

UNDERSTANDING SOCIAL NEEDS IN WESTMINSTER

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INTRODUCTION

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ABOUT NPC



NPC is a think-tank and consultancy dedicated to helping charities and funders achieve a greater impact. NPC occupies a unique position at the nexus between charities and funders, helping them achieve the greatest impact by:

- **Increasing the impact of charities:** NPC exists to make charities and social enterprises more successful in achieving their missions. Through rigorous analysis, practical advice and innovative thinking, we make charities' money and energy go further, and help them to achieve the greatest impact.
- **Increasing the impact of funders:** We share the passion funders have for helping charities and changing people's lives. We understand their motivations and their objectives, and we know that giving is more rewarding if it achieves the greatest impact it can.
- **Strengthening the partnership between charities and funders:** Our mission is also to bring the two sides of the funding equation together, improving understanding and enhancing their combined impact.

THIS RESEARCH

This research was commissioned by Grosvenor and the Westminster Foundation to look at the needs of Westminster and help them direct their charitable giving.

The research was designed to:

- analyse and prioritise social needs in Westminster and, where appropriate, surrounding boroughs;
- highlight communities within the borough where needs are the greatest; and
- understand how needs within the borough are being affected by public spending cuts.

NPC'S APPROACH

- NPC has undertaken research into social needs in Westminster and surrounding areas.
- This has involved a combination of:
 - Desk research: drawing on a range of published and unpublished services, including documents from Westminster City Council, NHS Westminster and Westminster City Partnership, the Greater London Authority, the English Indices of Multiple Deprivation, London's Poverty Profile, plus resources provided by charities such as Cardinal Hume Centre and Westminster Citizens Advice Bureau.
 - Expert consultation: with 15 local experts, including local charities and community organisations and one grant-maker (see Appendix A for full list).
- Expert consultation was particularly important as most of the statistics about needs in the borough date from at least a year ago, but social needs and funding for the charities and public agencies that address them are changing rapidly in the current environment.

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OVERVIEW OF THE BOROUGH OF WESTMINSTER

WESTMINSTER'S POPULATION



Age breakdown of resident population²

Age group	Percentage of population	
	Westminster	London
0-15	13.1%	19.6%
16-24	12.6%	11.4%
25-49	50.6%	43.0%
50-64 (males); 50-59 (females)	10.8%	12.3%
65 and over (males); 60 and over (females)	12.9%	13.8%

Demography

- Westminster is the fifth largest inner London borough in terms of population.¹
- Its resident population was 253,100 in 2010.²
- Almost three quarters (74%) of Westminster's population is working age, compared with the London average of 67%.²
- A significantly lower proportion of Westminster's population is in the 0-15 year old age group than the London average.²
- The population of Westminster is estimated to grow by 6% by 2031, which will put further pressure on the borough.¹

Density

- It is one of the most densely populated boroughs with almost double the London average of persons per hectare (84.41 as compared to 45.62 persons per hectare).⁴

Westminster has a large, highly dense and growing population. Problems relating to population density and the working age population may be worth particular attention.

POPULATION TURNOVER IN WESTMINSTER



- Westminster had the highest internal (UK) and international migrant turnover in terms of total numbers of any borough in London in 2008/2009.⁵
- Tens of thousands of people who live in Westminster are only there for short periods or on a part-time basis.³
- In 2008/2009 approximately a quarter of the population moved in or out of the borough (turnover rate of 241 per 1,000)—this is high, although not as high as the rate in the City of London, Camden, Wandsworth, Hammersmith & Fulham, Lambeth and Islington.⁵
- The turnover of population in an area can have a significant impact on public services, eg, the numbers of children joining new schools during the school year, the numbers of households re-registering with local authorities for council tax, and the numbers of people changing general practitioners.⁵
- The population grows during the day as visitors come into the borough: it is estimated that as many as one million people set foot in the borough during the day (including visitors and commuters).³

Large numbers of people pass through the borough on a temporary basis. Some of these people have high needs and would benefit from support.

POPULATION DIVERSITY IN WESTMINSTER

Westminster's population is very diverse:

- 69.5% of Westminster's residents come from White backgrounds, which is very close to the London average of 69.7%, but significantly lower than the England average of 87.5%.⁶
- Westminster's ethnicity data only partially shows its population's real diversity, which includes 182 different nationalities and a higher number of nationalities found within each ethnic group than anywhere else in the UK.¹
- Almost half of residents were not born in the UK; this is significantly higher than the overall proportion in London, 27%.⁷
- Language data findings indicate that people of Arab backgrounds form the second largest ethnic group in Westminster. Experts noted that over the last 15 years there has been a significant influx of Arabic-speaking people into the area.

Ethnicity of resident population⁶

Ethnicity	Percentage of population	
	Westminster	London
White	69.5%	69.7%
Mixed	4.0%	3.5%
Asian or Asian British	12.8%	13.2%
Black or Black British	7.2%	10.1%
Chinese or Other Ethnic Group	6.6%	3.5%

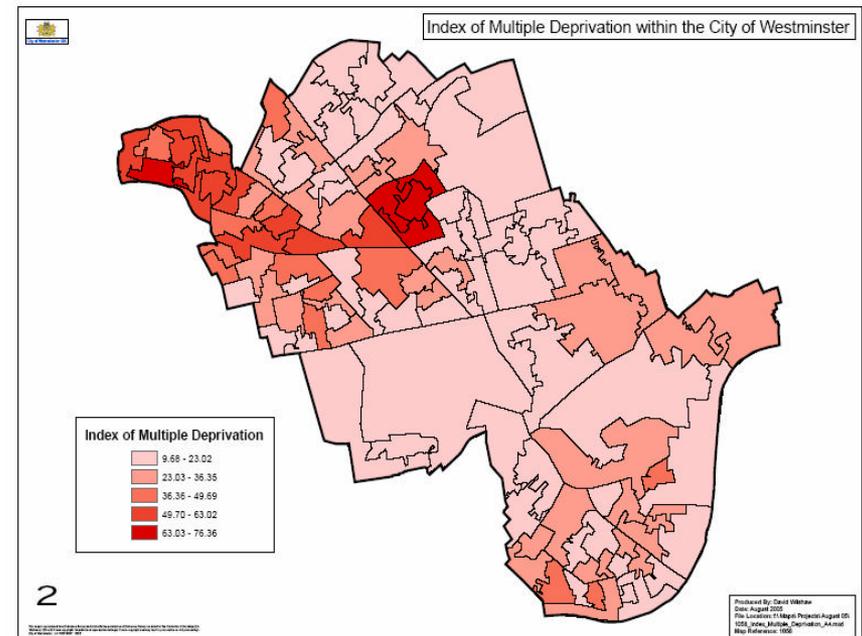
The ethnic diversity of Westminster's population has significant implications for community cohesion, poverty levels and access to services

INEQUALITY IN WESTMINSTER

- Westminster was ranked the 75th most deprived council out of 354 local authorities by the English Indices of Multiple Deprivation in 2010.⁸
- It is the 3rd most prosperous borough in the UK (in terms of average resident income).

This masks severe areas of deprivation:

- **14%** of Westminster's neighbourhoods (lower layer super output areas) are in the top 10% most deprived in the country looking at income alone.⁸
- **50%** of the population classified as 'deprived' live in just 5 wards— Westbourne, Queens' Park, Harrow Road, Church Street and Churchill (see map to the right).⁸



At first glance, the borough seems wealthy. However there are pockets of severe deprivation in the north and south that must not be overlooked.

PRIORITY ISSUES TO INVESTIGATE

- From our understanding of the borough, and from speaking to experts, we identified seven issues that warranted further investigation.
- **Key characteristics of the borough:**
 - There are huge social and economic inequalities within Westminster with pockets of severe deprivation in the north west and south → (1) **poverty** is an issue, which in turn impacts (2) **housing and homelessness**, (3) **health**, (4) **mental health** and (5) **education**
 - Westminster has a large and growing population with a high population density and a large number of rough sleepers → implications for (2) **housing and homelessness**, which also impacts (3) **health** and (4) **mental health** in particular
 - It experiences high population turnover → implications for (5) **education** and (6) **employment**
 - It has a large working age resident population and an ethnically diverse population → implications for (5) **education** and (6) **employment**
- **Expert consultation:**
 - Experts discussed many of the issues above, and identified (7) **crime** as a key problem in the borough as well.
 - Many of these issues have been exacerbated by the downturn.

HEAT MAP OF ISSUES BY VULNERABLE GROUP



Issues

- Poverty, housing and homelessness, employability and poor mental health are the four greatest issues in the borough
- Children’s education is less of a concern than we might have imagined, though adult education and skills development are important for employability

Poverty, housing and homelessness, employability and mental health problems are the four biggest issues in the borough

POVERTY

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POVERTY—INTRODUCING THE ISSUE



Definition

- Poverty is a complex issue to define. The standard definition is that a household is deemed to be in poverty if its income is less than 60% of median household income.¹
- The absolute value of this poverty line depends on the number of people in the household, reflecting the fact that larger households need more money (although not proportionately more) than smaller ones in order to achieve the same standard of living.
- Because the standard definition of poverty is relative, there have been some attempts to make a measure of absolute poverty particularly for children. Save the Children's measure of severe child poverty is less than £12,220 a year for a couple with one child. This amount leaves families around £113 a week short of what they need to cover food, electricity and gas, phones, other bills, clothes, washing, transport and healthcare, not to mention furnishings, activities for children and other essential items.²
- However, as well as income poverty, there is also the wider term of deprivation, which brings in more issues such as access to decent housing, educational standards, employment prospects and health inequalities.

Poverty in the UK

- In the year 2009/2010, the child poverty rate fell to 29%.¹ The poverty rate for working-age adults without dependent children rose both in 2009/10 and over the last decade. It now stands at 20%.¹
- The pensioner poverty rate, at 16%, is now around half the rate it was in 1997.¹

A significant number of people in the UK live in poverty.

POVERTY—IS IT A PROBLEM IN WESTMINSTER?

Why poverty matters

- Being poor affects all aspects of health from infant mortality to the risk of mental ill-health—eg, adults in the poorest fifth of the income distribution are much more likely to be at risk of developing a mental illness than those on average incomes.³
- Poor people are more likely to be affected by crime.³
- The children of poor people are more likely to have low educational attainment.³

Scale of the problem

- Poverty in Westminster is located in specific areas—particularly the areas to the north west of the borough.
- While overall Westminster has the third highest average resident income,⁴ 14% of its neighbourhoods (lower layer super output areas) are the top 10% most deprived neighbourhoods in the country looking at income alone.⁵
- 12% of people of working age in Westminster are claiming benefits, which compares to the London average of 15% and the national average of 15%.⁶
- In Westminster, 24% of children (9,000 children) live in severe child poverty, the fifth highest borough in the country.⁷

Poverty is a big issue in Westminster: 14% of its neighbourhoods are deprived according to income.

POVERTY—WHY IS IT A PROBLEM IN WESTMINSTER?

Causes in general

- Poverty is engrained and transmitted down the generations by low educational attainment, so that the children of poor people are more likely to be poor.

Causes in Westminster

- In Westminster, the pockets of poor housing are likely to attract people who are poorer, and the migrant communities coming in are also more likely to be poorer.
- Lone parent families are poorer than families with two parents. We could not find how many families in Westminster are lone parent, but the range is from 41% to 64%.⁸

Recent trends and policy

- The economic downturn is having an impact on disposable income and benefits and wages including.
 - an average shortfall in Housing Benefit of £360 per week for a three-bedroom property in Westminster;
 - Child Benefit has been frozen for three years; and
 - health in pregnancy grant has been scrapped.
- This comes at the same time as higher food price inflation.⁹
- People in employment have suffered pay freezes or pay rises below inflation.

Recent trends suggest that poverty is rising, at the same time there is less support from the government.

POVERTY—WHICH GROUPS ARE MOST VULNERABLE?

Vulnerable groups	Key statistics
<ul style="list-style-type: none"> Children 	<ul style="list-style-type: none"> In Westminster, 24% of children (9,000 children) live in severe poverty, the fifth highest borough in the country.⁷ This is defined as being a household with half the average income which also suffers from material deprivation. For example, this would mean children were unable to take a holiday or invite friends home for tea and adults were not able to pay for repairs to fridges or afford insurance.⁷ Evidence from cohort studies shows that the odds of being poor in adulthood are nearly quadrupled by having poor parents.¹¹ (There is evidence that this is caused by the lack of money rather than other characteristics of poor families such as low educational attainment.)¹¹
<ul style="list-style-type: none"> Migrant communities 	<ul style="list-style-type: none"> The poverty rate varies considerably between ethnic groups. Among London's Indian population it is no higher than among the White population, but is twice as high among Black Africans and three times as high among Bangladeshis.⁸ About two-thirds of London's Bangladeshi population live in low-income households.¹⁰

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HOUSING AND HOMELESSNESS

HOUSING AND HOMELESSNESS— INTRODUCING THE ISSUES

Definition

- Whilst the popular image of homelessness is that of a man sleeping on the street with his dog, the real problem is much broader.
- The legal definition of homelessness includes all people who are in insecure or temporary accommodation.¹
- As well as rough sleepers, this definition can include families in overcrowded accommodation, young people sleeping on friends' sofas, and prisoners about to be released with nowhere to go, amongst others.
- Bad housing covers a wide range of issues, including overcrowding, insecurity of tenure, poor living conditions and deprived neighbourhoods.

Housing and homelessness in England

- It is estimated that at least 260,000 people in England live on the street, in hostels or in temporary accommodation—but only a small proportion of these live on the street.
- Over 1,760 people sleep rough in England on any given night.²
- 1.4 million children in England live in bad housing.³
- In 2008/2009, 654,000 households in England were overcrowded.⁴

Housing and homelessness covers a range of problems from bad quality housing, to overcrowding to sleeping rough on the streets.

HOUSING AND HOMELESSNESS—IS IT A PROBLEM IN WESTMINSTER?

Why it matters

- **Poor housing** causes physical health problems through living in damp or unsuitable accommodation; family breakdown through living in overcrowded circumstances. For older people, it can be a real risk to their health as the accommodation might not be suitable for people with mobility problems.
- It has a large impact on children. Mental health problems are three times more common in children living in temporary accommodation than in the general population. It also causes poor educational attainment: children in poor housing are nearly twice as likely to leave school without any GCSEs.³
- **Homeless** people suffer a number of problems including:
 - Mental health problems—between 30%-50% of single homeless people have mental health problems.
 - Physical health problems.
 - Unemployment—only 5% of hostel dwellers are employed.
 - Crime—a third of people sent to prison do not have permanent accommodation.¹
- While it is clear that being homeless correlates with disadvantage, it is difficult to disentangle cause and effect. Are people unemployed because they are homeless, or homeless because they have no job?

Scale of problem

- Overall 30% of housing in Westminster is overcrowded, which is the third highest in the country, significantly higher than the figures for London and England averages at 17% and 7% respectively.⁵
- Housing in Westminster is very poor. 80% of Westminster's neighbourhoods (lower layer super output areas) are in the worst decile for housing in England.⁶
- 25% of all rough sleepers in England are in Westminster.⁷

Housing and homelessness are very serious problems in Westminster.

HOUSING AND HOMELESSNESS—WHY IS IT A PROBLEM?



Causes in general

- Homelessness is often the final and very visible symptom of other issues. They include low incomes, mental health problems or learning difficulties, problematic drug use, alcoholism and limited education and training.
- But personal factors are only part of the story. At a structural level, a set of broader issues provide the context for individual homelessness. These include:
 - the state of the economy;
 - constraints on affordable housing in some areas;
 - social trends such as increases in family breakdown and immigration, which raise the number of households needing homes; and
 - weakness in other support systems.¹

Causes in Westminster

- Because Westminster is in the heart of London, it is one of the most expensive areas to buy or rent property. It is the second most expensive borough in London.⁸
- Additionally, homeless people are attracted into the area by transport links that feed into the city; an active drugs market; high levels of street handouts; and access to a range of specialist services.

Recent trends and policy

- New caps to housing benefits will mean many people can no longer afford housing and may be at risk of homelessness or have to move out of the borough.
- Westminster Council has estimated over 5,000 households will be affected by the caps, with a significant proportion of those having to move out of the borough.⁹ This problem is thought to affect people living in private rented housing more than in social housing.

Housing problems are likely to get worse as the new benefit cap hits Westminster.

HOUSING AND HOMELESSNESS—WHICH GROUPS ARE MOST VULNERABLE?

Vulnerable groups	Key statistics
Men	<ul style="list-style-type: none"> Figures have consistently shown that around 90% of rough sleepers in Westminster are male.⁷
Migrant communities	<ul style="list-style-type: none"> A significant number of the homeless population are migrants. These are thought to be people who have just arrived in London, who do not know what to do next and who therefore end up spending a few nights on the street in London. However, they quickly move on out of rough sleeping. 35% of rough sleepers in Westminster are from the EU ascension states (this figure may have changed with the economic downturn making the UK a less attractive opportunity).⁷
Substance misusers	<ul style="list-style-type: none"> In 2008/09 47% of rough sleepers had alcohol support needs and 36% had drug support needs.⁷
Former prisoners	<ul style="list-style-type: none"> 33% of rough sleepers had previously been in prison in 2008/09.⁷
Care leavers	<ul style="list-style-type: none"> 11% of rough sleepers had previously been in care in 2008/09.⁷
Former servicemen	<ul style="list-style-type: none"> 5% of rough sleepers had previously been in the armed forces.⁷
People with mental health problems	<ul style="list-style-type: none"> 42% of rough sleepers in Westminster had mental health needs in 2008/09.⁷
Families and children	<ul style="list-style-type: none"> Overcrowding is more likely to happen in the more affordable areas of Westminster, which is where families are more likely to live. As so many children in Westminster live in poverty, it is likely that a large proportion of them live in poor and overcrowded housing. Westminster Council's internal data suggests that 17% of primary school children may have to move because of the changes to housing benefit.¹⁰

POOR HEALTH

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POOR HEALTH—INTRODUCING THE ISSUES



Definition

- The World Health Organization defines health as ‘*a state of complete physical, mental and social well-being and not merely the absence of disease or infirmity*’.
- Health problems can be looked at from a variety of angles:
 - the prevalence of illness and disability;
 - how illness and disability affect both life expectancy and quality of life; and
 - public health—eg, lifestyle, eating and drinking habits, levels of exercise all affect specific health problems.
- It is also important to consider health inequalities—there is a substantial body of evidence about the links between poverty and ill health.¹

Health problems in the UK

- Circulatory diseases, cancers and respiratory diseases are the three main causes of death in the UK.²
- However, when you look at Disability Adjusted Life Years (DALYs)—the sum of years of *potential* life lost due to premature mortality and the years of *productive* life lost due to disability—you see that neuropsychiatric conditions as a group come out top (though ischaemic heart diseases have the worst score on an individual level).¹
- Although there has been a downward trend in certain diseases (eg, circulatory diseases and cancers), some other health issues such as mental and sexual health problems, diabetes, obesity, and alcohol consumption seem to be on the rise.¹
- Whilst the health of all groups in England is improving, over the last ten years health inequalities between the social classes have widened—the gap has increased by 4% amongst men, and by 11% amongst women—because the health of the rich is improving more quickly than that of the poor.³

While the prevalence of some diseases are decreasing, other health problems are on the rise and health inequalities between the social classes are widening.

POOR HEALTH—IS IT A PROBLEM IN WESTMINSTER?

Why poor health matters

- Health problems affect life expectancy, quality of life and ability to participate in society.
- They also have a major impact on people's employment prospects and financial situation.

Scale of the problem

- Westminster has the second highest life expectancy out of 356 local authorities in the country, reflecting significant improvements over recent years.^{4,5}
- However, there are significant inequalities within the borough between rich and poor.
 - The gap in life expectancy between the most and least deprived deciles of the population is 16.6 years for males (the largest gap in England) and 9.9 years for females (the fourth highest in England). An even wider gap can be seen when you look at Disability Free Life Expectancy.⁵
 - These gaps correlate with the areas of affluence and deprivation within the borough.⁵
 - The major contributors to the gap in life expectancy are the three biggest killers overall: diseases of the circulatory system (accounting for 29% of the gap in life expectancy); cancer (accounting for 23% of the gap in life expectancy); and respiratory diseases (accounting for 12% of excess deaths from diseases of the respiratory system).⁵
- Mental health problems have a higher prevalence in Westminster than the London and national average, and are the biggest contributor to the health burden in Westminster as measured by Disability Adjusted Life Years (DALYs).⁵
- Westminster is disproportionately affected by poor sexual health with high numbers of sexually transmitted infections (STIs) diagnosed in local clinics and a prevalence of HIV more than six times higher than the rest of the country.⁷

At first glance, health does not seem to be a problem in Westminster, but there are significant inequalities within the borough and particular problems relating to mental and sexual health

POOR HEALTH—WHY IS IT A PROBLEM IN WESTMINSTER?

Causes in general

- Disability and health problems are caused by a complex mixture of biological, developmental, environmental, social and economic factors.

Causes in Westminster

- There are clear links between the demographic and socio-economic characteristics of the borough and health inequalities. Poor health relates to:
 - high levels of deprivation and housing problems in particular areas;
 - large numbers of recent migrants, refugees and asylum seekers;
 - the large population of homeless people.⁵
- In particular, overcrowded housing has strong correlations with symptoms of poorer health such as: respiratory conditions in children; tuberculosis in adults; common mental health disorders; accidents in the home (caused by lack of space and clutter); stress, tension, and sometimes family break-up; anxiety and depression; and disrupted sleep patterns.⁵
- Westminster also has an unusually high population of rough sleepers who face particular health problems, which are often directly caused or exacerbated by a lack of shelter and warmth.⁷
- There are also broader public health problems in Westminster that tie into broader national trends. Eg, obesity, smoking and hazardous drinking represent three of the biggest causes of preventable death and ill health in the borough; they affect susceptibility to diseases such as cancer, circulatory and respiratory diseases.⁴
- The high prevalence of mental and sexual health problems in Westminster can also be associated with deprivation and other characteristics of the local population.

Health problems are inextricably linked to other social needs in the borough such as poverty, overcrowding, homelessness and access to public services.

POOR HEALTH—WHICH GROUPS ARE MOST VULNERABLE?

Vulnerable groups	Key statistics
Children and young people	<ul style="list-style-type: none"> Westminster has the highest prevalence of obesity in Year 6 children (aged 10-11) and the 24th highest prevalence of obesity among children in reception (aged 4-5) of all local authorities in England, at 28.6% and 12.2% (2009/2010).⁵ Westminster school children have a significantly higher rate of dental decay than the London and England averages.⁵ The rate of STIs and unintended pregnancy are higher amongst young people than other age groups (as elsewhere).⁷
Older people	<ul style="list-style-type: none"> Prevalence of coronary heart disease, stroke and other circulatory diseases, cancer, mental illness and other conditions increases with age and new conditions develop, eg, dementia.⁸ Approximately 45% of people aged 65 and over in Westminster report having a limiting long-term illness, which is lower than the London and England average of 49%. However, this is rising in Westminster as elsewhere in the country.⁸ Further life expectancy at age 65 varies within the borough, with people in the least deprived wards living longer than those in the most deprived wards. Although life expectancy is increasing, the number of years of life years lived in good health and disability free is not increasing at the same level, suggesting that these extra years of life are in poor health.⁸
Homeless people	<ul style="list-style-type: none"> Homeless people suffer largely the same conditions as the general population, but more often and more severely and they tend to have less access to health services.⁹ In a local survey of rough sleepers and hostel residents 72% of participants reported having at least one long term illness. Commonly reported long term conditions included mental health problems, skin, bone, joint and muscle problems, liver disease and respiratory illness.⁷
Black and minority ethnic communities	<ul style="list-style-type: none"> Black residents of Westminster have the lowest 'net good health percentage', at 64%.¹⁰ Black and minority ethnic groups are disproportionately affected by sexual health problems,⁶ and certain groups are also more likely to be overweight or obese than the general population.³ Specific diseases, eg, Type 2 diabetes and psychotic disorders, are also more prevalent in particular populations.¹
Deprived communities	<ul style="list-style-type: none"> Residents from different wards report very different levels of health, with 64% of residents in Church Street and the West End in net good health as opposed to 91% of people in Hyde Park and Lancaster Gate.¹⁰ The mortality rate for overcrowded postcodes is 507.7 per 100,000 of the population compared to average of 340.5.³ The gap in adult obesity between the highest and lowest middle super output areas is 12.3%.⁶ Rates of STIs and teenage conception are also higher in the more deprived areas of the borough.^{6,7}

POOR MENTAL HEATH

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POOR MENTAL HEALTH—INTRODUCING THE ISSUES



Definition

- The World Health Organization defines mental health as *‘a state of well-being in which the individual realises his or her own abilities, can cope with the normal stresses of life, can work productively and fruitfully and is able to make a contribution to his or her own community’*.
- Mental health illness can prevent people leading ordinary lives. It is the single largest cause of disability in the UK and one quarter of GP consultations relate to mental health issues.¹
- You can define mental health issues into two main groups:
 - common health problems (eg, mild to moderate anxiety and depression, sometimes known as neurotic disorders); and
 - severe and enduring mental illnesses (eg, bipolar disorder, schizophrenia, borderline personality disorder).
- Other issues such as suicide, self-harm and substance misuse are also closely connected to mental health problems.

Mental health in the UK

- 1 in 6 people in the UK has a common mental health problem at any one time (eg, mild to moderate anxiety and depression).²
- 1 in 100 people has a severe and enduring mental illness at any one time (eg, recurrent clinical depression, bipolar disorder, schizophrenia, borderline personality disorder).²
- Suicide is one of the main causes of death in people with mental illness and one of the commonest causes of death in young men. Approx. 60% of people who die as a result of suicide have a history of self-harm.³

The scale of mental health problems in the UK is often overlooked.

POOR MENTAL HEALTH—IS IT A PROBLEM IN WESTMINSTER?



Why mental health matters

- Over a third of people with mental health problems rate their quality of life as poor, compared with 3% of people without.⁴
- The total costs of mental illness in England are c. £77.4bn per year.⁵
- People with severe mental illness die on average ten years earlier than the general population.⁵ They also often have other issues, eg, substance misuse, which contribute to poor physical health.

Scale of the problem

- The prevalence of neurotic and psychotic disorders is higher in Westminster than in England as a whole and than in neighbouring boroughs.⁵
- The Local Index of Need ranks Westminster as tenth highest for mental health need in England, and one estimate suggests that Westminster has 59% more inpatient admissions for mental illness than the England average.⁵
- Mental health problems are the biggest contributor to the health burden in Westminster as measured by Disability Adjusted Life Years.⁶
- The suicide rate is higher than in many other London boroughs, and although it has declined in recent years it is predicted to rise again due to the downturn. In Westminster 24 years of life are lost per 10,000 population to suicide and undetermined injury each year; this compares with 22.71 in London as a whole.^{7,5}
- Around one-third of the total number of people who died from suicide in Westminster 2003-2007 had a recorded mental health condition.⁵

Mental health problems have enormous human and economic costs and a significant impact on life expectancy and quality of life.

POOR MENTAL HEALTH—WHY IS IT A PROBLEM IN WESTMINSTER?

General causes

- The causes of mental health problems are often a complex mixture of genetic predisposition, social and environmental influences, and psychological factors relating to relationships, significant life events and trauma.

Causes in Westminster

- There are clear links between **poverty and mental illness**, and data suggests that the more deprived areas of the borough have the highest need for mental health services. At a national level, children and adults from the lowest 20% of household income are three times more likely to have common mental health problems than those in the richest 20% and nine times as likely to have psychotic disorders. Risk factors include unemployment, poor educational attainment, family breakdown and substance misuse.⁸
- Higher than average numbers of people in Westminster come from groups that are known to be particularly **vulnerable** to mental health problems, eg: homeless people; substance misusers; refugees and asylum seekers; and unemployed people. Statistics also show that black and minority ethnic groups (BME) groups have a three-fold increased risk of psychosis, and for Black African-Caribbean Groups it is even higher. Yet these groups are also less likely to receive support from mental health services.¹⁴ Westminster Mind told NPC that 64% of its service users come from BME communities.⁹
- The **age profile** of the population means that Westminster is likely to have a greater number of people who have depression or experience psychosis than in other parts of the country. Serious mental illness first tends to present before the age of 45, and the average age of the first episode of major depression is often in the mid 20s. Westminster has a proportionally larger population in this younger age group.⁵

Recent trends and policy

- Anxiety and depression are likely to be exacerbated by stress factors associated with the **economic downturn**, such as rising unemployment and financial pressures.
- Funding for adult social care in Westminster is also being cut back, so only those with those most critical needs are receiving support.

The high levels of mental health problems in Westminster are closely linked to socio-economic and demographic characteristics of the local population.

POOR MENTAL HEALTH—WHICH GROUPS ARE MOST VULNERABLE?

Vulnerable group	Issue
Children and young people / families	<ul style="list-style-type: none"> • Half of all lifetime mental health problems start by age 14,¹⁰ and disorders with onset in childhood tend to have more serious adult consequences.¹¹ • Self-harm is higher among children and young people. National statistics suggest that between 7% and 14% of adolescents (aged 13-19) are thought to self-harm before the age of 19.⁷ • Children of parents with serious mental health problems experience a four to five fold increase in the rate of onset of emotional and conduct disorder.⁸ The high prevalence of mental health issues in Westminster means that children are at higher risk than in other places in the country, and data shows that these children are concentrated in the most deprived wards in the borough.¹²
Unemployed people	<ul style="list-style-type: none"> • There is a clear association between unemployment and common mental health problems and, as Westminster has significant employment problems, this is likely to have implications for mental health.⁷
Older people	<ul style="list-style-type: none"> • An estimated 40% of GP appointments and 50% of general hospital appointments attended by older people nationally are related to mental health problems. Some estimates suggest that one in six people develop depression after the age of 65, with this figure as high as one in three for those persons living in residential or nursing care homes.¹³ • Research shows there are clear links between isolation and mental illness, and Westminster has one of the highest proportions of older people living alone—one in two compared to one in four nationally.¹³ • The proportion of deaths from suicide in older people is much higher than that observed nationally, particularly in women. Social isolation and the ease of method due to the access to drugs increase the risk of older people committing or attempting suicide.⁷
Homeless people	<ul style="list-style-type: none"> • Mental health problems are much more common in the homeless population.⁷ There is approximately twice the rate of neurotic disorders in the rough sleeper population as compared to the general population, and Westminster has the largest rough sleeper population in the country.¹⁴ • 14% of people admitted to hospital for psychosis in Westminster were registered as having no fixed abode or their documented address was a temporary hostel.¹⁴ • The prevalence of substance misuse among homeless people is high—in a survey of homeless people in London, 63% stated alcohol and/or drug use as the reason for becoming homeless. It is estimated that 67.6% of the drug treatment population and 80.6% alcohol treatment population have depression and/or anxiety disorder.¹⁴
Refugees and asylum seekers	<ul style="list-style-type: none"> • Westminster also has a large number of refugees and asylum seekers, a group who are known to be vulnerable to mental health problems. Two thirds of refugees and asylum seekers report feelings of anxiety and depression, and one in ten suffers from post-traumatic stress disorder, making refugees and asylum seekers ten times more likely to have the condition than a member of the general population.¹⁵ Refugees and asylum seekers also have problems accessing support due to language and cultural issues.

LOW EDUCATIONAL ATTAINMENT

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LOW EDUCATIONAL ATTAINMENT— INTRODUCING THE ISSUES

Definition

- Education is the acquisition of skills, knowledge and understanding, to put individuals in a position to succeed.
- This is generally measured through Key Stage 4 results (GCSE), particularly grades A*-C at GCSE.¹ There is no generally accepted view for how many children should get a grade A*-C at GCSE.

Low educational attainment in England

- In England 58% of children achieved 5 A*-C grades at GCSE including English and Maths.¹
- 81% of children achieved 5 A*-C grades at GCSE in any subject. This has risen considerably in recent years.¹
- In 2006/07, 46% of children achieved 5 A*-C passes at GCSE including English and Maths and 60% of children achieved 5 A*-C grades at GCSE overall.¹
- There are also a large group of adults that did not do very well at school and do not have a basic level of education. The government's recent skills survey showed that literacy amongst the adult population is getting better, but numeracy levels are much further behind and have fallen since 2003.²

Education is the foundation for future success. There have been improvements in the standards of education in recent years, but there is still a large group of people who do not have the necessary skills to succeed.

LOW EDUCATIONAL ATTAINMENT—IS IT A PROBLEM IN WESTMINSTER?

Why it matters

- Early child development is linked to later educational outcomes. Levels of education are related to employability and therefore to income.³ Because of the link to employment, it is also thought to lead to greater well-being, although that link is not yet fully understood.³
- Recent surveys show widespread concerns amongst employers about their employees' basic skills.⁴

Scale of problem

- While Westminster is one of the worst five boroughs in London for early child development, it does much better at education for older children.⁵
- Westminster is above both London and national average in attainment at age 11 with 75% of children achieving key stage 4 in Maths and English.¹
- Westminster also has above average levels of children attaining A*-C at GCSE in English and Maths.¹
- However, a key point to bear in mind is that many of the children attending schools in Westminster do not live in the borough. Around one in five (19.8%) of primary school children and the majority of secondary school age children (53.6%), do not reside in Westminster.⁶
- In the ranking of education deprivation, Westminster does well with none of its neighbourhoods (lower layer super output areas) in the most deprived nationally.⁷
- Although there are no figures on those adults in Westminster who are not at the expected standard in English and Maths, it is reasonable to believe that there are a large number. Nationally, 17 million adults are not at the expected standard for numeracy and 5 million for literacy.⁴

Westminster's education results are above the national average and hence we think it is not a priority issue and have not included any further information.

LOW EMPLOYABILITY

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LOW EMPLOYABILITY—INTRODUCING THE ISSUE



Definition

- Employability refers to a person's ability to obtain and then sustain employment. This is a much wider issue than whether someone is in employment or not.
- There are four elements of employability:
 - the ability of an individual to get a job;
 - their subsequent ability to retain employment;
 - their ability to make choices in their employment situation; and
 - the quality of work.¹
- This brings in issues such as caring responsibilities that may stop people from taking up jobs as well as giving people the skills to get a job and progress in it.

Low employability in England

- The number of people affected by employability issues is hard to determine. Because the issue involves people not being as employable as they might otherwise be, it will include people who have a job but not a very highly skilled one, as well as those who do not have a job.
- The numbers are certainly large; there are 9.3 million people in the UK who do not have a job (economically inactive) although not all of those will want one.² There are 2.67 million unemployed people in the UK—ie, those people who are actively looking for a job and have not been able to find one.²
- The low levels of literacy and numeracy in the UK will affect people's potential to move into a well paid job. 17 million people in the UK have numeracy skills below those needed for the lowest grade at GCSE—for literacy the comparable figure is 5 million.³

Employability—the ability to obtain and sustain decent employment—is a important issue, but a difficult one to put numbers on.

LOW EMPLOYABILITY—IS IT A PROBLEM IN WESTMINSTER?

Why it matters

- Being unemployed has an effect on earnings for the individual.
- Economic hardship is also linked to increased stress and an inability to do leisure activities which improve people's well-being.⁴
- Being unemployed also leads to people's health deteriorating. Unemployed people are more likely to be ill in bed and visit their doctor than people in work.⁵
- Unemployment is linked with an increased risk of developing a mental health problem.
- Long-term unemployment also leads to an increased risk of social exclusion, poverty, poor housing, and risk-taking behaviours (like substance misuse).

Scale of problem

- The unemployment rate in Westminster is 9.0% which is below the London average of 9.2% but above the national average of 7.8%.⁶ Although the headline unemployment rate is not much higher than average, 40% of unemployed people in Westminster are located in just four wards in the north of the borough.⁷ This suggest that in some areas the unemployment rate is very high.
- Westminster's unemployment rate is very volatile but is consistently above the national average.⁷
- Fewer than 18% of jobs in Westminster are classified as low paid, suggesting that the jobs that are available are good (although less than 10% of jobs in Westminster are held by a Westminster resident).⁷

Unemployment is a key issue in the deprived areas of Westminster.

LOW EMPLOYABILITY—WHY IS IT A PROBLEM IN WESTMINSTER?



Causes in general

- The first step in employability is about obtaining a job. Education and training play a significant role in determining the extent of unemployment.
- Low literacy, low numeracy and low-level qualifications are associated with long-term unemployment.³ Less than a half of those with no qualifications are in work, compared to nearly 90% of those with graduate level qualifications.⁴
- People may also have other responsibilities or issues that prevent them from taking up a job even though they may like one. For example, children or other caring responsibilities or disabilities.
- In Westminster, there are three children aged 0-4 for every registered childcare place which experts say is stopping people from getting work.⁸
- In Westminster, the large number of people who do not speak English well are bound to find it difficult to get a job.

Causes in Westminster

- We do not know of any particular reason why people in Westminster should suffer from worse employability than general. The school system in Westminster at the moment is good, and therefore people should be getting good results, but we do not know if that has always been the case. It may be that previous poor performance has left people unable to really compete in the job market.

Recent trends and policy

- The downturn has caused a significant uptick in the unemployment rate. There was a 66% increase in the number of Westminster residents claiming unemployment benefit from 2008 to 2010.⁸

Education and training play a important role in enabling people to compete on the job market.

LOW EMPLOYABILITY—WHICH GROUPS ARE MOST VULNERABLE?

Vulnerable groups	Key statistics
Migrant communities	<ul style="list-style-type: none"> • Work rates among BME groups in London are lower than for White British. About 20% of White British working-age adults in London do not work, compared with 60% of Bangladeshi and 40% of Pakistani adults.¹⁰ • This may be because of language skills, as it is harder to get a job if you do not have a good grasp of English. • The law makes it very difficult for asylum seekers to get jobs.
Young people	<ul style="list-style-type: none"> • Young people are finding it more difficult to get jobs as employers prefer people with more experience. Nationally the unemployment rate among 18-24 year olds is 20.1%.² This is especially worrying: someone who is not in education, employment or training as a young person will earn substantially less over his or her lifetime because of reduced earnings and because he or she is more likely to be unemployed later on.¹¹ This wage scar remains even controlling for education, and will affect even graduates who graduate in a recession and so cannot find a job. Research has found this is partly because people go into a job they do not like and it takes on average ten years for them to change career to one more suitable.¹²
Families	<ul style="list-style-type: none"> • Childcare in Westminster is a problem, which will prevent women with children from getting a job.⁸ • In Westminster, the number of children per childcare place is higher than the London average, at 4.5 to 4.8, which is also higher than all surrounding boroughs except Brent, higher than the London average, and higher than the England average. ⁸ • The Daycare Trust estimates that in London it costs an average of £5,668 a year for 25 hours per week of childcare (for a child aged under two years), the highest average childcare costs in the UK. Research in 2011 by the Daycare Trust and Save the Children concluded that high childcare costs are affecting parents' ability to work, train and study in London. ⁸

CRIME

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CRIME—INTRODUCING THE ISSUE



Definition

- Crime encompasses all illegal activities. For this report we have concentrated on crimes against the person, because of the problems they present in terms of the victim's well-being and safety. This would also include anti-social behaviour because of how it makes people feel about the area in which they live.

Crime in England and Wales

- There are two types of crime statistics commonly used. Recorded crime are those crimes which are reported to the police and the British Crime Survey of people's experience of crime (which are unaffected by changes in policy recording methods).
- In 2010/2011, recorded crime was at 4.2 million offences, a 4% reduction from the previous year. This is also the lowest level since 2002 when the current database was introduced.¹
- In 2010/2011 the British Crime Survey showed 9.6 million offences, which is the same as the year before. The British Crime Survey shows crime is at its lowest levels since the survey was introduced in 1981.¹
- The British Crime Survey has started estimating the rate of crime against 10-15 year olds. It estimates that there were 878,000 crimes against young people in 2010/2011. Around half of these were violence with injury.¹

Crime in England and Wales is going down.

CRIME—IS IT A PROBLEM IN WESTMINSTER?



Why crime matters

- Crime leads to a loss of money (through both stolen property and having to take time off to recover from injuries), and an increase in fear and a subsequent loss of well-being.
- Increased fear can affect how much people are willing to leave their house, to travel on public transport and to make new friends.

Scale of problem

- Westminster has the highest level of crime in London, but this is skewed by being a major tourist destination and so having a lot of thefts and drunk and disorderly crimes. 60% of Westminster's crimes happen in the tourist wards of the West End and St James.²
- But Westminster also has the highest level of crimes against the person in London.³
- Serious youth violence is an issue for Westminster; there have been increasing cross-borough tensions including a feud between gangs in Westminster and Brent. However, this is not on the same level as other London boroughs particularly Southwark and Hackney where gang violence has been a problem for some time. Westminster did not see any violence during the riots of summer 2011, but local charities claim this is because of the youth work they did at the time.
- Domestic violence is an issue in the areas of Queen's Park, Westbourne, Harrow Road and Church Street, making up a third of all offences.⁴

Crime causes loss of money, increase in fear and a subsequent loss of wellbeing. Westminster has the highest level of crime in London.

CRIME—WHY IS IT A PROBLEM IN WESTMINSTER?

Causes of problem

- Different types of crime have quite different causes. Crimes like theft are crimes of opportunity. Youth violence has a number of potential causes, including the lack of opportunities and things to do for young people. Domestic violence is much worse in poor areas where it can be harder for people to leave.

Causes of problem in Westminster

- Westminster is a large tourist destination and so there are more crimes of opportunity like thefts. There are also more drunken crimes because Westminster includes major night-time destinations like Covent Garden and Soho.
- The other areas of crime in Westminster are heavily correlated with poverty.

Recent policies and trends

- Although Westminster traditionally has not had a large youth gang culture, this appears to be starting, with gang culture coming in from the neighbouring borough of Brent.

Most of Westminster's crime is because it is a tourist centre. The rest of Westminster's crime is heavily correlated with poverty. There are some indications that youth crime is on the rise.

CRIME—WHICH GROUPS ARE MOST VULNERABLE?

Vulnerable groups	Key statistics
People living in poverty	<ul style="list-style-type: none"> Apart from the tourist areas, crime in Westminster is concentrated in the Queen's Park, Westbourne, Harrow Road and Church Street areas. This resonates with national statistics showing that poor people are more likely to be a victim of crime.
Young people	<ul style="list-style-type: none"> The statistics show that a lot of crime is committed against young people.
Women	<ul style="list-style-type: none"> Women are overwhelmingly the victims of crime such as domestic violence and sexual violence.
Older people	<ul style="list-style-type: none"> Research shows that older people are more likely to be frightened of crime even when they do not experience it themselves.

FUNDING

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OVERVIEW OF STATUTORY FUNDING IN WESTMINSTER

- Westminster City Council faced **£60m budget cuts** in the last financial year, and a further **£33m** in this financial year.¹
- Statutory funding in the borough is in flux—perhaps more so than in other boroughs.
- Uncertainty over funding is also affected by the recent change in council leadership.
- There are also uncertainties relating to the tri-borough initiative of commissioning services together with Hammersmith and Fulham and Kensington and Chelsea. This aims to develop shared commissioning services (eg, adults’ and children’s social care) and to pilot a Community Budget with Kensington & Chelsea and Hammersmith & Fulham with the aim of generating cost savings.
- These uncertainties make it difficult to map funding systematically, but we do know that the following face significant cuts:²
 - **Adult Services;**
 - **Children and Young People’s Services;**
 - **Housing; and**
 - **Advice Services.**

This is a time of change for funding in Westminster, which makes it difficult to map gaps in funding systematically. It appears that Adult Services, Children and Young People’s Services, Housing and Advice Services will be the most affected.

WESTMINSTER CITY COUNCIL—KEY BUDGET CUTS



*All figures are from 2011/2012 budget

Policy area	Budget cuts*	Comments
Adult Services	Total budget for the Society, Families and Adult Services portfolio will reduce from £92m to £88m p/a. ²	Adult Services will now focus on supporting people with substantial or critical needs. Approx. 3,000 people with moderate needs will be reassessed and may lose support. ³ Westminster City Council plans to meet its financial targets through: <ul style="list-style-type: none"> • efficiencies resulting from sharing of services (eg, assessment and care management) with neighbouring boroughs; • additional income (approximately £3.9m) from the NHS to be spent on adult social care; and • driving forward with the personalisation agenda in adult social care.²
Children and Young People's Services	Total budget will reduce from £42m to £34m ; a reduction of £8m on the previous year. ²	Children's Services will be at the forefront of the sharing of services agenda with Hammersmith & Fulham and Kensington & Chelsea. ² Additional savings will be met through a reform of the play service, with some increased costs to parents and some reductions in subsidies. It will continue to provide additional support to young people at risk of violence and anti-social behaviour. Other measures that will be taken to deliver savings include: a reduction in locality young people's teams; changes to outreach provision; a revised service delivered through children's centres (though none will be closed). ²
Community Services	Reduction from £21m to £20m p/a. ²	These savings will be met through a reorganisation of the council's existing One Stop Shops, which will be moved into six new locations, such as estate offices and libraries, providing a more convenient service to residents. ²
Housing	The total budget for the Housing portfolio will reduce from £26.8m to £21.6m p/a. ²	The council's ambitious renewal and regeneration plans for housing in Westminster will continue. The council is no longer commissioning services from four hostels, all of which required significant investment to bring them up to modern standard or where there was not full allocation of spaces. It is also reducing the opening hours of the Housing Options Service and reducing the amount spent on procuring temporary accommodation. ²

Cuts to Westminster City Council's budgets are likely to have a significant impact on levels of social need and charity funding in the borough.

OTHER FUNDING CUTS AND POLICY CHANGES

Advice cuts

- Westminster City Council is cutting back on face-to-face advice services and trying to deliver more advice by telephone. (Meanwhile, advice charities such as Westminster CAB are seeing rising demand for their services.)
- Voluntary sector providers stand to lose 92% of government funding for legal aid nationally. Yet Citizens Advice has calculated that for every £1 of legal aid expenditure, the state saves around £8.80 on benefits advice, £2.34 on housing advice, and £2.98 on debt advice..³
- Immigrants could lose support completely if they are not held in detention. The rate of new immigrants from abroad to Westminster is one of the highest in the country, but there is a shortage of long-term employment opportunities.³

Cuts for non-English speakers

- From August 2011, people on benefits have had to find £2.91 per hour for ESOL tuition—equivalent to £1,300 in tuition fees for a full-time course.³
- In Westminster there are already 42,000 residents with English language support needs, and at least an extra 2,600 people per year need ESOL provision.³

Proposed abolition of discretionary Social Fund (Welfare Reform Bill)

- The discretionary Social Fund provides Crisis Loans and Community Care Grants for vulnerable people (eg, homeless people, people with disabilities, women and children fleeing domestic violence).⁴
- The government is replacing this with a local system of support delivered through local authorities and the devolved administrations, but charities are concerned that the lack of safeguards in these proposals will leave people in acute need with no access to emergency support.⁴

Changes to London Council funding

- The London Councils grants programme, which exists to fund projects that support vulnerable people and operate across borough boundaries, is also being cut heavily.

Changes to benefits and legal aid are likely to have a major impact and increase the need for advice, and there will also be a need for more affordable or free English language support.

OVERVIEW OF VOLUNTARY FUNDING IN WESTMINSTER

- Westminster-specific funders include a mix of traditional grant-makers, often with historical links to local churches and almshouses.
 - They tend to provide small grants programmes for individuals and charities, with grants ranging from a few hundred pounds up to about £10,000.
 - They usually focus on vulnerable groups and social needs relating to poverty and hardship.
- There is also a range of London funders and national funders (eg, BBC Children in Need, Zurich Community Trust) that provide grants for charities in Westminster.
 - These grants are usually larger in scale than the Westminster-specific funders, and tend to fit within particular themes—eg, education or employability.
 - Depending on what social needs you decide to prioritise, it might be worth looking at some of these grants programmes in more detail.
- Anecdotally, we heard that some grant-makers are experiencing significant increases in demand and that some are providing smaller grants to more charities in response.
- We also heard that some voluntary funders are waiting for greater clarity about the changes in statutory funding locally before reviewing their funding priorities.

Voluntary funders are seeing rising demand from charities. Some funders are waiting to see the impact of public spending cuts before reviewing their priorities.

OPTIONS FOR STRUCTURING YOUR SUPPORT

Our analysis of social needs and funding in Westminster suggests that it might be worth considering two main approaches:

(a) issue-based programme

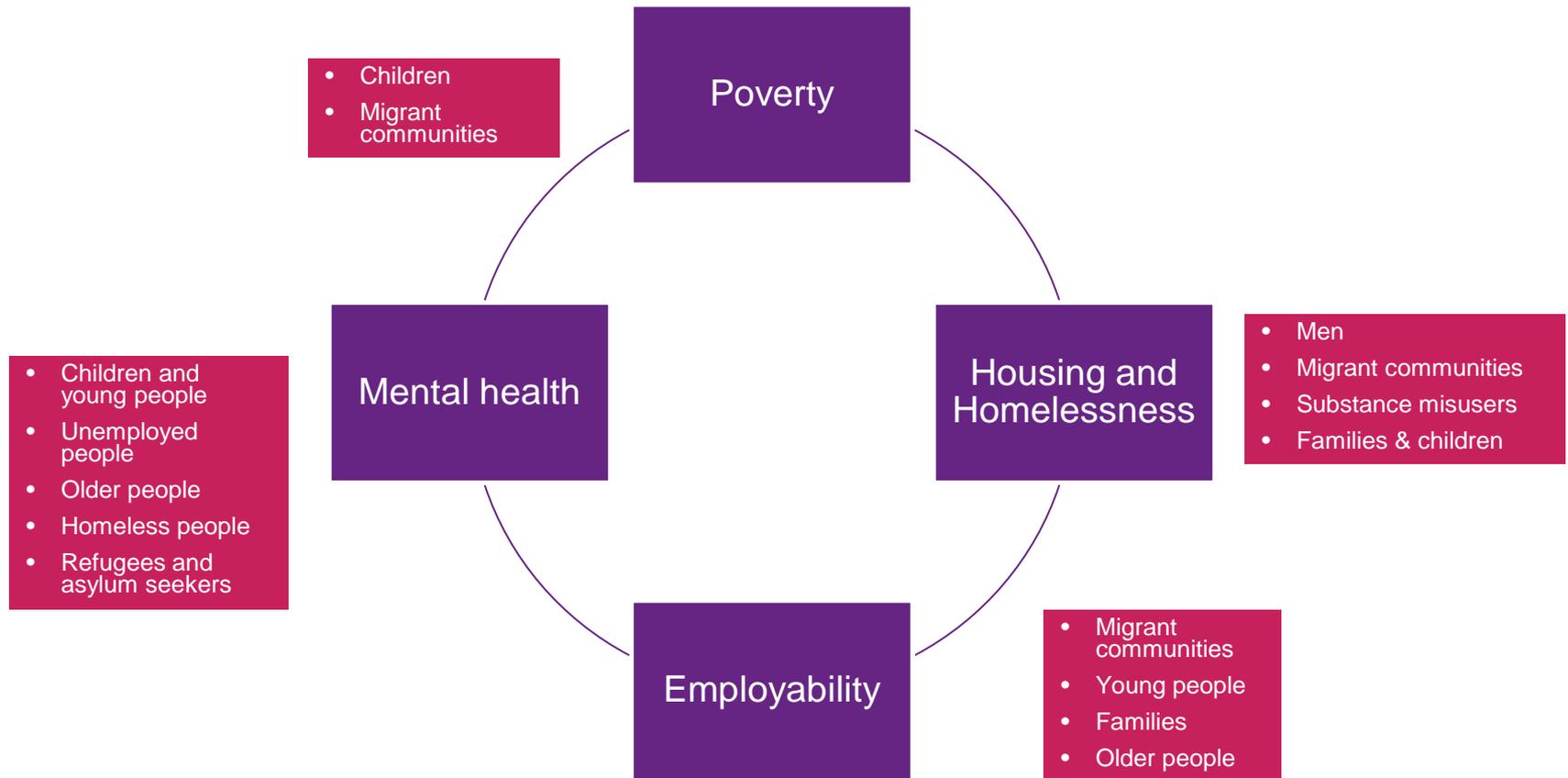
- This might consist of strategic grants and pro bono support for charities, structured in terms of either:
 - priority themes, eg, housing/homelessness and mental health; or
 - priority groups, eg, low income families, homeless people, refugees and asylum seekers.
- Some interventions will cut across both, eg, advice services.

(b) community-based programme

- This would focus on providing funding and regular volunteering opportunities to support communities in the areas of deprivation within Westminster.
- It might have a particular focus on children and young people and migrant communities, who we have identified as two of the most vulnerable groups.

WHY CHOOSE AN ISSUE-BASED PROGRAMME?

An issue based programme means you can tackle the biggest problems in Westminster.

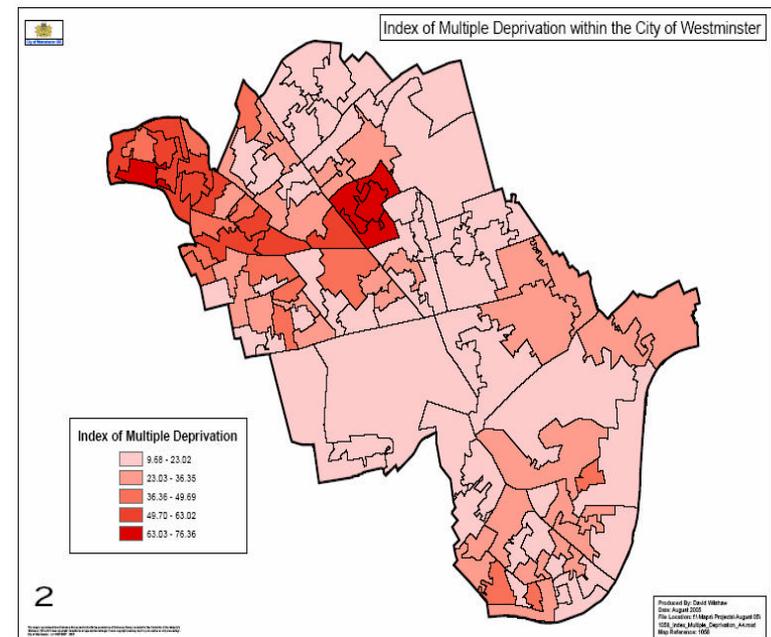


WHY CHOOSE A COMMUNITY-BASED PROGRAMME?

- The issues we have presented are concentrated, or more pronounced, in the deprived areas in the north and south of Westminster.
- **We recommend you consider supporting community organisations working on priority needs in these areas.**

This offers a number of benefits:

- Community organisations can be more flexible and responsive to local needs than a funder or single issue charity—particularly with the help of core/unrestricted funding.
- Community organisations do outreach work and run fun events or ‘hook’ activities that bring in people who might otherwise be isolated and hard to reach.
- These people may have multiple needs, and community organisations are in a good position either to provide direct support or to signpost them on to other services. This means they can provide a joined-up approach to addressing the range of issues people face.



APPENDICES

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APPENDIX A: EXPERTS CONSULTED

	Organisation
London overview	<ul style="list-style-type: none"> • London Community Foundation
Westminster overview	<ul style="list-style-type: none"> • South Westminster Action Network • Westminster Amalgamated Charity
Housing and homelessness	<ul style="list-style-type: none"> • The Passage • Thames Reach • Cardinal Hume Centre
Families	<ul style="list-style-type: none"> • Westminster Befriend a Family • London Early Years Foundation
Employability	<ul style="list-style-type: none"> • St Andrew's Club/Cardinal Hume Centre
Young people	<ul style="list-style-type: none"> • St Andrew's Club
Other	<ul style="list-style-type: none"> • Paddington Development Trust • Westminster Age UK • Westminster Citizens Advice Bureau • Migrants Resource Centre • Zacchaeus 2000 Trust • Westminster Mind

APPENDIX B: REFERENCES—OVERVIEW OF THE BOROUGH



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