aged 65 and above living on their own in 2011<sup>8</sup>. The number is projected to rise to 41,000 by 2021<sup>9</sup>. It is projected that almost 7 in 10 single pensioners will be aged 75 and above in 2021, and among these, three quarters will be women. Section 3.2 explores some of the potential consequences of this increase in numbers living alone.

<sup>8</sup> ONS, 2011 Census

<sup>9</sup> ONS, 2011-based interim projections

## Rise in number of single pensioners



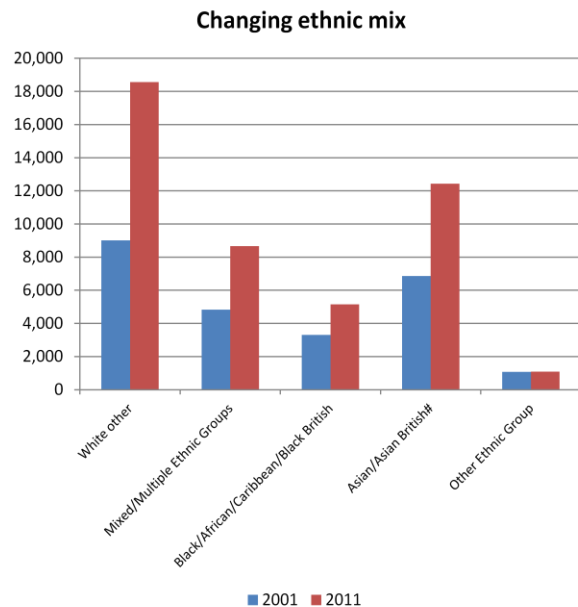
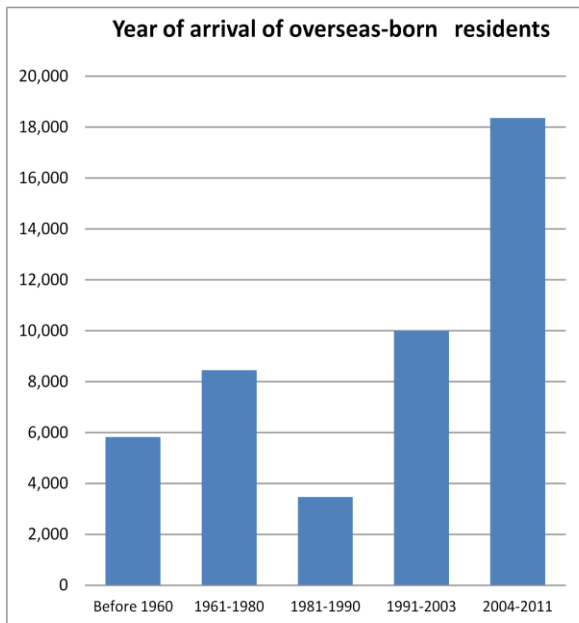
### 3. Growth of Ethnic Population

- 3.1. The 2011 Census shows that 46,100 people who are usually resident in Gloucestershire were born outside the UK, representing 7.7% of the total population (nationally it was 13.4%). Among these, 40% (18,400 people) were recent migrants, having arrived since 2004<sup>10</sup>.
- 3.2. The migration pattern since 2004 was closely linked to inflow from East European countries. This has resulted in the 'White Other' population in the county more than doubling between 2001 and 2011, from 9,000 to 18,600. This group now accounts for 3.1% of the county population<sup>8</sup>.
- 3.3. Between 2001 and 2011, the percentage of non-white population in the County rose from 2.8% to 4.6%. The figure is low compared to the national percentage of 14.1%. Ethnic groups showing the biggest growth in the county were White-British (+11,500 people), 'White-other' (+9,500), Other Asian (+2,300) and Indians (+2,000)<sup>8</sup>.
- 3.4. It is difficult to predict future patterns of immigration into the county. However, ONS projections for the period to 2021 forecast that on current trends, the levels of immigration to Gloucestershire will be balanced by emigration<sup>11</sup>.
- 3.5. It is likely that the future growth of the ethnic population in Gloucestershire will be increasingly accounted for by natural growth from within the domestic population, as it has a young age structure. (91.4% of the ethnic population are children and working-age in 2011, compared to 81.3% of the Gloucestershire population as a whole)<sup>7</sup>.

<sup>10</sup> ONS, 2011 Census

<sup>11</sup> ONS, 2011-based interim projections

## Gloucestershire's ethnic mix 2001-2011



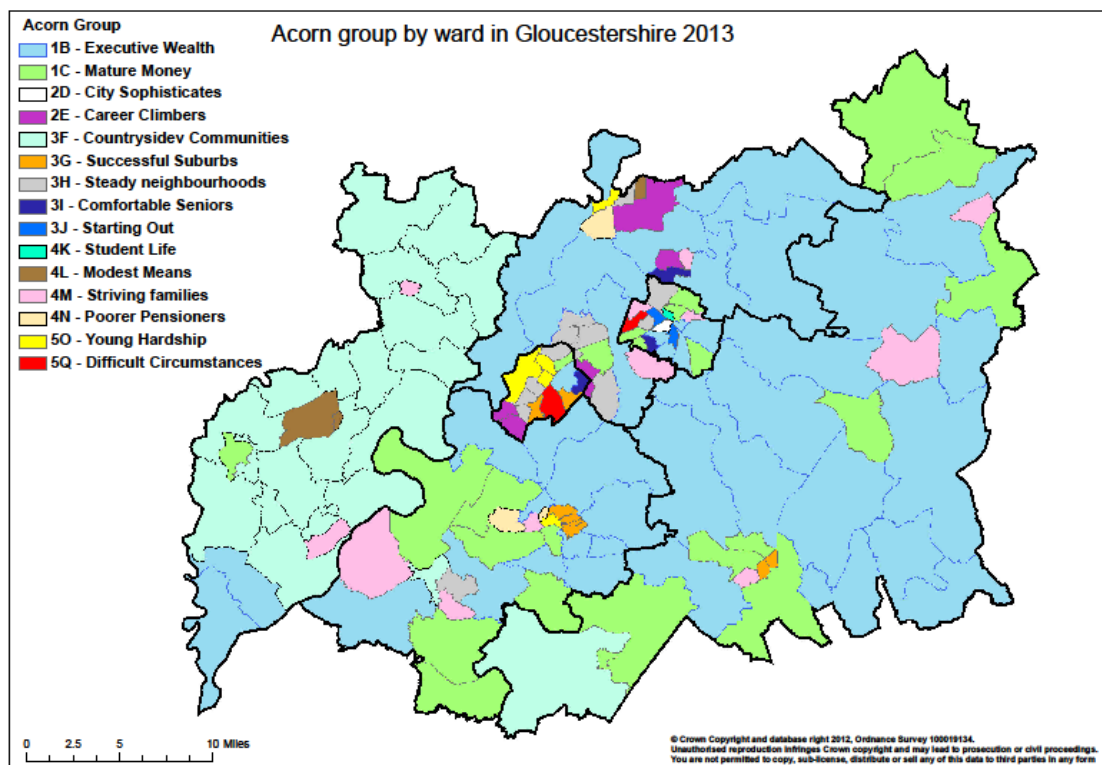
### Key Points

- The population of Gloucestershire grew by 5.7% between 2001 and 2011, was estimated to rise to 602,000 in 2012 and is projected to increase to 644,000 by 2021
- Numbers of older people, including those living alone, are rising at a significantly faster rate than for other age ranges in Gloucestershire
- People from a BME background now represent 4.6% of the county population and a further 3.1% belong to the 'White-other' ethnic group

## Section 2 - Gloucestershire and its communities are attractive places to live, work and invest now and in the future

### 1. Who lives in Gloucestershire?

- 1.1. Acorn is a powerful consumer classification that segments the UK population. Acorn is used to understand consumers' lifestyle, behaviour and attitudes, together with the needs of communities. It is used to analyse customers, evaluate local markets and focus on the specific needs of each catchment and neighbourhood.
- 1.2. Acorn segments postcodes and neighbourhoods into 6 Categories, 18 Groups and 62 types. By analysing significant social factors and population behaviour, it provides precise information and in-depth understanding of the different types of people<sup>12</sup>.
- 1.3. This map shows the Acorn group that accounts for the highest proportion of the population in each ward. There is however, considerable variation in the



<sup>12</sup> <http://acorn.caci.co.uk/what-is-acorn>

way groups are distributed within wards. In Chedworth for example only five of the eighteen groups are present with 'Executive Wealth' accounting for 72.2% of the population, whereas in Stonehouse the population is spread across fifteen groups with 'Poorer Pensioners' accounting for the highest proportion at 14.2% of the people in the ward.

1.4. We can show where the estimated proportion of Gloucestershire's population in Acorn groups differ significantly from the United Kingdom as follows<sup>13</sup>:

	Acorn group	Gloucestershire	United Kingdom
Gloucestershire has <b>more</b> of these type of people	Executive wealth	17.5%	12.1%
	Mature money	14.2%	8.8%
	Comfortable seniors	4.4%	2.5%
	Countryside communities	8.7%	6.5%
Gloucestershire has <b>less</b> of these type of people	Lavish lifestyles	0.7%	1.3%
	City sophisticates	1.1%	3.2%
	Modest means	4.8%	8.0%
	Struggling estates	1.9%	7.4%
	Difficult circumstances	2.1%	4.6%
	Student life	1.6%	2.5%

1.5. This table shows that while Gloucestershire may be under-represented in two very affluent groups ('lavish lifestyles' and 'city sophisticates' which are perhaps more common in London and the south east), the groups where we are over-represented are all relatively affluent categories. In contrast, the groups 'struggling estates' and 'difficult circumstances' which are likely to generate significant demand for council services make up 12% of the UK as a whole but only 4% of the Gloucestershire population.

## 2. Working in Gloucestershire

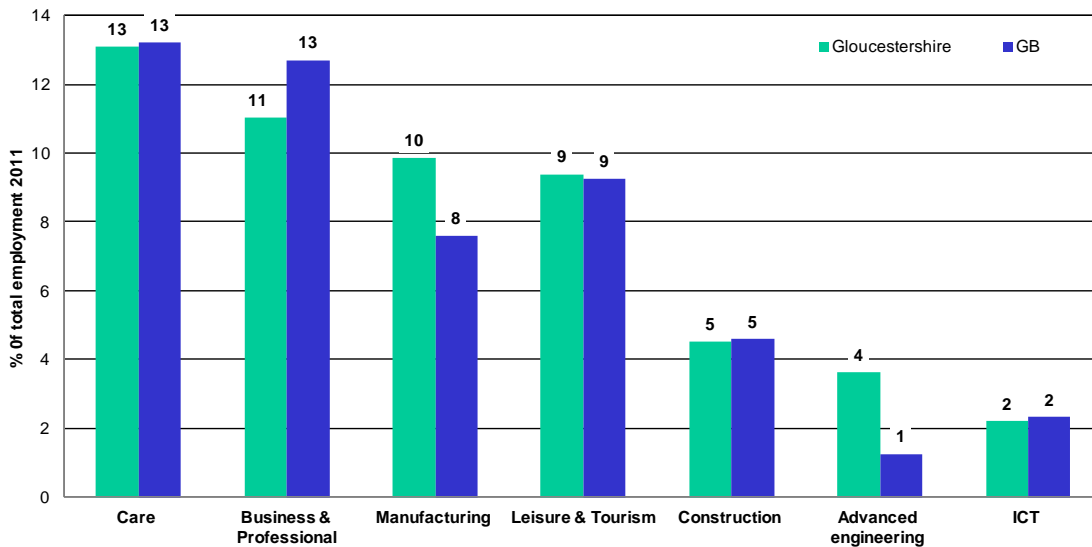
2.1. Gloucestershire has a diverse employment base with the Care, Business and Professional and Manufacturing sectors providing most employment in the county. The following graph illustrates the strength of manufacturing and engineering relative to the rest of country. Advanced engineering sectors such as aerospace and precision engineering, which have well-developed export markets, are particular strong points in Gloucestershire<sup>14</sup>.

<sup>13</sup> CACI Ltd., 2013

<sup>14</sup> NOMIS, 2013



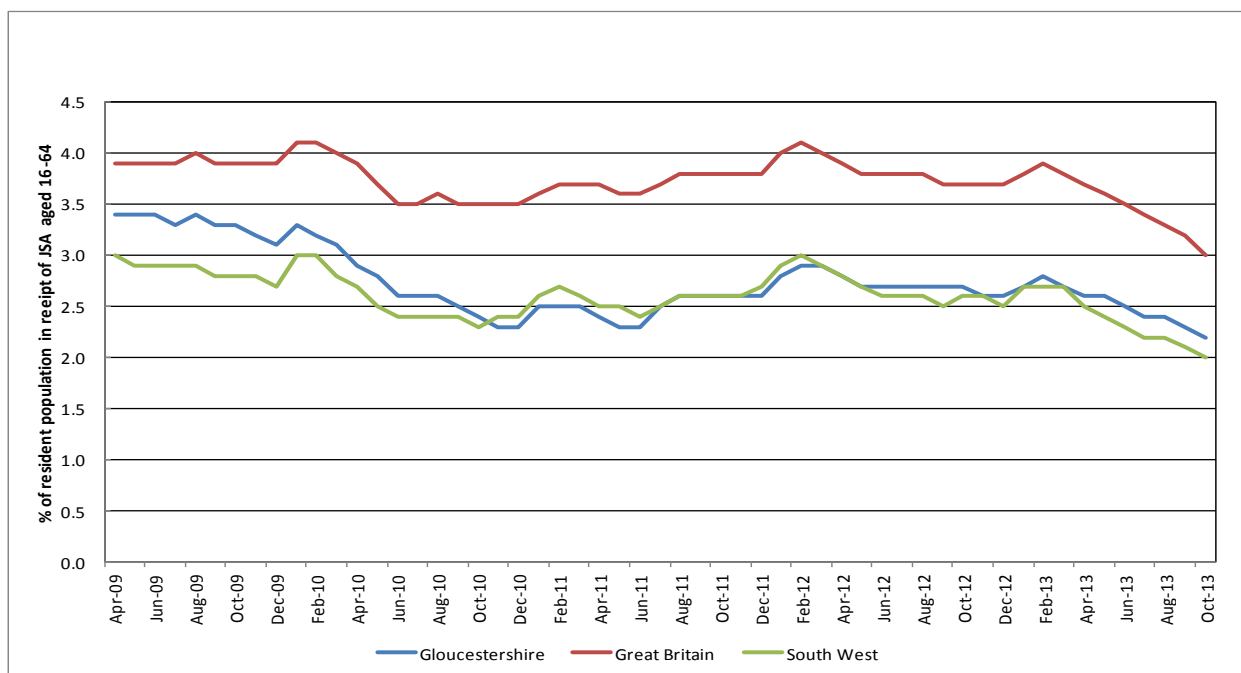
## Gloucestershire key sectors by percentage of total employment in 2011



Note: Employment = employees + working proprietors. Working proprietors are sole traders, sole proprietors, partners and directors.

2.2. 76.6% of the Gloucestershire population aged 16-64 was in employment in 2012<sup>15</sup>.

2.3. Unemployment levels in Gloucestershire remain substantially below national rates and in line with those for the South West region. However the percentage of Job Seeker Allowance (JSA) claimants within Gloucestershire ranges from 1.1% of the 18-64 population in Cotswold District to 3.3% for Gloucester (almost a third of the all claimants in the county)<sup>12</sup>



<sup>15</sup> NOMIS, 2013

District	% claimants October 2013
Cheltenham	2.4%
Cotswold	1.1%
Forest of Dean	2.1%
Gloucester	3.3%
Stroud	1.6%
Tewkesbury	1.8%

2.4. The rate of improvement in unemployment levels also varies across the county. The following table shows the percentage fall in the number claiming JSA between April 2009 and October 2013 by county and district. It shows that Gloucester has experienced a smaller fall in the percentage claiming JSA than the rest of the county<sup>16</sup>.

Area	% fall between April 2009 and October 2013
<b>Gloucestershire</b>	-35%
Cheltenham	-35%
Cotswold	-47%
Forest of Dean	-42%
Gloucester	-22%
Stroud	-42%
Tewkesbury	-39%

### 3. Housing

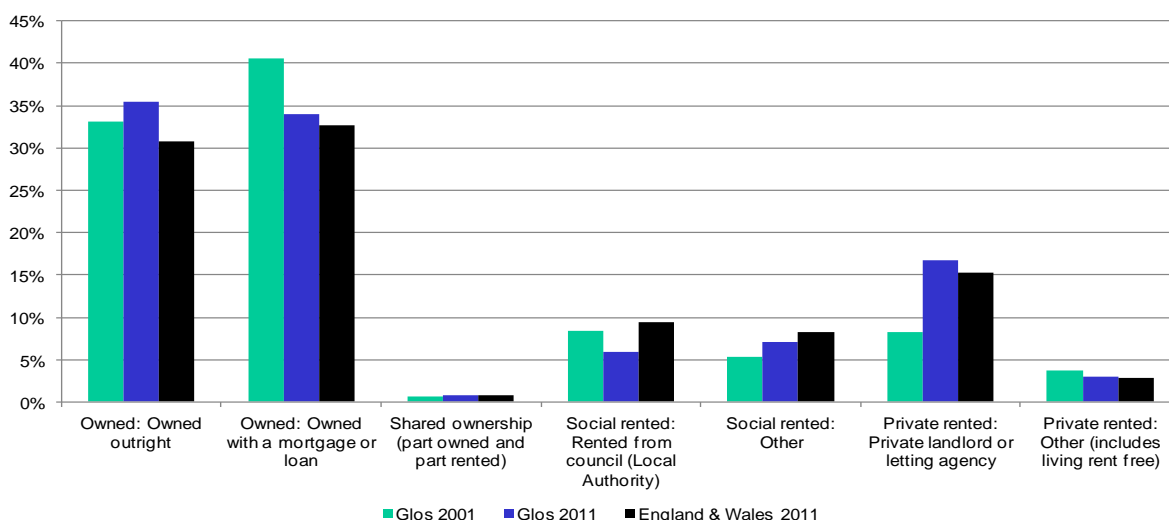
3.1. Between 2001 and 2011, the proportion of owner-occupied households in the county reduced from 73.7% of all households to 69.4% and the proportion in privately rented accommodation rose from 9.6% to 15.4%<sup>17</sup>. Nationally in

<sup>16</sup> NOMIS, 2013

<sup>17</sup> ONS, 2011 Census

2011, the proportions were 63.5% for owner-occupied and 18.1% for privately rented households. This was accompanied by an increase in the proportion of flats and apartments in the county from 13.4% to 15.1%.

3.2. It is noteworthy that the number of people in residential/nursing care in 2011 (4,170) was little changed from 2001 despite the large increase in the number of older people. The number funded by GCC fell from 2,357 in 2002 to 2,118 in 2011 (about half of the total number in residential care)<sup>18</sup>.



### Impact of deprivation in Gloucestershire

About 44,000 Gloucestershire residents live in Lower Super Output areas that fall in to the 20% most deprived in England (Index of Multiple Deprivation (IMD) 2010).

- Residents in these neighbourhoods compared to the rest of Gloucestershire residents are 3 times more likely to be claiming unemployment benefit.

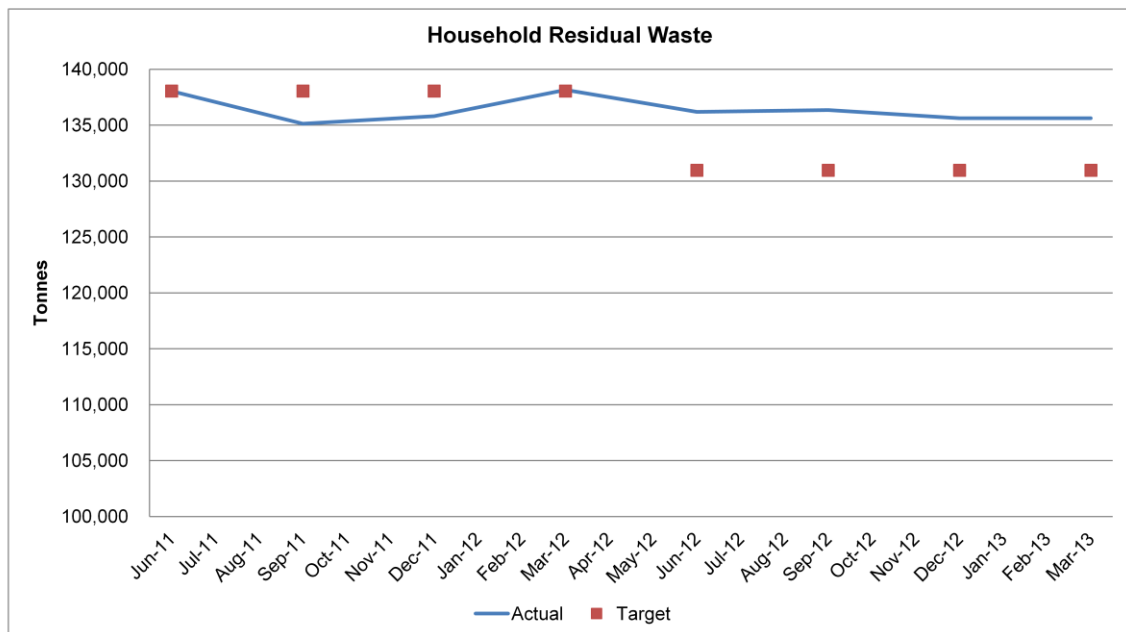
## 4. Future waste issues

1.1. With the population and number of households within Gloucestershire predicted to increase until at least 2035, this will have direct implications for the amount of waste produced and landfill tax to be paid by the County Council. The following graph shows the progress made between June 2011

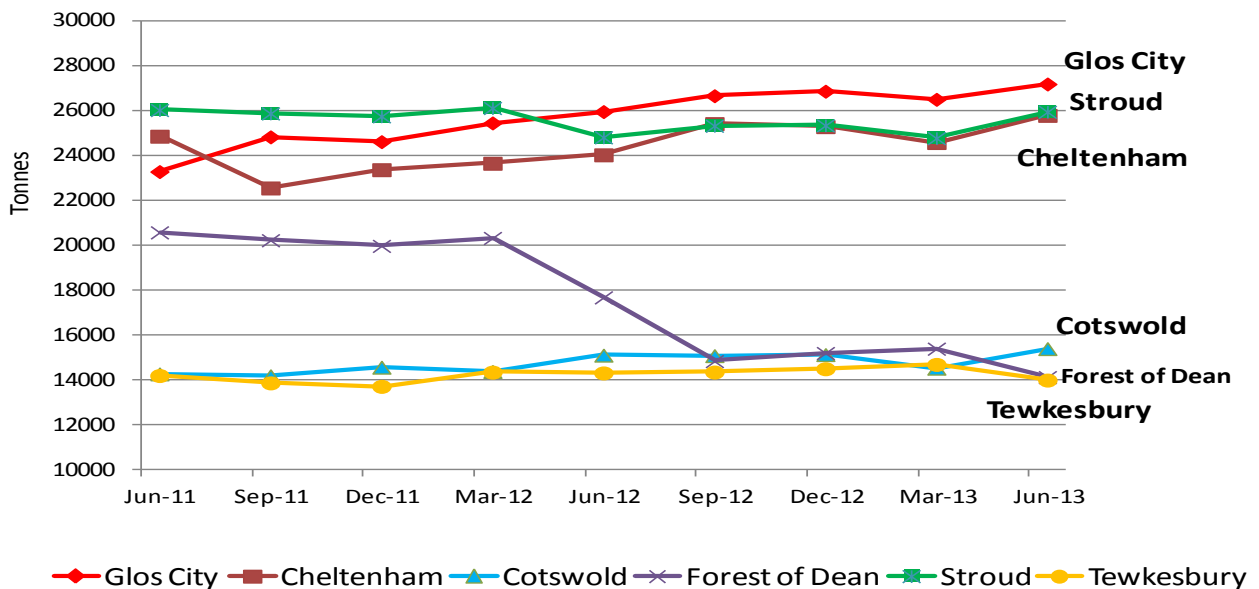
<sup>18</sup> ONS, 2011 Census

and March 2013 in reducing the volume of residual waste to about 135,000 tonnes in 2012/13<sup>19</sup>.

## Waste



1.2. 48.29% was recycled from household sources in 12/13 with the remainder sent to landfill. The following graph illustrates trends in the proportion of waste recycled by District<sup>19</sup>:



<sup>19</sup> Gloucestershire County Council, 2013

## **Key Points**

- Gloucestershire has a diverse population which is relatively prosperous compared to the country as a whole but with significant pockets of deprivation
- We have a diverse economy with strengths in manufacturing and advanced engineering
- Unemployment in Gloucestershire is below national and regional levels and falling, though less so in Gloucester than in the rest of the county
- Gloucestershire is recycling an increasing proportion of waste but needs to do more

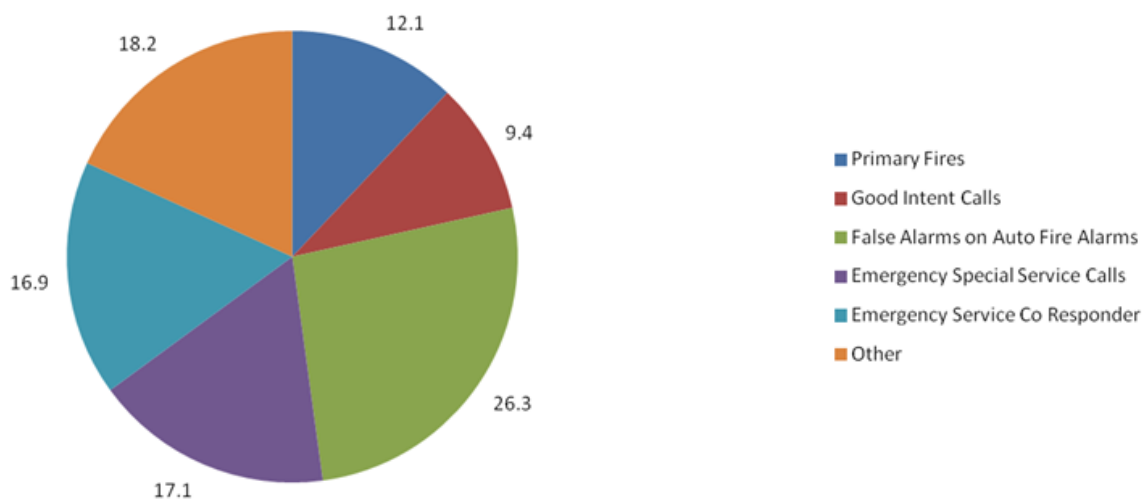
## Section 3 - People and communities are active and resilient

### 1. Fire and Rescue

1.1. In Gloucestershire we have a relatively low number of fatalities and casualties in accidental dwelling fires and dwelling fires with no smoke alarm fitted compared with the rest of the region. Numbers relative to population size of deliberate primary and secondary fires are also below average and improving over the last few years<sup>20</sup>.

1.2. The following pie chart breaks down the 6,604 fires-related incidents in Gloucestershire in 2012/13 into different categories. Primary Fires are any fire involving property or casualties or involving over five fire appliances. Emergency Special Services include water rescue, lift releases, persons trapped - anything not fire related. Emergency services co-responder are incidents where we provide emergency medical cover. Good intent calls are those where someone genuinely thinks there is a fire, but on arrival it was not. Small fires are those where there is not anything with any value such as rubbish and grass.

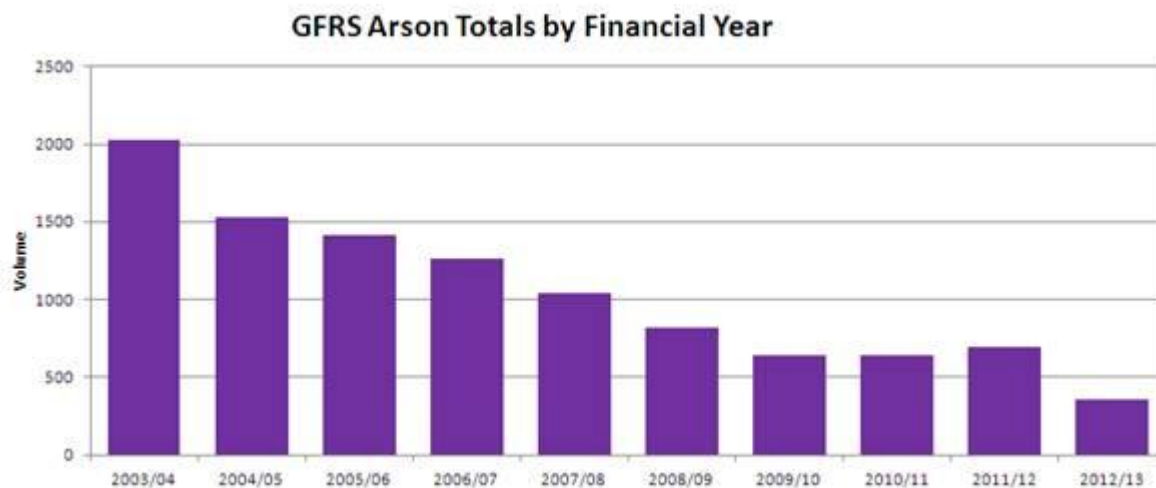
**Incidents (1st April 2012 to 31st March 2013)**  
**Total incident numbers were 6604**



1.3. The next graph shows that all arson (primary and secondary deliberate fires) has been decreasing year on year for the last 10 years with the one exception of 2011/12 where reported arson to Gloucestershire Fire and

<sup>20</sup> GCC, 2013

Rescue increased by 9%. However, the 2012/13 figure has seen a 48% reduction on the 2011/12 outcome. In 2003/04 there were nearly 6 deliberate fires reported each day on average, whereas in 2012/13 the rate has fallen to less than 1 reported each day.



1.4. There was a high number of chimney fires where Gloucestershire is slightly above the South West average of 7.3 per 10,000 dwellings in 2012/13) with a rate of 9.5.

1.5. We have the highest level of malicious fire alarms in the region with no improvement over the last four years apart from the second quarter of 2013/14 when we had the lowest level. The level of false alarms from Automatic Fire Alarms in non-domestic premises is also high – we are second highest in the South West, though slightly improved since September 2012. However, we are amongst the lowest in the region for not attending such calls as they are managed by calling ahead first.

## 2. Loneliness

2.1. Section 1 highlighted the likelihood of there being over 20% more single pensioners in 2021 than 2011. Living alone does not necessarily equate to loneliness. However, research shows that 63% of adults aged 52 or over who have been widowed, and 51% of the same group who are separated or divorced report, feeling lonely some of the time or often<sup>21</sup>. Furthermore, there is an increasing body of evidence that the experience of loneliness can have a significant impact on people's health<sup>22</sup>.

2.2. Loneliness has been identified as a similar health risk to lifelong smoking (15+ cigarettes a day), with links between a lack of social interaction and the

<sup>21</sup> Beaumont, Measuring National Well-being – Older people and loneliness, 2013

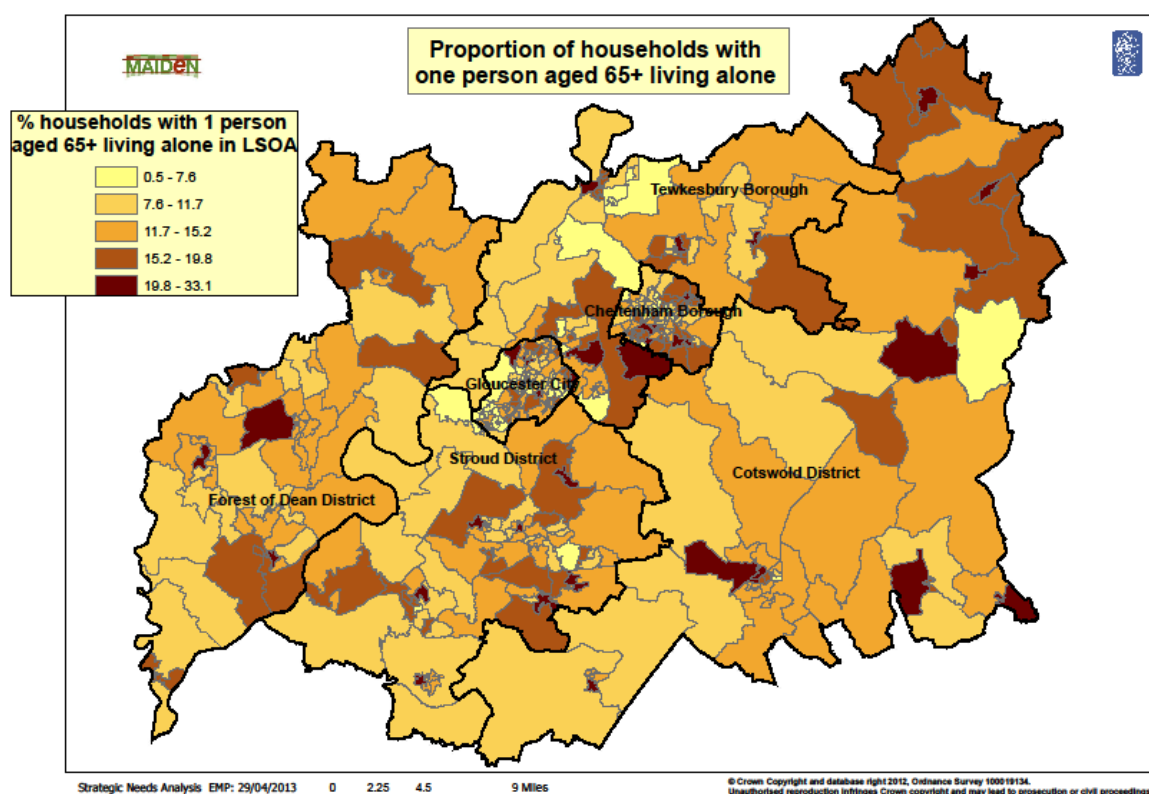
<sup>22</sup> <http://www.campaigntoendloneliness.org/loneliness-research/>

onset of degenerative diseases such as Alzheimer's. Loneliness has also been linked in medical research to heart disease and depression<sup>23</sup>.

2.3. The English Longitudinal Study of Ageing<sup>24</sup> in 2009-10 found for people aged 52+:

- 25% said they felt lonely sometimes and only 9% said they felt lonely often (34% combined). For Gloucestershire this equates to over 19,000 aged 52+ often lonely rising to over 23,000 in 2021 with 72,000 sometimes or often lonely.
- 46% of people aged 80+ were lonely sometimes or often. For Gloucestershire this equates to about 15,000 people
- People with a longstanding illness that limits their daily activities are almost three times more likely to be lonely often or always than those without a longstanding illness

2.4. The following map shows the highest concentrations of older people living alone in the county<sup>25</sup>.



<sup>23</sup> <http://www.campaigntoendloneliness.org/loneliness-research/>

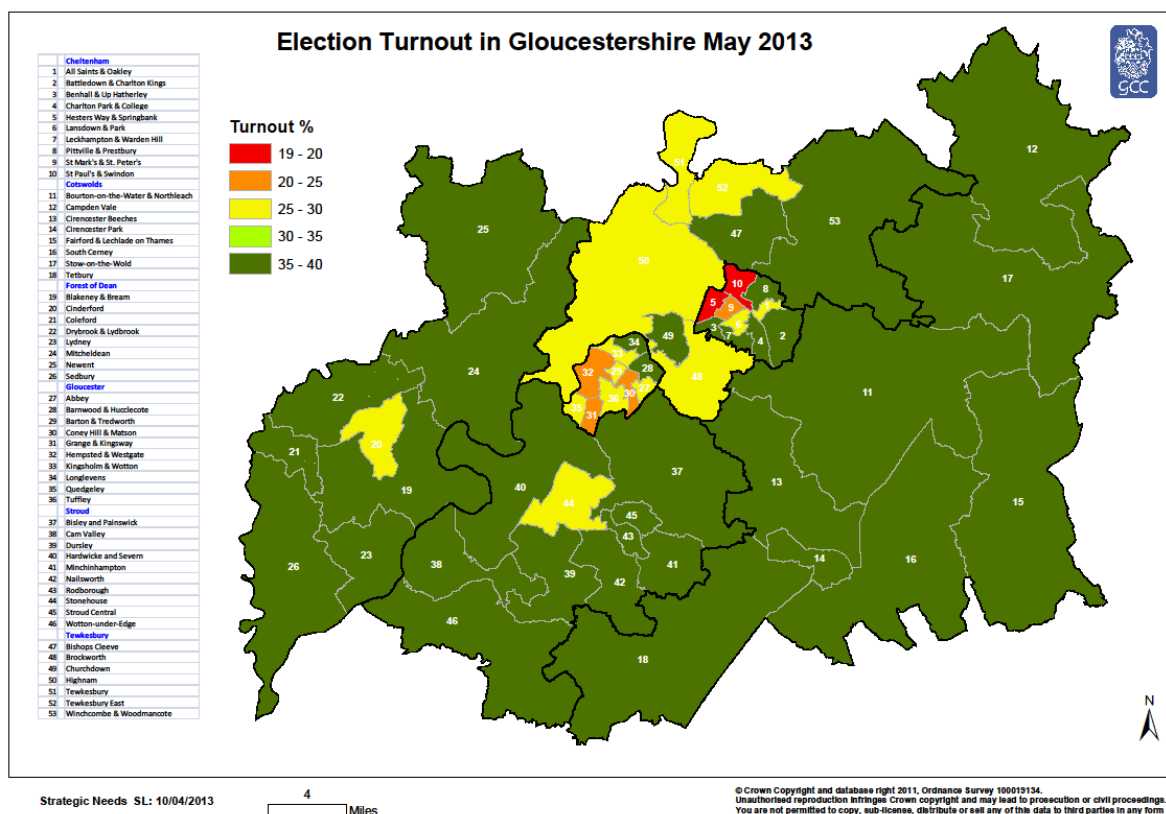
<sup>24</sup> Measuring National Well-being – Older people and loneliness, ONS, 2013

<sup>25</sup> ONS, 2011 Census



### 3. Community involvement

3.1. Electoral turnout is one of the ways we can assess community involvement in political processes. This map shows the range of levels of electoral turnout in the May 2013 elections<sup>26</sup>. Rural and more affluent urban areas tend to show the highest turnout rates.



3.2. Another measure of community involvement is volunteering. According to the latest figures (Oct 2011-Oct 2012) from Sport England<sup>27</sup>, Gloucestershire has the 12<sup>th</sup> highest volunteering rate to support sport, at least one hour, a week out of 49 County Sport Partnerships of England. Gloucestershire has experienced a statistically significant increase on sport volunteering levels when compared with the October 2007 – October 2008 time period.

<sup>26</sup> GCC, 2013

<sup>27</sup> Active People Survey, Sport England, 2013

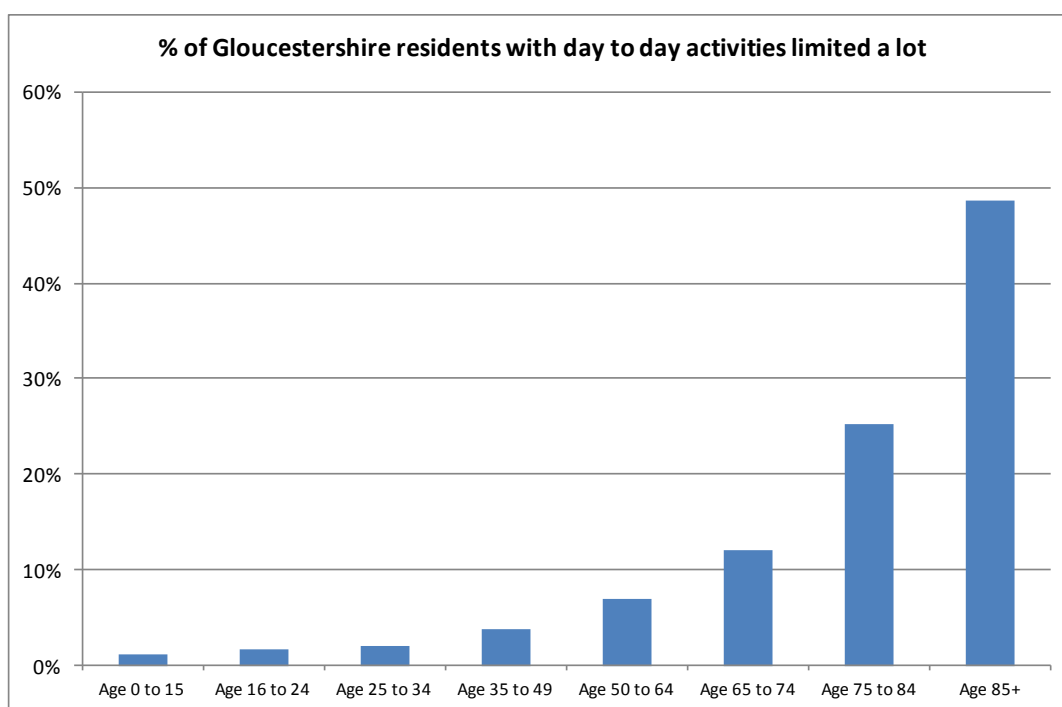
### **Key Points**

- In general, the numbers of fires in Gloucestershire is reducing and is below national levels
- The number of people living alone and increasing estimated levels of loneliness are likely to lead to adverse health outcomes and increased costs unless addressed

## Section 4 - People with a disability or long-term illness live as independently as possible

### 1. People with a disability or long term illness

1.1. The following graph demonstrates how the older people are, the more likely they are to be limited in what they can do by disability and long-term illness, particularly when they reach their eighties<sup>28</sup>. These limitations also increase the likelihood that they will need social care services. As the baby-boom generation ages and average longevity increases there will be a substantial increase in the number of older people with social care needs.



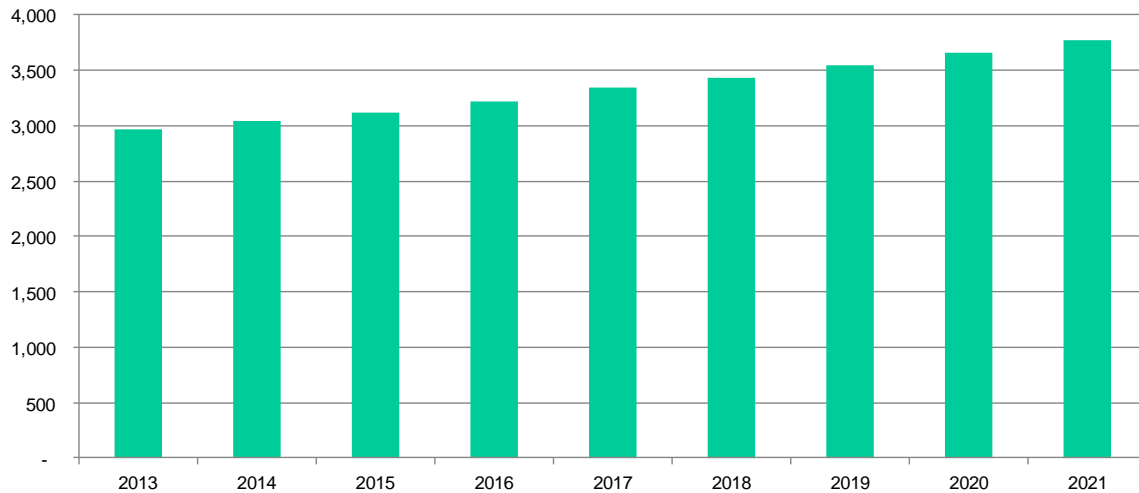
1.2. We are predicting a 27% increase by 2021 in the number of people aged 85+ whose day to day activities are limited a lot by disability or long-term illness. This projection is based on ONS 2011-based population projections and the prevalence of disability for this age range being unchanged.

1.3. Forty nine per cent of people aged 85 and over in Gloucestershire have their day to day activities limited a lot in this way (compared with 53% for England and Wales as a whole)<sup>26</sup>. It should be noted, though, that many older people in Gloucestershire remain physically and mentally active. In 2011 65% of

<sup>28</sup> ONS, 2011 Census

residents aged over 65 and 18% aged over 85 were not limited in their day to day activities in this way at all.

**People aged 85 or over with day to day activities limited a lot**



1.4. Future demand for adult social care services for the County Council is also expected to increase because of the implications of the Care Bill currently going through Parliament<sup>29</sup>. Relevant provisions include:

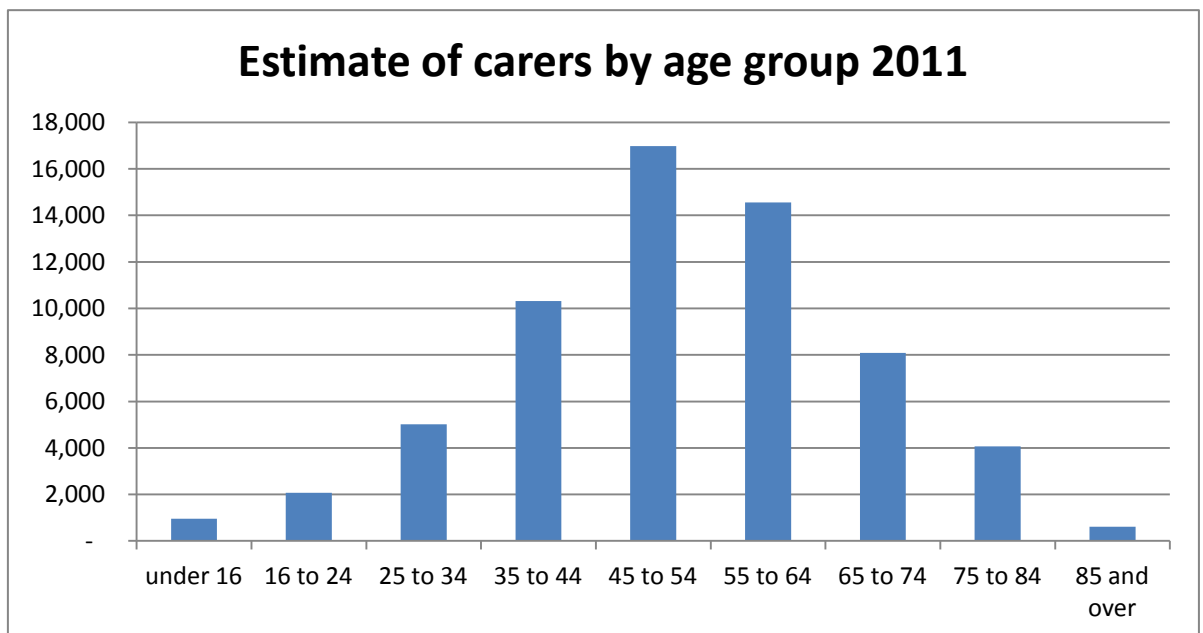
- Substantial numbers of extra reviews and assessments will be required for self funders to assess their progress towards the proposed £75,000 cap on total care costs.
- Additional adult social care services will need to be funded for those who reach that threshold.
- Carers will have strengthened rights to assessments of need and to services in their own right.

1.5. In the context of a difficult financial climate for councils it is increasingly understood that in order to manage future costs older people's social care needs must as far as possible be met through a preventative approach that is community-based. For this to be effective we need a better understanding of need in the community and we are starting to develop the tools that will support this.

<sup>29</sup> [http://www.publications.parliament.uk/pa/bills/lbill/2013-2014/0001/lbill\\_2013-20140001\\_en\\_1.htm](http://www.publications.parliament.uk/pa/bills/lbill/2013-2014/0001/lbill_2013-20140001_en_1.htm)

## 2. Carers

- 2.1. The number of unpaid carers in Gloucestershire has risen by 12% since 2001 and is expected to rise by another 12% to 70,000 by 2017, due mainly to the increasing number of older people<sup>30</sup>.
- 2.2. The ageing population is also likely to lead to a substantial increase in the number of mutual carers, generally older married couples looking after each other.
- 2.3. Using 2011 census data we estimate that there are over 1,600 children and young people, aged 17 and younger, providing unpaid care in Gloucestershire.
- 2.4. Within districts the percentage of carers in the population varies from 9.1% in Cheltenham to 11.8% in the Forest of Dean.
- 2.5. Gloucester and the Forest of Dean have the highest proportions of carers providing over 50 hours of care a week with 23% and 22% of all carers in each district, respectively, compared with 19.5% for Gloucestershire as a whole. The Forest of Dean and Gloucester are also the districts with the highest proportions of people who have their day-to-day activities limited a lot (8.9% and 7.6% respectively)<sup>28</sup>.



<sup>30</sup> ONS, 2011 Census

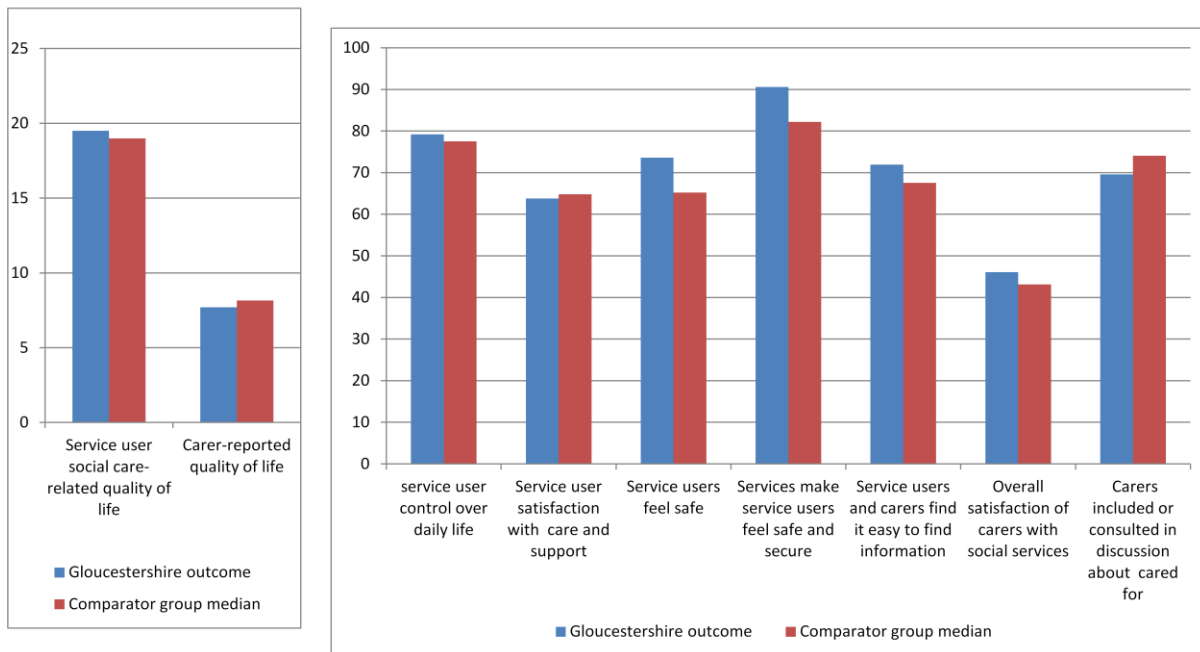
### 3. Adult social care service user and carer surveys

3.1. 406 adult social care service users and 331 carers responded to the 2012/13 standardised surveys mandated by the Department of Health<sup>31</sup>.

3.2. In general we are better or in line for those measures that are used by the Department of Health to compare Gloucestershire's service user and carer outcomes with our comparators. The only measures we know to be statistically significantly different from the comparator group and England medians (all better) are 'service users feel safe', 'services make service users feel safe and secure' and 'ease of finding information'.

3.3. From 2013/14 another measure will be added that asks how socially isolated people feel. As discussed above, loneliness is associated with worse health outcomes. We know from the 2012/13 surveys that only 44.2% of service users and 36.7% of carers had as much social contact as they wanted. This compares with figures of 43.1% for service users and 41.3% of carers for England as a whole.

## 2012/13 service user and carer surveys



<sup>31</sup> National Adult Social Care Intelligence Service (NASCIS), 2013

### **Key Points**

- The number of people in Gloucestershire aged over 85 with their day to day activities limited a lot by long term illness and disability is predicted to rise by over a quarter by 2021 driving up demand for adult social care services
- The number of unpaid carers is likely to need to rise by over 10% by 2017 in order to meet increased care needs
- On most measures adult social care service users and carers are experiencing better outcomes, on average, than those in our comparator group according to the 2012/13 surveys

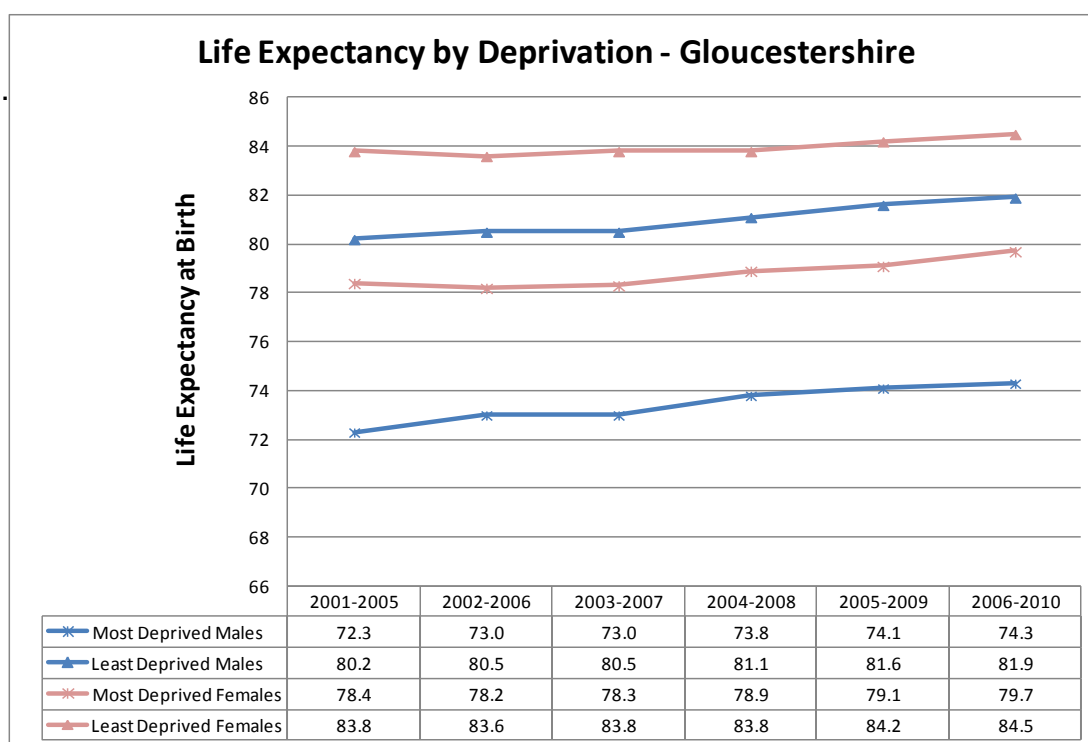
## Section 5 - People live healthy lives as free as possible from disability or limiting long term illness

### 1. Life expectancy

1.1. Life expectancy for both men and women in Gloucestershire is better than the national average<sup>32</sup> as are the falling rates of early death from the major diseases like cancer, heart disease and strokes<sup>33</sup>. However, there is still considerable variation in rates across the county and between different social groups<sup>34</sup>.

1.2. The following graph shows average life expectancy at birth for people who live in the 10% most deprived and 10% least deprived wards of the country. The life expectancy of males in the most deprived wards has been improving the quickest but they are still experiencing almost eight years less life expectancy than males (and more than ten years less than females) in the least deprived wards<sup>32</sup>.

1.3. Overall average life expectancy in Gloucestershire for the period 2010-12 was 80.0 for males and 84.1 for females compared with England figures of 79.1 years (male) and 82.9 years (female) for the same period<sup>32</sup>.



<sup>32</sup> Life expectancy at birth and at age 65 by local areas in England and Wales, 2010-12, ONS, 2013

<sup>33</sup> Health & Social Care Information Centre, 2013

<sup>34</sup> <http://www.apfo.org.uk/default.aspx?RID=110504>



### Impact of deprivation

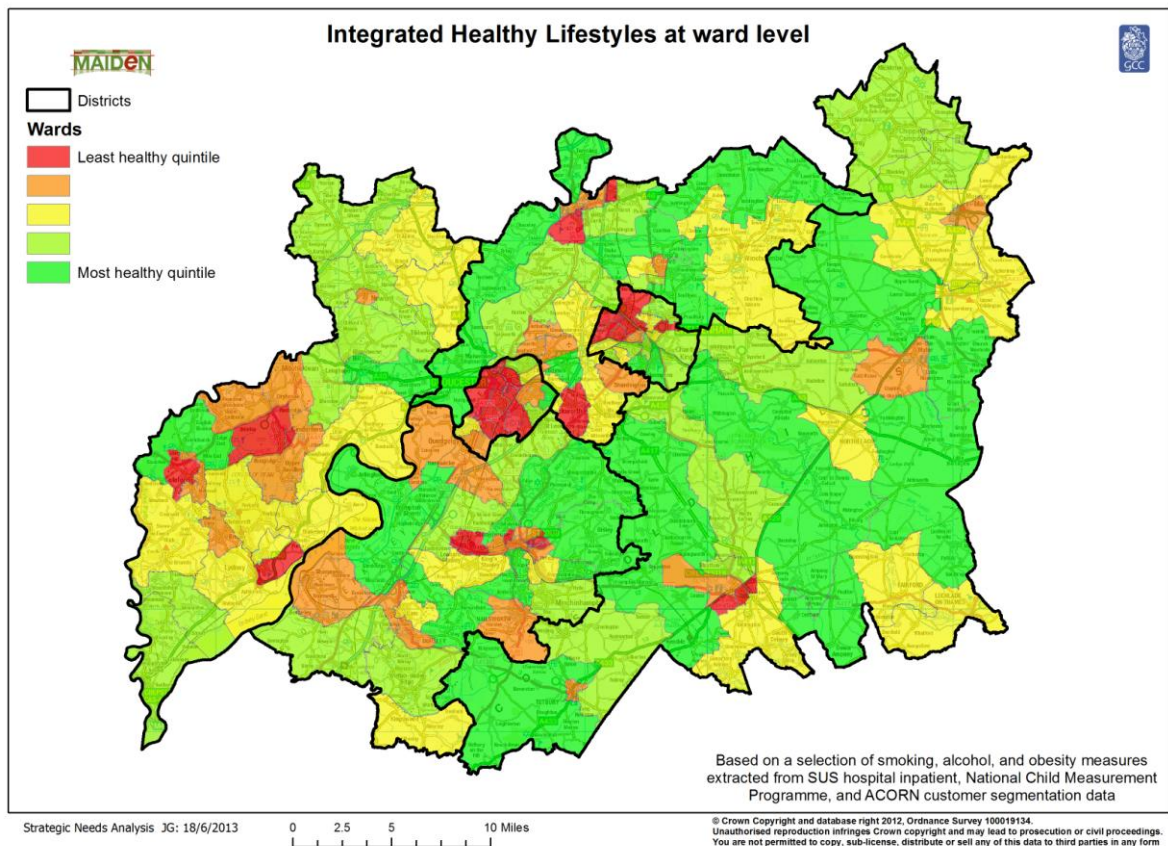
About 44,000 Gloucestershire residents live in Lower Super Output areas that fall in to the 20% most deprived in England (IMD 2010). Residents in these neighbourhoods compared to the rest of Gloucestershire residents are:

- 31% more likely to have a low birth-weight baby
- More than twice as likely to be a smoker when pregnant
- 65% more likely to bottle feed
- 70% more likely to have a child under 5 admitted to A&E
- Are 3 times more likely to be a looked after child

## 2. Healthy lifestyles

2.1. The following map illustrates variations in healthy lifestyles across Gloucestershire. A single summary measure ranking healthy lifestyles by ward was created by combining ward rankings for three separate health risks: alcohol, smoking and obesity. Each risk was weighted equally. The three risk rankings were derived as follows with smoking and obesity combining two and three sub-measures respectively.

- Alcohol
  - Alcohol specific hospital patients (Secondary Uses Service (SUS))
- Smoking
  - Current Smokers (Acorn)
  - COPD (respiratory disease) hospital patients (SUS)
- Obesity
  - Child obesity (National Child Measurement Programme)
  - BMI >30 (Acorn)
  - Diabetes prevalence (Acorn)



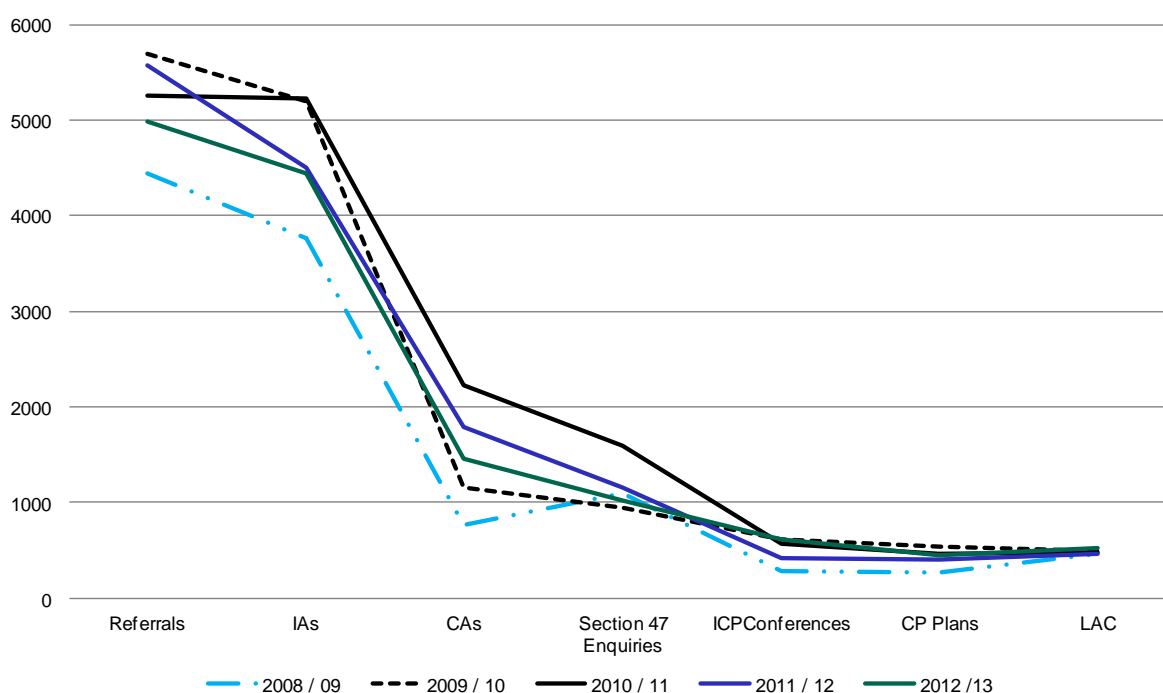
## Key Points

- Whilst life expectancy is increasing for all social groups in Gloucestershire, living in an area of high deprivation and being male are both still linked to decreased longevity.
- There is substantial variation in levels of healthy living in terms of smoking, alcohol and obesity with strong correlations with areas of high deprivation

## Section 6 - Vulnerable children, young people and adults are safe from harm

### 1. Children's safeguarding

1.1. This graph highlights the trend in the volume of activity across children's social care between 2008/09 and 2012/13. In broad terms, cases start as referrals on the left hand side of the graph progressing to Looked After status on the right unless the case is concluded at an earlier stage<sup>35</sup>.

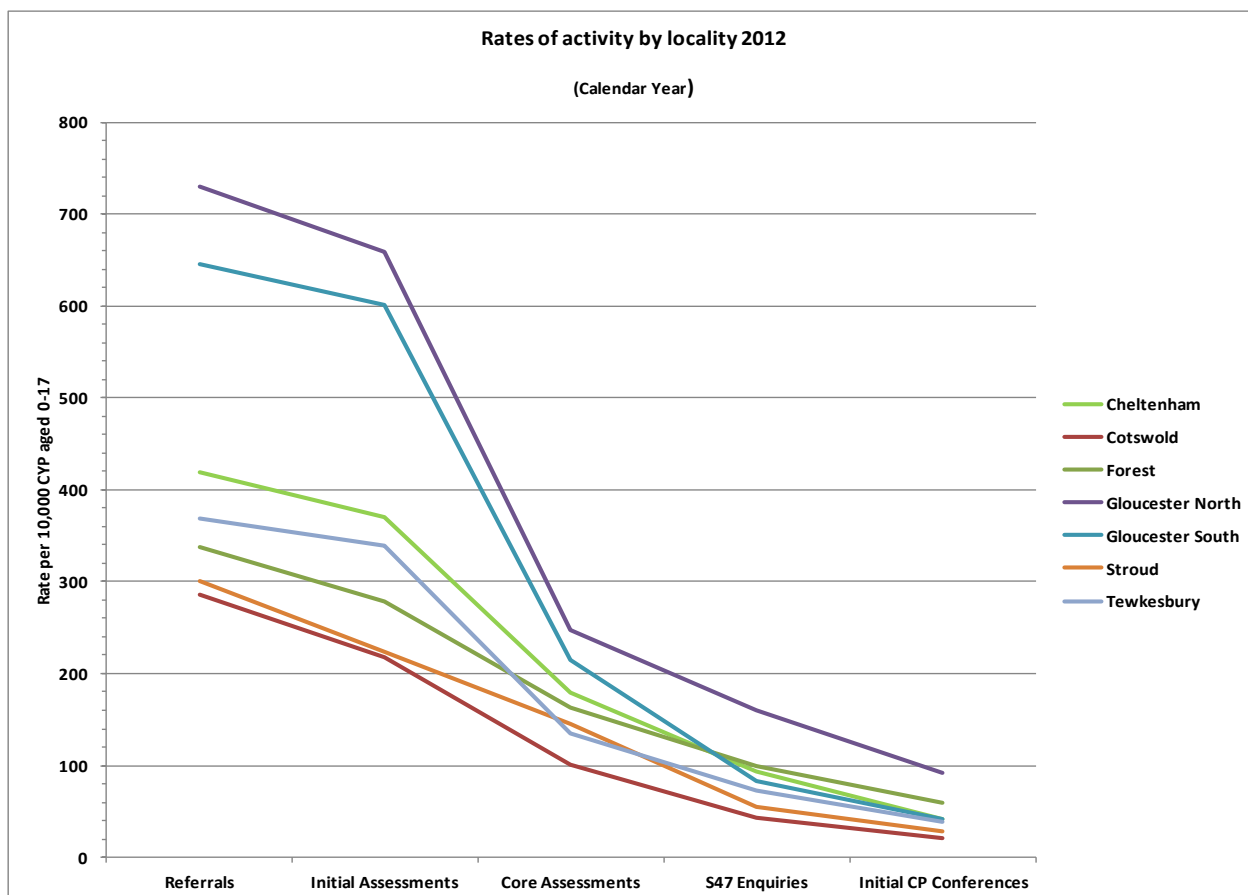


1.2. The number of referrals to social care teams of children about whom someone has a concern peaked in 2009/10 when awareness and sensitivity was increased by the Baby P case and reduced from 5,577 in 2011/12 to 4,981 in 2012/13.

1.3. A different trend is evident in relation to Looked After Children (LAC) where numbers reduced to 460 in 2011/12 from 490 in 2009/10 but have subsequently risen to 522 in 2012/13.

<sup>35</sup> GCC, 2013

- 1.4. The following graph highlights the differences in the rates of social care activity between the children's service localities in 2012<sup>36</sup>.



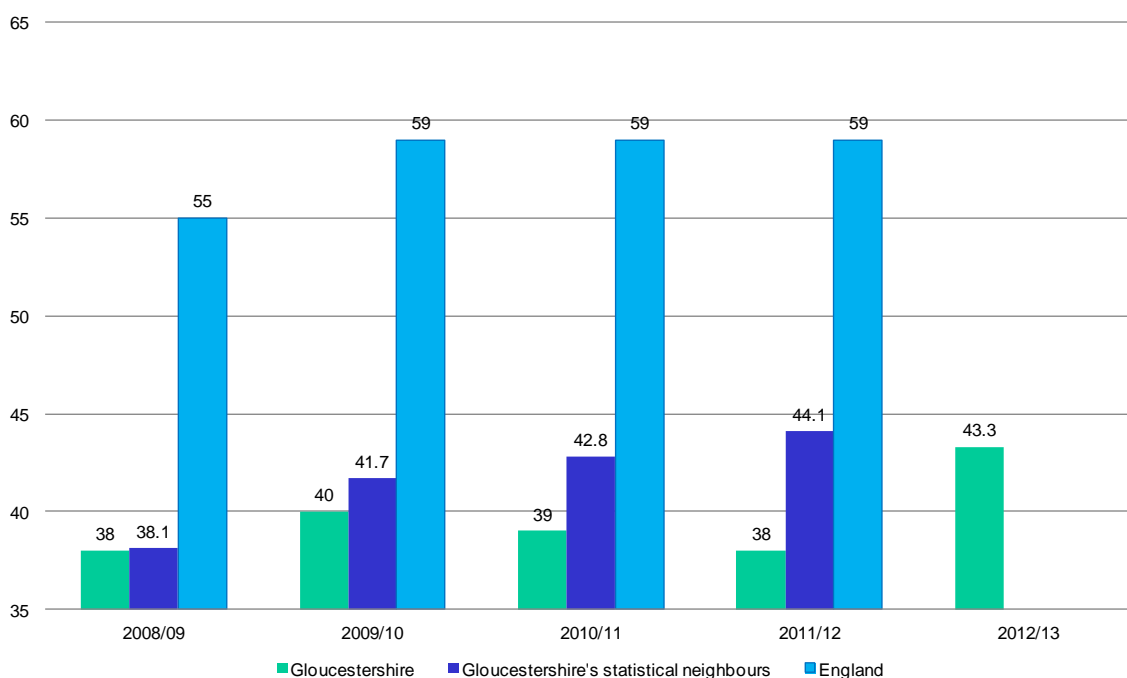
- 1.5. Gloucester North and South have much higher rates of activity at referral and Initial Assessment stages than the other localities. At the Initial Child Protection Conference stage the rate for Gloucester South is much more in line with other localities whilst Gloucester North again has a much higher level of activity. The Forest of Dean has a relatively low rate of referrals (fifth ranked locality) but only Gloucester North has a higher rate of Initial CP Conferences.
- 1.6. Work has been undertaken to look at the reasons why Gloucester differs so much from the other localities and benchmarking has taken place to identify the authorities most similar to Gloucester in terms of demographic profiles (excluding non-metropolitan districts in order to obtain comparator data). This table of Gloucester's 'nearest neighbours' shows that the city is more like northern urban authorities than the shire counties against which Gloucestershire is usually benchmarked<sup>34</sup>.

<sup>36</sup> GCC, 2013

Gloucester's nearest statistical neighbours
Bury Metropolitan Borough Council
Darlington Borough Council
Derby City Council
Kirklees Metropolitan Borough Council
Medway Council Unitary Authority
Stockport Metropolitan Borough Council
Swindon Borough Council
Thurrock Council Unitary Authority
Warrington Unitary Authority

- 1.7. 242 children were admitted to care in 2012/13. As 185 children were discharged from care there has been an increase of 57 children currently in care in the year<sup>37</sup>.

### Looked after children rates per 10,000 population

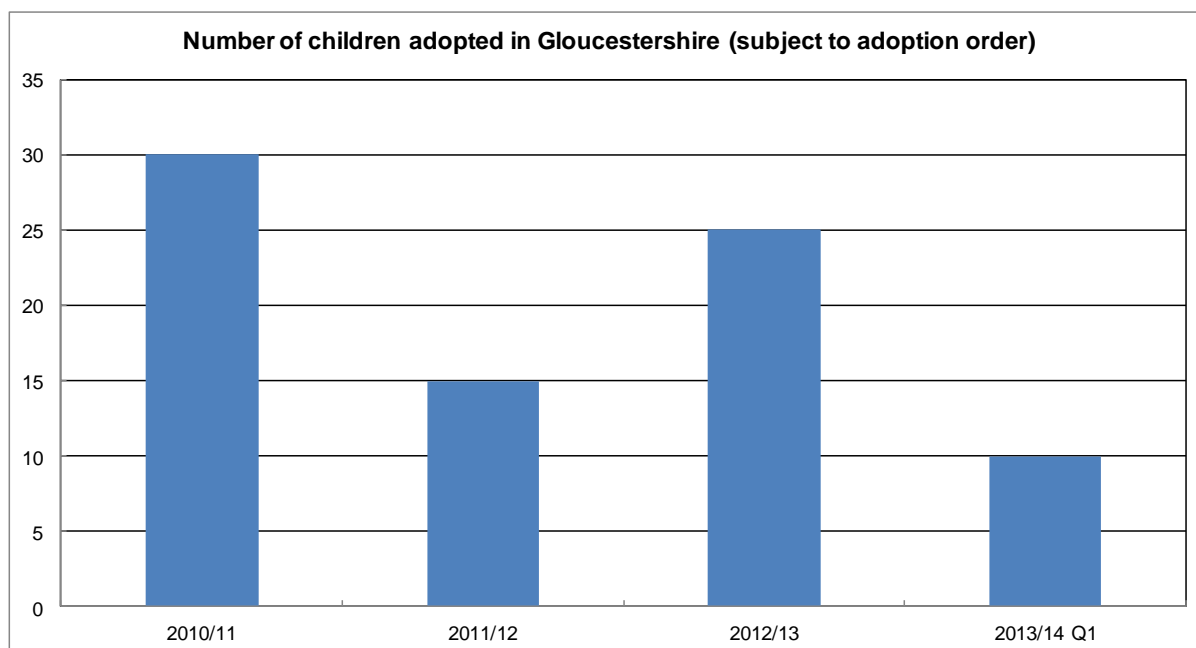


- 1.8. Recent improvements in practice and better understanding of the impact of risk have resulted in a significant increase in the numbers of young children becoming looked after. This trend is unlikely to reduce over the next 3 years. This will have implications for future spend in terms of meeting the need for increased adoption allowances for each child until they reach adulthood.
- 1.9. Analysis of current admissions to care show that a substantial proportion are of pre-school age children at about 45% of all admissions resulting from child welfare concerns<sup>35</sup>

<sup>37</sup> GCC, 2013

## 2. Adoptions

- 2.1. There has been a rise in the number of children needing adoption because of the increased number coming into care. Although there remains a high demand for adoptive placements, there have been significant increases in both number of adopters and the number of children placed and substantially more children are expected to be adopted in 2013/14 than in the previous year<sup>38</sup>.



## 3. Missing children

- 3.1. The current statutory guidance defines a missing child or a young runaway as 'children up to the age of 18 who have run away from their home or care placement, have been forced to leave, or whose whereabouts are unknown'.
- 3.2. The reasons for children running away are varied, complex and unique to individual children. Missing children are at high risk of physical and sexual abuse, criminality and homelessness<sup>39</sup>. Persistent running away is increasingly understood both nationally and in Gloucestershire to be an indicator that a child may be a victim of sexual exploitation.
- 3.3. It is difficult to set out historic trend data due to changes in data recording practice and consistency and the current recording framework was only implemented in September 2013.

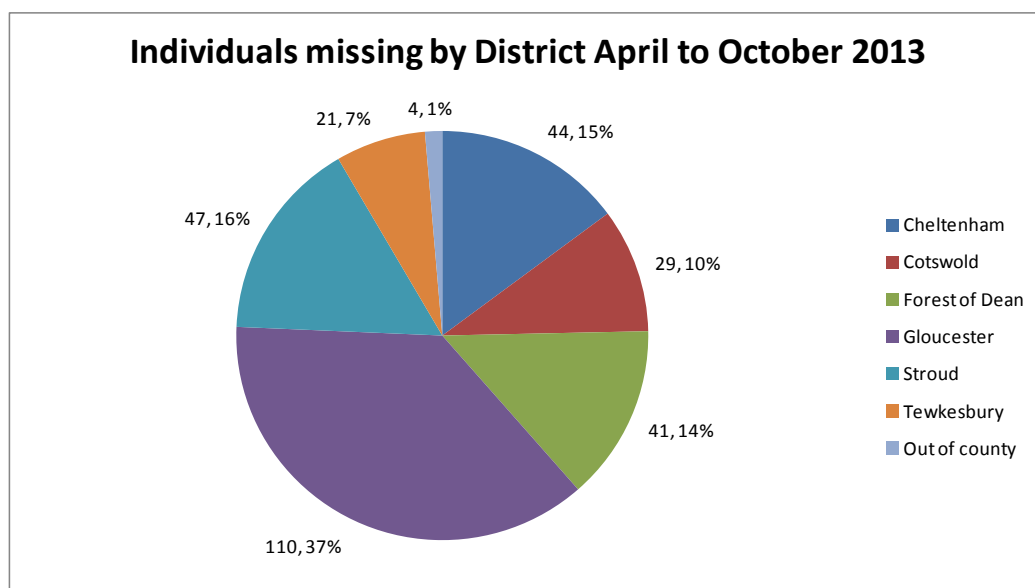
<sup>38</sup> GCC, 2013

<sup>39</sup> Missing children, OFSTED, 2013

- 3.4. Bearing in mind these qualifications around data quality, between April and October 2013 in Gloucestershire there have been 548 missing episodes, relating to 296 children and young people being reported missing, 93 of whom were reported missing more than once. 85% of the episodes were for 18 hours or less and 84 were episodes of over 18 hours.
- 3.5. The following table shows the numbers of children who went missing in the period according to their relationship with social services. This illustrates that, with 124 cases having the relationship with social services unrecorded, 31%, of runaways were Looked After Children. Almost 40% of these were the responsibility of other local authorities<sup>40</sup>.

	<b>Apr-Oct 2013</b>
Looked After Children (Glos)	55
Looked After Children (Glos)-Placed Out of county	1
Looked After Children (Other Local Authority)	35
Children in Need register	21
Child with care protection plan	1
No Social Care	59
Not Recorded	124
<b>Total</b>	<b>296</b>

- 3.6. One per cent of those who were missing were under 6 years old, 5% aged 6-10, 38% aged 11-14, 26% aged 15 and 30% aged 16-17.
- 3.7. The following pie chart illustrates the relatively high level of children living in Gloucester District who go missing – 37% of all children going missing in the county.



<sup>40</sup> GCC, 2013

#### 4. Early help

There is a significant body of research, as referenced in the two reports by Graham Allen MP<sup>41</sup>, that argues that the earlier help can be provided to children in need the better their long term outcomes will be and the lower the cost to the public finances. The term 'early help' is now being used in Gloucestershire to refer to a range of activities which aim to identify children 'at risk' of needing help and intervention – particularly in council children's services and youth support.

The numbers of children becoming the subject of Child Protection plans and coming into care are rising as part of a national trend. In Gloucestershire, the County Council, in partnership with other local service providers, is developing a programme which aims to harness all the resources available locally to encourage more effective joint working at an earlier stage and shift the spending pattern away from 'late' intervention. This approach requires better identification of need and demand at an earlier stage and work is in progress to improve the quality of intelligence in this area.

##### **Impact of deprivation**

About 44,000 Gloucestershire residents live in Lower Super Output areas that fall in to the 20% most deprived in England (IMD 2010). Residents in these neighbourhoods compared to the rest of Gloucestershire residents:

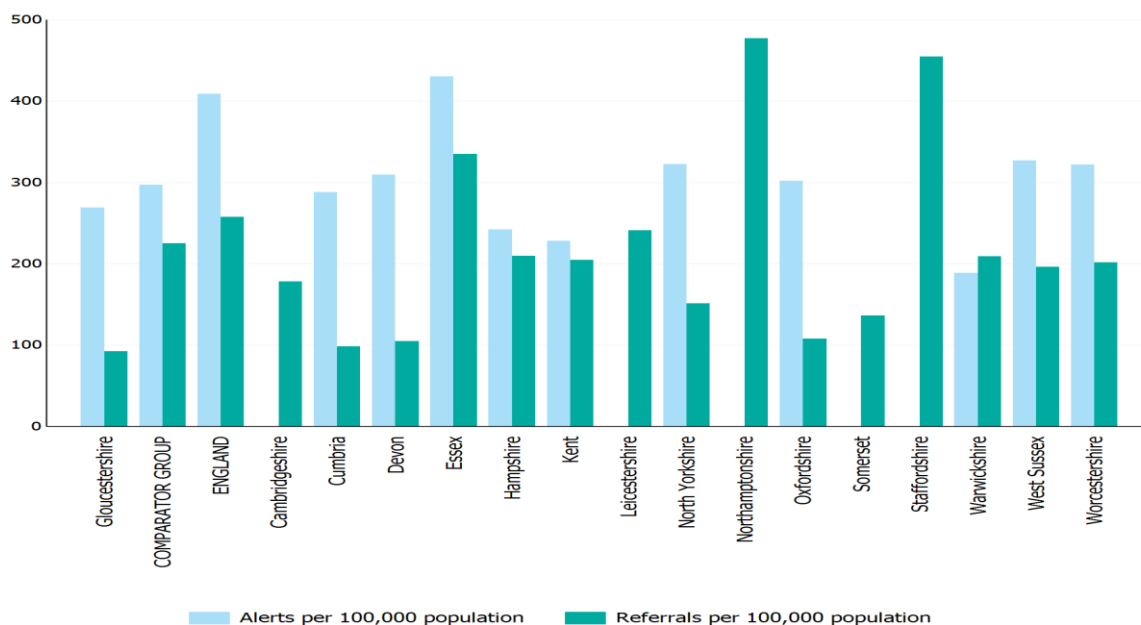
- Are more than twice as likely to be victims of any crime
- Are over 3 times more likely to become a victim of violent crime
- Are twice as likely to be a young victim of crime (alternative)
- Are over 3 times more likely to be a victim of crime involving domestic abuse
- Are almost 3 times more likely to experience Anti-Social Behaviour
- Adult re-offenders are over 5 times more likely to live here

<sup>41</sup> <https://www.gov.uk/government/news/graham-allen-launches-second-report-on-early-intervention>



## 5. Adult safeguarding

5.1. The number of safeguarding alerts for vulnerable adults received during 2012/13 rose to 2,185 from 1,282 in 2011/12<sup>42</sup>. This is a positive sign of increased awareness, and brings us in line with other councils nationally.



### Key Points

- Children's referral numbers peaked in 2009/10 but have reduced to 4,981 in 2012/13 though Looked After Children numbers have risen
- There are much higher rates of children's safeguarding referrals in Gloucester than elsewhere in the county
- Increases in the number of children coming into care are leading to increased numbers for adoption
- 296 children went missing between April and October 2013 of whom 37% were from Gloucester District
- Adult safeguarding alerts have increased but this may reflect increased awareness rather than any change in numbers at risk and we are in line with our comparator authorities

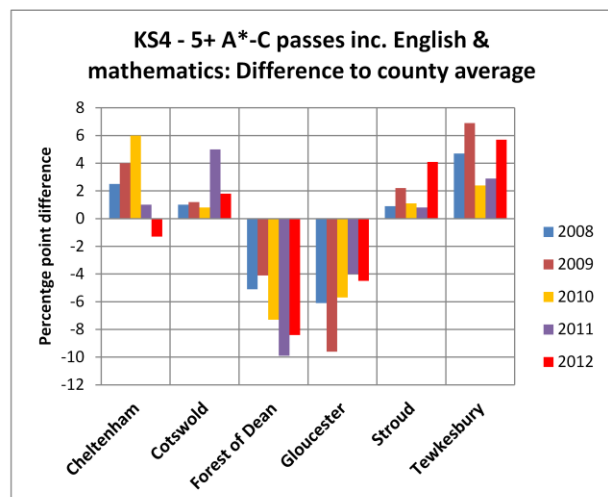
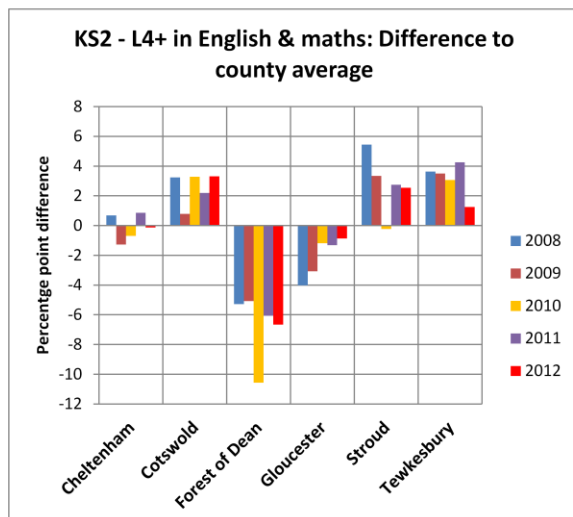
<sup>42</sup> NASCIS, 2013

## Section 7 - All young people reach adulthood with the skills and self-confidence they need to live successful lives and make a positive contribution to the economy of the county.

### 1. Education outcomes

- 1.1. Most children in Gloucestershire have positive outcomes – in 2013 61.6% achieved 5 A\*-C GCSEs including English and Maths, compared to 60.4% nationally. However, there is substantial variation in outcomes across the county<sup>43</sup>.
- 1.2. Analysis of Key Stage 2 and 4 results for Gloucestershire children based on district of residence show consistently lower outcomes for Forest of Dean pupils. Gloucester pupils significantly under-perform at Key Stage 4 relative to the rest of Gloucestershire, though the gap is reducing.
- 1.3. The underlying causes of these variations are not clear but they do have implications for the success of pupils in the job market and the strength of local economy.

## Variation in district outcomes

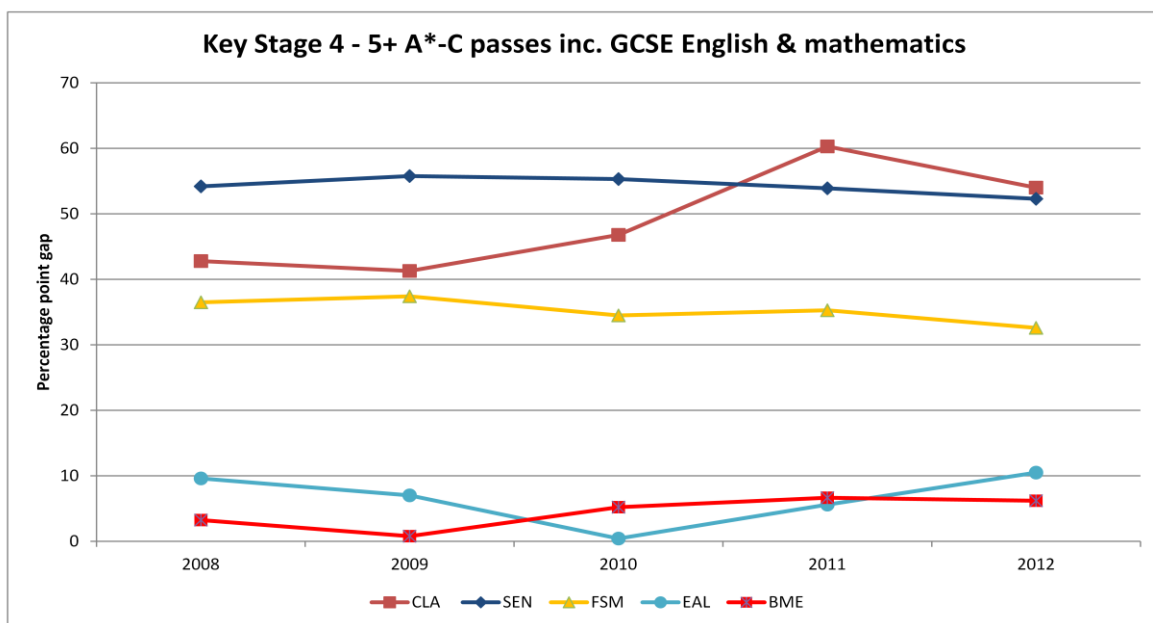


<sup>43</sup> The Educational Performance Analysis System (EPAS), 2013

## 2. Outcome gaps for vulnerable groups

- 2.1. The following graph shows the difference between the county average and the typical outcome for vulnerable groups at Key Stage 4<sup>44</sup>.
- 2.2. The biggest gaps (over fifty percentage points) are for Looked After Children (LAC/CLA) and children with Special Educational Needs (SEN)
- 2.3. While outcomes for children with English as an Additional Language (EAL) are much lower at about ten percent the gap has increased since 2010. The performance gap for BME children has also increased since 2008.
- 2.4. The gap for children who receive Free School Meals (FSM), a proxy for deprivation, is above 30 percentage points but has steadily decreased in recent years.

## Outcome gaps for vulnerable groups



- 2.5. There are few students from vulnerable groups in school sixth forms. Only some minority ethnic groups are fully represented. Children with disabilities or from disadvantaged backgrounds who continue in education may prefer to go to Further Education colleges.

<sup>44</sup> The Educational Performance Analysis System (EPAS), 2013

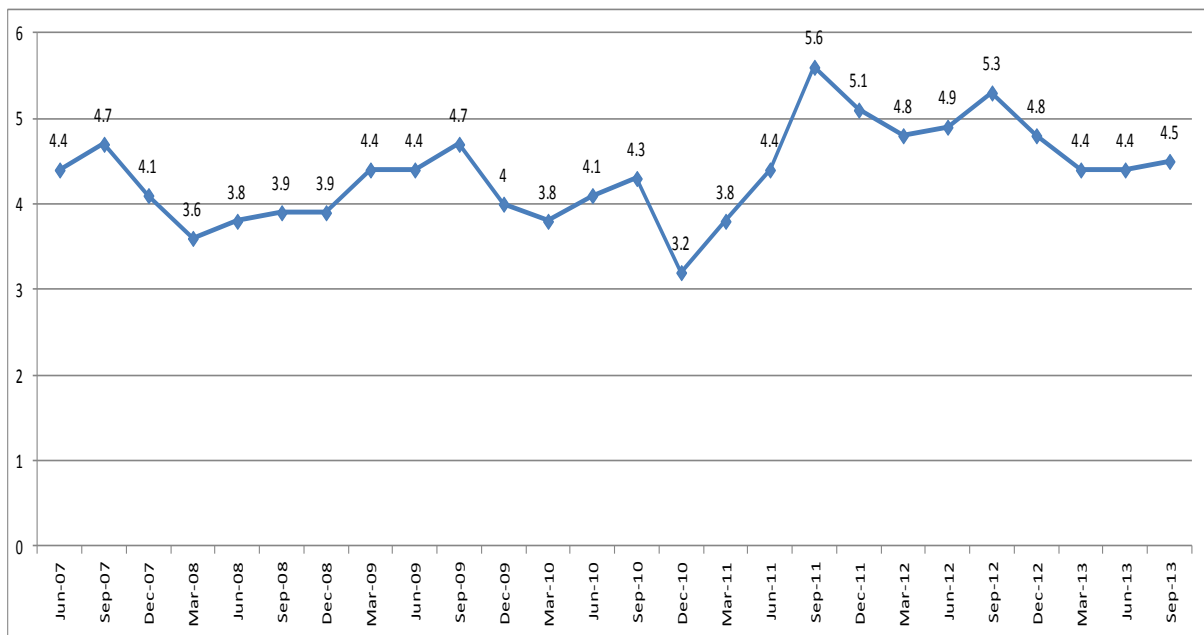
### Impact of deprivation

About 44,000 Gloucestershire residents live in Lower Super Output areas that fall in to the 20% most deprived in England (IMD 2010). Residents in these neighbourhoods compared to the rest of Gloucestershire residents:

- Are 3 times more likely to be eligible for free school meals
- Are twice as likely to have Special Educational Needs
- Are twice as likely to struggle at school

### 3. NEETs (16 to 18 year olds not in education, employment or training)

3.1. Though numbers vary seasonally the percentage of 16 to 18 year olds who are NEET demonstrates a sustained downward trend between a peak in September 2011 and September 2013 taking account of the seasonality that affects outcomes<sup>45</sup>.



3.2. Gloucestershire's March 2013 NEET percentage at 4.4% is below the average of 4.8% for our statistical neighbours and 4.9% for England as a whole.

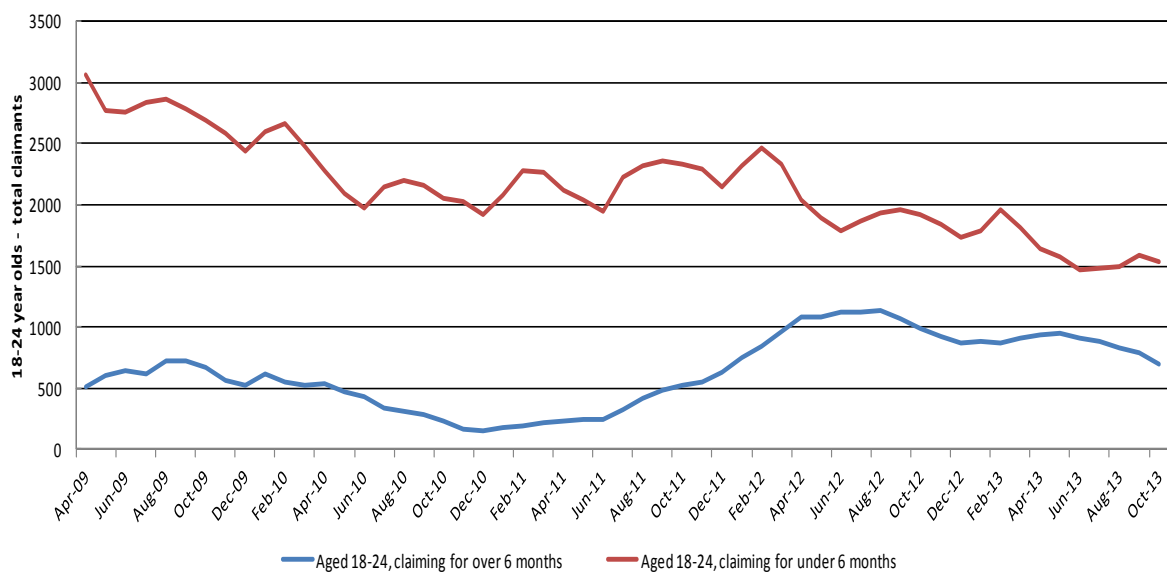
<sup>45</sup> Prospects Services, 2013

## 4. Youth unemployment

4.1. There has been a fall of about 50% since April 2009 in the number of people receiving Job Seekers Allowance for less than 6 months. However, there has been an increase of about 36% in the number of 18-64 year olds claiming for over 6 months<sup>46</sup>.

4.2. Claimants aged 16-24 are about a quarter of the total unemployed for over 6 months. This graph demonstrates the contrasting picture for younger job-seekers of falling overall numbers out a work but a hard core who are remaining unemployed long-term.

### Numbers of 18-24 unemployment benefit claimants



### Key Points

- Children resident in the Forest of Dean underperform relative to the rest of the county at KS2 and KS4, Gloucester children underperform at KS4
- Looked after children and those with Special Educational Needs perform, on average, 50 percentage points below the county average for GCSE A\*-C including English and Maths
- The number of NEETs in Gloucestershire continues to reduce and our rate remains below the national and regional averages
- Whilst the number of 18 to 24 year olds who are unemployed is falling the number who are out of work for over six months does not show any significant reduction

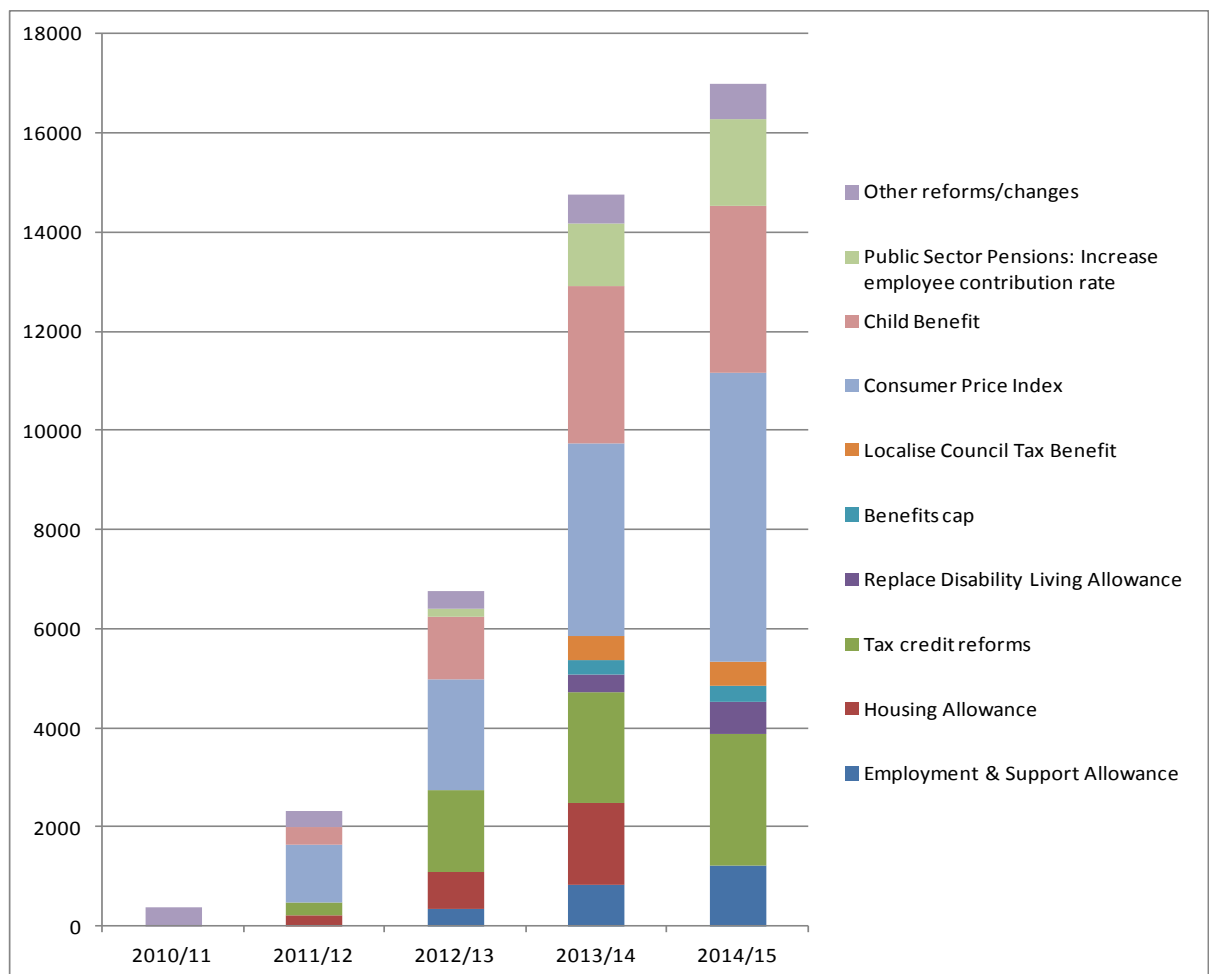
<sup>46</sup> NOMIS, 2013

## Section 8 - People can access education, training, work

### 1. Welfare reform

1.1. 2013/14 is the year in which the impact of the government's welfare reforms begins to show. The main welfare changes that have now been implemented in Gloucestershire since the Welfare Reform Act 2012 are the transfer of the Social Fund to the County Council (April 2013), the 'Bedroom Rule' for social tenants (April 2013), the introduction of Personal Independence Payment to new disability claims (June 2013) and the Benefit Cap (July 2013).

1.2. The national figures in the following graph, based on the 2012 Budget, show the cumulative effect of the reforms<sup>47</sup>. Some are technical adjustments to eligibility criteria or the formula by which benefits are calculated. Others are more significant changes to particular aspects of the welfare system.



<sup>47</sup> HM Treasury, 2012 Budget

1.3. The latest Local Government Association research figures<sup>48</sup> put the total benefit loss of the reforms to Gloucestershire at £99.9m a year in 2015/16. This represents a share of 0.8% of the total projected welfare savings for all English local authorities.

1.4. On average, there will be a benefit loss of £1,480 per year per affected household in Gloucestershire in 2015/16 (national average is £1,615). The impact will be most felt by Gloucester residents (a total of £27.1m in welfare loss) due to the relatively high concentration of poorer households in the city<sup>49</sup>.

1.5. A higher number of working households will be affected than out-of-work households mainly because of the changes to Working and Child Tax Credits. A total of 44,000 working households in Gloucestershire will be affected compared to 23,000 out-of-work households.

1.6. The groups most likely to be affected by welfare reform are out-of-work households, low and low-to-middle incomes working households, people with a disability, single parents (especially those with 3 or more children) and young unemployed.

Welfare change	Total impact (£) (in descending order)	% Total impact (in descending order)	No. affected	Average impact per affected (£)
Tax Credits	£44.1m	44.1%	53,500 households	£825
1% Up-rating of Benefits	£19.9m	19.9%	67,500 people	£294
Employment Support Allowance	£11.9m	11.9%	5,200 households	£2,286
Housing Benefit: Local Housing Allowance	£10.3m	10.3%	9,400 households	£1,092
Disability Living Allowance	£9.7m	9.7%	14,200 people	£686
Housing Benefit: Under-occupation	£2.4m	2.4%	3,200 households	£747
Housing Benefit: Deductions for non-dependents	£0.9m	0.9%	1,800 households	£498
Benefit Cap	£0.8m	0.8%	240 households	£3,304
<b>Total Impacts</b>	<b>£99.9m</b>	<b>100.0%</b>	<b>N.A.</b>	<b>£1,480</b>

<sup>48</sup> The Local Impacts of Welfare Reform, Local Government Association, August 2013

## 2. Qualification level trend by district

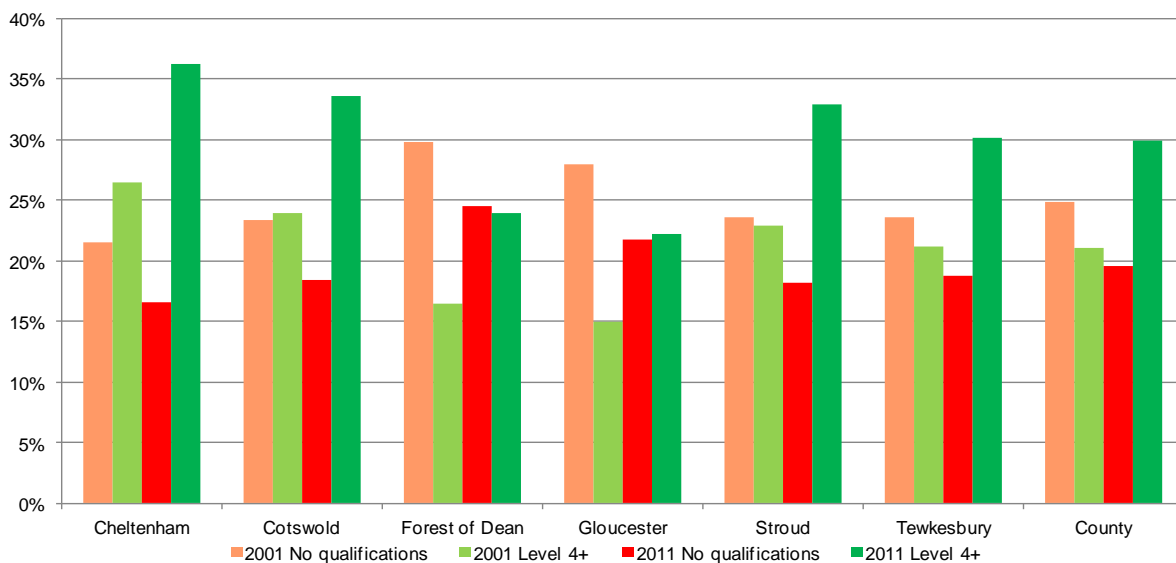
2.1. The latest census provides a view of the variation in qualification levels within Gloucestershire as well as the trend between 2001 and 2011. This graph compares the percentage with no qualifications with the percentage with qualifications at Level 4 and above. It should be noted that the 2001 census is based on the 16-74 population whilst for the 2011 census all adults aged 16 and over are included<sup>50</sup>.

2.2. The percentage in Gloucestershire with no qualifications has reduced from 25% to 20% and improved from 21% to 30% for adults with qualifications at Level 4 and above.

2.3. The equivalent figures for England and Wales in 2011 are 23% for those with no qualifications and 27% with qualifications at level 4 and above.

2.4. The Forest of Dean and Gloucester have the highest proportion of their adult population with no qualifications and the lowest percentage with qualifications at level 4 and above. Recent GCSE outcomes for the two Districts reflect continuing poorer outcomes for these two districts relative to the rest of the county<sup>45</sup>.

**Highest level of qualification 2001-2011**



<sup>50</sup> ONS 2001, 2011 Census



### **Key Points**

- 2013/14 is the year in which the impact of the government's welfare reforms begins to show. For 2015/16 the total loss in benefits to Gloucestershire residents arising from the reforms is estimated at almost £100m a year.
- Almost two thirds of the 67,000 households affected are likely to be working households.
- The impact of the welfare reforms will be most felt by Gloucester residents due to the relatively high concentration of poorer households in the city.
- The proportion of adults with no qualifications has fallen between 2001 and 2011 across the county and the proportion with level 4 and above qualifications has risen. However, The Forest of Dean and Gloucester have a population who are under-qualified at level 4 and above compared to the other districts.