



Rural Equity East Riding of Yorkshire 2011

**An assessment of how disadvantage in rural communities in the
East Riding of Yorkshire is measured, how voluntary and community organisations
can impact on it and how the context is evolving.**

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Rural Community Council**

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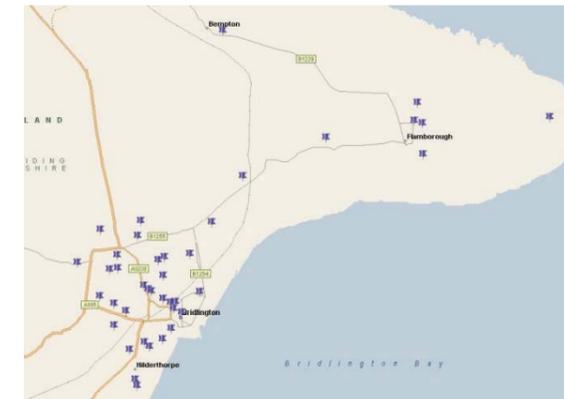
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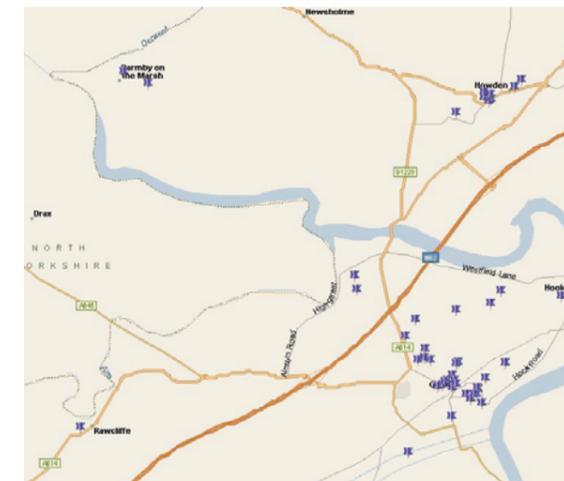
Voluntary Organisations in the Beverley area



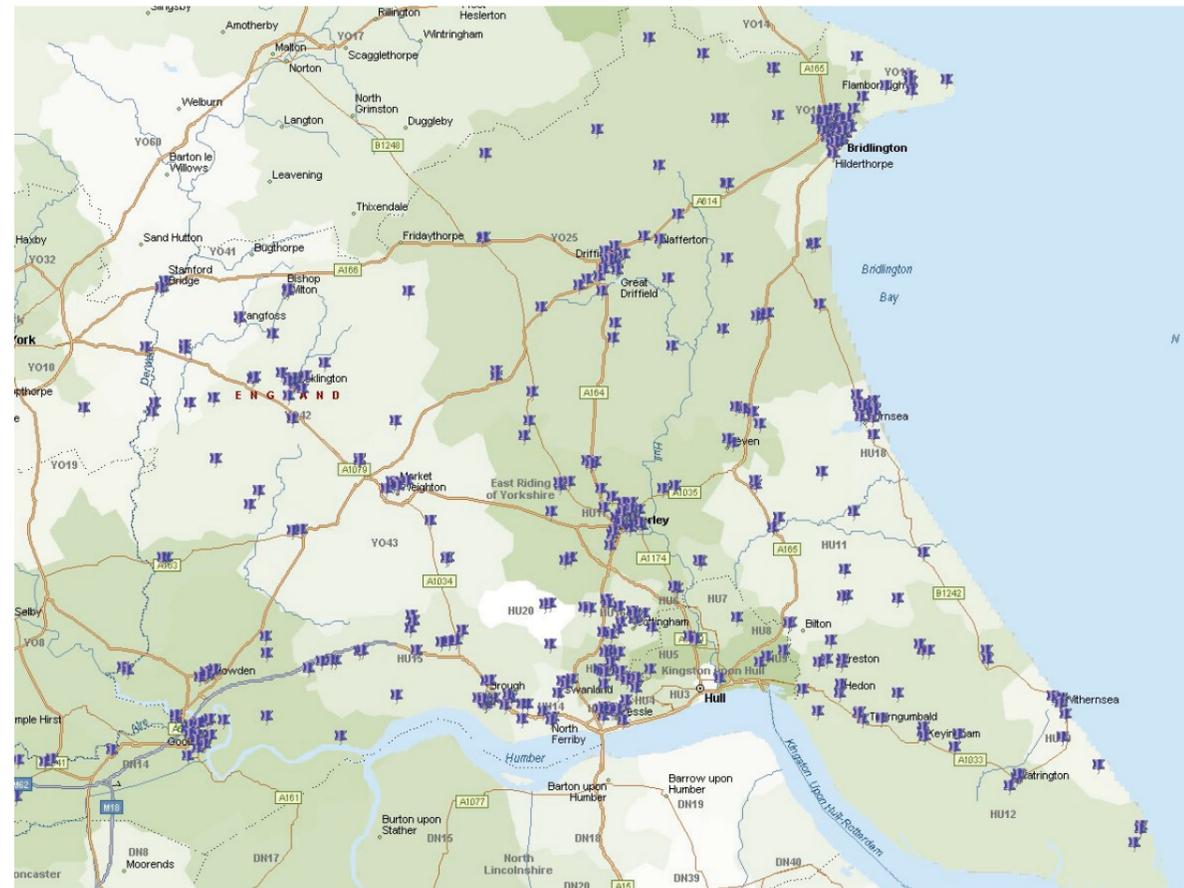
Voluntary Organisations in the Bridlington area



Voluntary Organisations in the Goole area



Location of voluntary groups in the East Riding



Voluntary Organisations in the West Hull suburbs



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North Cave	1,617	1503.962	1.08
Pollington	955	797.416	1.20
Tickton	1,661	1350.469	1.23
Rawcliffe	2,274	1825.734	1.25
Newport	1,464	1059.913	1.38
Snaith and Cowick	3,697	2406.612	1.54
Leven	2,507	1627.314	1.54
Walkington	2,397	1507.244	1.59
Keyingham	2,401	1436.391	1.67
Preston	3,340	1996.935	1.67
Flamborough	2,225	1330.207	1.67
South Cave	5,205	2405.617	2.16
Skirraugh	1,527	689.825	2.21
Sproatley	1,342	555.612	2.42
Gilberdyke	3,323	1330.713	2.50
Market Weighton	5,999	2378.478	2.52
Bilton	2,356	879.288	2.68
Thorngumbald	3,441	1253.282	2.75
Full Sutton	1,023	361.897	2.83
Wilberfoss	1,881	589.301	3.19
Howden	4,052	1092.348	3.71
Woodmansey	6,980	1864.818	3.74
Swanland	3,747	884.497	4.24
North Ferriby	3,979	911.026	4.37
Hook	1,246	261.022	4.77
Hornsea	8,466	1342.580	6.31
Stamford Bridge	3,437	464.493	7.40
Pocklington	8,230	1060.987	7.76
Elloughton-cum-Brough	9,171	975.545	9.40
Kirk Ella	5,623	525.715	10.70
Driffield	12,822	999.750	12.83
Molescroft	7,198	549.621	13.10
Cottingham	17,245	1214.183	14.20
Bridlington	35,912	2402.143	14.95
Willerby	7,976	516.908	15.43
Withernsea	6,309	357.676	17.64
Beverley	18,044	976.254	18.48
Anlaby with Anlaby	9,684	514.885	18.81
Goole	18,402	868.526	21.19
Hessle	15,055	705.146	21.35
Hedon	7,072	260.806	27.12

Beswick	369	1504.693	0.25
Burton Agnes	503	2046.610	0.25
Bishop Wilton	548	2222.137	0.25
Kilpin	396	1554.296	0.25
Paull	739	2889.547	0.26
Lund	320	1245.203	0.26
Elstronwick	294	1090.779	0.27
Mapleton	363	1341.289	0.27
Yapham	208	762.345	0.27
Skirpenbeck	190	664.828	0.29
Broomfleet	294	1019.433	0.29
Carnaby	436	1472.902	0.30
Burton Fleming	472	1582.331	0.30
Catton	386	1232.568	0.31
Cottingwith	328	1003.111	0.33
Kilham	1,105	3309.328	0.33
Lockington	528	1521.803	0.35
Reedness	384	1069.113	0.36
Catwick	229	634.996	0.36
Langtoft	533	1448.093	0.37
Fridaythorpe	288	776.142	0.37
Bishop Burton	660	1722.952	0.38
Ottringham	676	1738.458	0.39
Rowley	1,026	2599.766	0.39
Ellerby	369	924.853	0.40
Atwick	363	907.022	0.40
Seaton Ross	562	1394.941	0.40
Withernwick	468	1157.252	0.40
Seaton	468	1141.459	0.41
Ellerker	427	1027.162	0.42
Bielby	291	693.668	0.42
Sutton upon Derwent	637	1489.878	0.43
Kirkburn	782	1723.660	0.45
Newbald	1,103	2429.702	0.45
Hollym	448	984.485	0.46
Newton on Derwent	335	690.043	0.49
Eastrington	1,115	2196.858	0.51
Brantingham	366	711.832	0.51
Wawne	908	1754.654	0.52
Roos	1,234	2333.222	0.53
Asselby	338	632.140	0.53
Middleton	802	1478.068	0.54
Wetwang	756	1388.508	0.54
Bempton	1,078	1891.280	0.57
Coniston	322	540.297	0.60
Brandesburton	1,508	2497.283	0.60
North Frodingham	782	1269.416	0.62
Skipssea	803	1300.207	0.62
Aldbrough	1,390	2213.298	0.63
Barmby on the Marsh	368	570.391	0.65
Melbourne	836	1273.709	0.66
Fangfoss	623	900.980	0.69
Beeford	1,061	1518.697	0.70
Bubwith	1,191	1689.377	0.70
Airmyn	817	1155.353	0.71
Riston	976	1374.241	0.71
Holme upon Spalding	3,316	4659.642	0.71
Swinefleet	842	1169.186	0.72
Skidby	1,355	1838.845	0.74
Nafferton	2,336	3074.719	0.76
Gowdall	397	490.167	0.81
Hutton Cranswick	2,122	2603.339	0.82
Shipton Thorpe	487	596.026	0.82
Welton	1,859	2145.663	0.87
Patrington	2,185	2370.271	0.92
Leconfield	1,954	2029.044	0.96
Burton Pidsea	916	932.936	0.98
Sigglesthorne	417	416.404	1.00
Cherry Burton	1,408	1401.454	1.00
Barmby Moor	1,081	1021.323	1.06
Burstwick	1,889	1768.044	1.07

Rural Equity Executive Summary

An assessment of how disadvantage in rural communities in the East Riding of Yorkshire is measured and an examination of how voluntary and community organisations can impact on it.

ACRE commissioned Oxford Consultants for Social Inclusion (OCSI) to analyse the indices of multiple deprivation at a much lower level than has been used previously. It shows that analysing evidence at a more detailed level reveals a greater proportion of disadvantaged rural residents.

Humber and Wolds Rural Community Council (HWRCC) is involved in a Big Lottery Rural Partnership Plus project which supports the capacity development of voluntary organisations and activity in rural communities.

A (relatively) new government, talk of localism, the Big Society, and restrictions on budgets present challenges and opportunities.

In this context, is there anything different we can learn about the East Riding; is there rural disadvantage, what does volunteering look like and is there a correlation between rural disadvantage and volunteering?

This document picks out some of these elements and uses some of the data to present challenges which could impact on future decision making and delivery.

Across England the indices of multiple deprivation provide a ranking system for County Councils and Local Authority Districts. At this level the East Riding is one of the better off counties ranking alongside Cheshire and Suffolk. At the standard measurement area, the Lower Super Output Area (LSOA) there is substantial information available which shows the extent of deprivation in the East Riding. It is in the major towns (7 instances or 2.8% of the LSOA areas).

Breaking down the indices there are 26 areas of the county with deprivation (geographic barriers) principally in rural areas, out of a total of 80 instances of deprivation (12% of the LSOA areas).

When taken to the smallest measurement area (Output Area-OA) the geographic barriers index rises to 21% of the 1080 areas.

This demonstrates that looking at data at a more detailed level reveals a greater proportion of disadvantaged rural residents. It is backed up by the OCSI research which has found that the majority of deprived people do not live in highly deprived areas and that rural areas are substantially more deprived based on the location of deprived people than based on the location of deprived areas.

Looking at the geography of the East Riding also produces some interesting challenges, especially when looking at geographic barriers. There are 172 parishes in the East Riding, but only 26 of them have more than 3000 people. Aggregated, these 26 areas account for two thirds of the population living in one fifth of the county. This leaves the remaining third (100,500 people) occupying an area the size of Greater London with an average population density which would be ranked the fourth least dense in England. However, by Census definition only one parish in the East Riding is defined as "sparse".

This view of the data challenges what is rural and therefore what rural deprivation might be missed. The fact that parishes in the East Riding aren't defined as sparse but that the population densities are so small

highlights the importance of local knowledge and information which may consequently impact on the way needs are identified and services are delivered.

There are over 800 identified voluntary organisations in the East Riding, but this does not take into account the breadth of voluntary activity taking place in the county which incorporates many other 'works' undertaken for no pay. It includes parish councillors, school governors, village hall committees, places of worship and a raft of other duties, roles and activities which may or may not have the infrastructure of an organisation behind them, but go towards improving the quality of life within the community. When these figures are added together it is conservatively estimated that over 12,000 people are undertaking voluntary activity in the East Riding.

However, there is no correlation between that activity and the indices of multiple deprivation. There is more likely to be greater activity in areas where the population greater, is able to have one partner not working or has more retired people. Additionally the activity reflects the needs of local people, not their disadvantage. Local knowledge is the prime source of this information.

The number of people in an area reasonably correlates to the level of voluntary activity and the impact of Hull is considerable, with around 100 organisations based there identified as working in the East Riding.

When taken as individual areas, some rural communities can be shown to have proportionally more volunteer activity than urban areas (measured as volunteers per total population in the area).

Overall, it is possible to show that rurality in the East Riding is significantly more complex than figures suggest and that the current indices do not necessarily reflect the needs of these rural communities. Couple this to the varying levels of voluntary activity and there may be opportunities to respond and work in different ways. However, harnessing that intimate local knowledge (about what happens in an individual community) becomes critical to the process.

Parish Density in ascending order

Parishes with more than 10,000 people



Parishes with more than 3,000 and less than 10,000 people

Parish	Population	Area (hectares)	Population Density
Cottam	78	1876.023	0.04
Warter	148	3187.383	0.05
Finber	87	1471.022	0.06
Sunk Island	240	3979.090	0.06
South Cliffe	86	1412.967	0.06
Sledmere	195	2849.332	0.07
Goole Fields	136	1980.590	0.07
Skeffling	129	1873.322	0.07
Grindale	109	1210.505	0.09
Kirby Underdale	126	1325.746	0.10
Boynton	134	1356.033	0.10
Londesborough	188	1721.904	0.11
Swine	169	1535.170	0.11
Huggate	323	2836.249	0.11
Watton	267	2196.238	0.12
Spaldington	176	1434.230	0.12
Thwing	207	1628.644	0.13
Tibthorpe	149	1166.260	0.13
Rimswell	193	1457.610	0.13
Millington	245	1834.823	0.13
Rise	111	830.378	0.13
Bewholme	217	1619.068	0.13
Routh	138	984.914	0.14
Twin Rivers	360	2403.178	0.15
Blacktoft	382	2530.877	0.15
Garton	346	2269.731	0.15
Harpham	322	2103.064	0.15
Thornton	148	940.650	0.16
North Dalton	296	1879.113	0.16
Barmston	279	1765.014	0.16
Dalton Holme	219	1360.063	0.16
Foggathorpe	294	1783.662	0.16
East Garton	222	1346.121	0.16
Rudston	382	2247.311	0.17
Bugthorpe	132	774.223	0.17
Hotham	196	1131.512	0.17
Foston	263	1518.240	0.17
Wressle	288	1616.917	0.18
Burton Constable	215	1205.157	0.18
Nunburnholme	249	1387.476	0.18
Welwick	335	1813.971	0.18
Bainton	298	1608.080	0.19
Laxton	286	1506.641	0.19
Hatfield	254	1336.789	0.19
Etton	292	1508.357	0.19
Humbleton	237	1164.712	0.20
Everingham	342	1662.030	0.21
Goodmanham	257	1224.556	0.21
Ellerton	389	1824.551	0.21
Kelk	166	768.523	0.22
Ulrome	249	1139.535	0.22
Allerthorpe	214	969.217	0.22
Hayton	390	1729.333	0.23
Skerne and Wansford	343	1493.224	0.23
Wold Newton	328	1411.783	0.23
Halsham	274	1176.140	0.23
Holmpton	178	757.642	0.23
Easington	742	3053.424	0.24
Sancton	308	1259.071	0.24

Eastrington	Village, Hamlet & Isolated Dwellings - Less Sparse
Ellerby	Town and Fringe - Less Sparse
Ellerker	Town and Fringe - Less Sparse
Elloughton-cum-Brough	Town and Fringe - Less Sparse
Flamborough	Town and Fringe - Less Sparse
Foggathorpe	Village, Hamlet & Isolated Dwellings - Less Sparse
Fridaythorpe	Village, Hamlet & Isolated Dwellings - Less Sparse
Gilberdyke	Town and Fringe - Less Sparse
Goodmanham	Town and Fringe - Less Sparse
Goole	Urban > 10K - Less Sparse
Gowdall	Village, Hamlet & Isolated Dwellings - Less Sparse
Halsham	Village, Hamlet & Isolated Dwellings - Less Sparse
Hedon	Town and Fringe - Less Sparse
Hedon	Village, Hamlet & Isolated Dwellings - Less Sparse
Hessle	Urban > 10K - Less Sparse
Hollym	Town and Fringe - Less Sparse
Holme upon Spalding Moor	Town and Fringe - Less Sparse
Hornsea	Town and Fringe - Less Sparse
Howden	Town and Fringe - Less Sparse
Hutton Cranswick	Village, Hamlet & Isolated Dwellings - Less Sparse
Keyingham	Village, Hamlet & Isolated Dwellings - Less Sparse
Keyingham	Town and Fringe - Less Sparse
Kilham	Village, Hamlet & Isolated Dwellings - Sparse
Kirk Ella	Urban > 10K - Less Sparse
Leven	Town and Fringe - Less Sparse
Market Weighton	Town and Fringe - Less Sparse
Molescroft	Urban > 10K - Less Sparse
Nafferton	Town and Fringe - Less Sparse
Newbald	Village, Hamlet & Isolated Dwellings - Less Sparse
Newton on Derwent	Village, Hamlet & Isolated Dwellings - Less Sparse
North Cave	Town and Fringe - Less Sparse
North Ferriby	Village, Hamlet & Isolated Dwellings - Less Sparse
Patrington	Town and Fringe - Less Sparse
Pocklington	Town and Fringe - Less Sparse
Preston	Town and Fringe - Less Sparse
Rawcliffe	Village, Hamlet & Isolated Dwellings - Less Sparse
Reedness	Village, Hamlet & Isolated Dwellings - Less Sparse
Rimswell	Town and Fringe - Less Sparse
Rowley	Village, Hamlet & Isolated Dwellings - Less Sparse
Skidby	Village, Hamlet & Isolated Dwellings - Less Sparse
Skirlaugh	Village, Hamlet & Isolated Dwellings - Less Sparse
Snaith and Cowick	Town and Fringe - Less Sparse
South Cave	Town and Fringe - Less Sparse
Stamford Bridge	Town and Fringe - Less Sparse
Swanland	Town and Fringe - Less Sparse
Thorngumbald	Town and Fringe - Less Sparse
Thorngumbald	Town and Fringe - Less Sparse
Tickton	Village, Hamlet & Isolated Dwellings - Less Sparse
Walkington	Town and Fringe - Less Sparse
Welton	Village, Hamlet & Isolated Dwellings - Less Sparse
Willerby	Urban > 10K - Less Sparse
Withernsea	Town and Fringe - Less Sparse
Woodmansey	Village, Hamlet & Isolated Dwellings - Less Sparse

INTRODUCTION

The East Riding of Yorkshire is an area of the country with spectacular countryside, stunning villages and largely unspoilt coastline. It has good education and employment and is supported by a beacon local authority. One could argue that there is relatively no deprivation or disadvantage and so there is nothing to address or change. However, two factors challenge this.

Firstly, resources and services are being stretched and secondly the understanding of management data is changing and improving.

Both of these present an opportunity for those concerned with supporting rural communities and with the provision of services. Could this mean rethinking what the data means and what data is important. It could also involve re-evaluating what services are important to rural communities and how they might best be delivered.

Part of this re-evaluation opportunity involves the active engagement of volunteers, the voluntary and community sector and their respective support organisations.

This document looks at how information has been collected and how it relates to rural communities. It looks at and questions some of the East Riding of Yorkshire demographics, the notion of hidden disadvantage and the nature of voluntary work in those communities. It then presents some ideas as to how different approaches may enable the more effective use of limited resources.

CONTEXT

The Voluntary and Community Sector (VCS) has a long and strong history of working with and for local people. Much of the work goes unrecognised and indeed is not even thought of as “work” or “service”. People help both themselves and others in their community to bring improvement and benefit to their ways of life. Nowhere is this more potent or hidden than in our rural communities.

The past decades have seen much service delivery and activity translated into measures of performance. That performance is quantified, directed and allocated so as to be most effective. Benchmarks have been established, and the deployment of resources is based on their effectiveness and measured improvement.

The use of census data, its derivations and extrapolations, has been central to the decision making process for resource allocation and service delivery.

The public sector and the voluntary sector have both had to adopt these monitoring and measurement systems. Additionally, both have had to respond to funding opportunities which were based on area/issue statistical information.

With a current climate of limited resources and funds, hard decisions have to be made as to how best to allocate resources to satisfy a variety of objectives. Much of that decision making will be based on experience, and the use of data and benchmarks, most of which has been developed during a sustained period of public sector growth.

The process of allocating resources in times of wealth differs from allocation in times of dearth. The simple approach of reducing numbers “quid pro quo” might have far reaching (and unthought-of) consequences.

However, as has been indicated by our politicians, there are opportunities to think differently, act differently, and consider the effectiveness, impact and outcome of service delivery in different terms.

Nowhere is this more pertinent than within rural communities.

The Voluntary and Community Sector is part of the support mechanism in rural communities.

Times have changed.

We can't rely on old ways of doing things as they were based on times of posterity.

Most decisions as to how to spend public funds are based on the 2001 Census (and consequent updates etc).

The impact of new decisions is going to be particularly hard on rural communities.

DATA AND DATA SOURCES

To provide a background for further discussion the next sections look at different data sources, and how they can be accessed and used.

APPENDICES

DATA SOURCES

All data has been sourced from:

- The Office for National Statistics
- **OXFORD CONSULTANTS FOR SOCIAL INCLUSION**
- The East Riding Data Observatory
- Humber and Wolds Rural Community Council

The Internet has provided additional information on data but has not been used for any tables.

DATA TABLES

Rurality definition ordered by parish

Parish	Rurality Definition
Airmyn	Village, Hamlet & Isolated Dwellings - Less Sparse
Aldbrough	Village, Hamlet & Isolated Dwellings - Less Sparse
Allerthorpe	Village, Hamlet & Isolated Dwellings - Less Sparse
Anlaby with Anlaby Common	Urban > 10K - Less Sparse
Asselby	Village, Hamlet & Isolated Dwellings - Less Sparse
Atwick	Village, Hamlet & Isolated Dwellings - Less Sparse
Bainton	Village, Hamlet & Isolated Dwellings - Less Sparse
Barmby Moor	Village, Hamlet & Isolated Dwellings - Less Sparse
Barmston	Village, Hamlet & Isolated Dwellings - Less Sparse
Beeford	Village, Hamlet & Isolated Dwellings - Less Sparse
Bempton	Village, Hamlet & Isolated Dwellings - Less Sparse
Beswick	Village, Hamlet & Isolated Dwellings - Less Sparse
Beverley	Urban > 10K - Less Sparse
Bielby	Village, Hamlet & Isolated Dwellings - Less Sparse
Bilton	Urban > 10K - Less Sparse
Bishop Burton	Village, Hamlet & Isolated Dwellings - Less Sparse
Bishop Wilton	Village, Hamlet & Isolated Dwellings - Less Sparse
Blacktoft	Town and Fringe - Less Sparse
Boynnton	Urban > 10K - Less Sparse
Brandesburton	Town and Fringe - Less Sparse
Brantingham	Town and Fringe - Less Sparse
Bridlington	Urban > 10K - Less Sparse
Broomfleet	Village, Hamlet & Isolated Dwellings - Less Sparse
Bubwith	Village, Hamlet & Isolated Dwellings - Less Sparse
Burstwick	Village, Hamlet & Isolated Dwellings - Less Sparse
Burton Constable	Town and Fringe - Less Sparse
Burton Fleming	Village, Hamlet & Isolated Dwellings - Less Sparse
Catton	Town and Fringe - Less Sparse
Catwick	Village, Hamlet & Isolated Dwellings - Less Sparse
Cherry Burton	Town and Fringe - Less Sparse
Cottingham	Urban > 10K - Less Sparse
Dalton Holme	Village, Hamlet & Isolated Dwellings - Less Sparse
Driffield	Urban > 10K - Less Sparse
Easington	Village, Hamlet & Isolated Dwellings - Less Sparse

[EAST RIDING LOCAL STRATEGIC PARTNERSHIP : East Riding Rural ...](#)

The EAST RIDING of Yorkshire RURAL Partnership (ERY RP) was launched in 1998 with the aim of increasing the health, vibrancy and economic prosperity of the ...

www.lsp.eastriding.gov.uk/redirect/?oid=%5Bcom.arsdigita..

[INVOLVE Yorkshire & HUMBER](#)

Involve YORKSHIRE & Humber, leading a vibrant voluntary sector. ... YORKSHIRE & the Humber REGIONAL FORUM Ltd 2011 | All rights reserved ...

www.involveyorkshirehumber.org.uk

[ACRE EVIDENCING RURAL NEED](#)

This RURAL EVIDENCE project provides the summary information needed to effectively represent RURAL issues in local and regional programme strategy ...

www.rural-evidence.org.uk

OCSI

Oxford Consultants for Social Inclusion are a spin-out research consultancy from the Social Disadvantage Research Centre at the University of Oxford. Launched in 2003 it has worked at local, regional, national and international levels on enhancing the effective use of evidence (in the form of data) for decision making.

Its programme of work on rural exclusion is helping local, regional and national partners make the case for increased regeneration funding to rural areas, and enabling mainstream services in rural areas to more effectively target services. This has included the development of a new resource, "Evidencing Rural Need" which shows the real picture of socio-economic issues across rural areas of England and enables organisations to influence decisions about policies and services more effectively.

This resource was commissioned by ACRE (Action with Communities in Rural England) as a development from initial work undertaken for RCAN (Rural Community Action Network) and a number of other rural agencies. Evidencing Rural Need comprises a series of reports, prepared for a range of geographies, initially highlighting the incidence of deprivation in rural communities throughout England but now including the rural economy and access to services. Although there is a great deal of data available for villages, hamlets and smaller towns, this information has not been brought together so succinctly in a single resource for all settlements in rural England.

ACRE has identified a number of benefits to using this data:

- it provides robust data to help target programmes to the right areas, support funding applications, and help local communities with the evidence-base to support the development of Community Led Plans;
- it strengthens the evidence base on rural deprivation across England;
- it allows rural partners to use summary information to represent rural issues in programme development, planning and prioritization;
- it is supported by detailed datasets providing profiles of small geographical areas, which are updateable (data used is from mainstream sources including the Index of Multiple Deprivation and Departments of Communities and Local Government and Work and Pensions) and is the most up to date available for each topic area;
- it provides a consistent and comparative dataset across the whole of England;
- it provides local communities with quantitative evidence to support community and parish planning and
- it has a website interface to quickly find the information for an area.

This information is channelled through the Rural Community Councils, via ACRE, their national umbrella organisation.

Importantly, OCSI point out that the same measures of deprivation are used for both rural and urban communities but that scale is important and in rural areas that can mean that deprivation can only be seen at output area (OA) level which involves a much smaller population group than is normally used for decision making. They have found that the majority of deprived people do not live in highly deprived areas and that rural areas are substantially more deprived based on the location of deprived people than based on the location of deprived areas.

ACRE and its partner OCSI have produced a comprehensive set of definitive reports based on census and the indices of multiple deprivation.

The information has been made available to Rural Community Councils in England and can be seen at:

www.rural-evidence.org.uk

Indices of deprivation identify areas of multiple deprivation (IMD) at the small area level.

Based on a methodology developed by the Social Disadvantage Research Centre at the University of Oxford, separate indices have been constructed for England, Northern Ireland, Scotland and Wales.

Though not directly comparable, each index is based on the concept that distinct dimensions of deprivation such as income, employment, education and health can be identified and measured separately. These dimensions, referred to as 'domains' are then aggregated to provide an overall measure of multiple deprivation, and each individual area is allocated a deprivation rank and score.

In 2001 there were 11 domains which are weighted according to their level of importance. They have since changed (some grouping) and there are now 7 main domains.

The indices are used to help target policies and funding, and reinforce a common goal of improving the quality of life in disadvantaged communities. There are separate indices for England, Scotland, Wales and Northern Ireland (which cannot be combined to form a UK index). Although they are not used together, within each country they are used to create a ranking with 1 being the most "deprived" or area with the highest levels of deprivation.

Domains	Domain Weight
Income Deprivation	22.5%
Employment Deprivation	22.5%
Health Deprivation and Disability	13.5%
Education, Skills and Training	13.5%
Barriers to Housing and Services	9.3%
Crime Domain	9.3%
Living Environment Deprivation	9.3%

Some of the measures have changed or been added to over the past 10 years, and the time periods for updates relate to different periods.

"Even if the indicators used for each index were compatible and from the same period in time, the biggest obstacle to comparability between the indices is the geography on which deprivation is measured."

Similarities and differences between the Indices of Deprivation across the UK, Office of National Statistics¹

In England, the most commonly used figures are based on Lower Super Output Areas (LSOA) comprised of different geographically sized areas with a population of between 1000 and 1800 people. The data in a LSOA is made up of the sum, or aggregate, of the data in the Output Areas (OA) which make up that particular LSOA. There are normally between 4 and 6 OAs in one LSOA. Parishes tend to be made up of either one or more LSOAs.

OAs consist of approximately 125 households and have a population of approximately 300. Super Output Areas (SOAs) are built of OAs (typically 5) and so contain around 625 households or a mean population of 1500. OAs therefore vary greatly in size and shape between urban and rural regions, for example a single tower block may consist of more than one OA, whereas a large area of remote moorland may be covered by a single OA. There are currently two layers of SOA, with areas intermediate in size between 2001 Census Output Areas (OAs) and local authorities and each layer nesting inside the layer above. This offers a choice of scale for the collection and

¹

<http://www.neighbourhood.statistics.gov.uk/dissemination/Info.do?page=analysisandguidance/analysisarticles/indices-of-deprivation.htm>

[Oxford Consultants for Social Inclusion](#)

Rural economy analysis for LEPs · Indices of Deprivation 2010 launched · OCSI Data Packs save local information systems time and money ...

www.ocsi.co.uk

[ACRE](#)

A charity which supports sustainable rural community development and thus alleviates rural disadvantage in England. Includes information on current projects ...

www.acre.org.uk

[Office for National Statistics](#)

A government website providing information about the statistics published by the OFFICE FOR NATIONAL STATISTICS (ONS), including methodology, quality, ...

www.statistics.gov.uk/default.asp

[Data Observatory](#)

DATA OBSERVATORY logo. Latest News · Maps and Profiles · Links · Advanced Data · Contact; Glossary; Feedback · EAST RIDING of Yorkshire Council homepage.

www.goferinfo.com/dataobs/index.aspx

[HWRCC](#)

More local people, organisations and businesses can now get more involved in supporting rural communities to thrive through the HWRCC Membership Scheme ...

www.hwrcc.org.uk

[Indices of multiple deprivation: find the poorest places in ...](#)

29 Mar 2011 ... How deprived are different parts of ENGLAND? the INDICES OF MULTIPLE DEPRIVATION have the answer - see what the data says.

<http://www.guardian.co.uk/news/datablog/2011/mar/29/indices-multiple-deprivation-poverty-england>

[Yorkshire Rural](#)

The YORKSHIRE and The Humber RURAL Observatory was established and resourced by Government Office for YORKSHIRE and The Humber. As part of the Coalition ...

www.rural.yorkshirefutures.com

[Rural PROGRAMMES - INTRODUCTION](#)

There is now an opportunity for RURAL communities, organisations and ... EAST Riding of YORKSHIRE Council will fulfil this role for the Coast, Wolds, ...

www.ruralprogrammeseastyorkshire.co.uk

Blairism and the Countryside: The Legacy of Modernisation in Rural Policy, Ward, N. and Lowe, P. *Centre for Rural Economy Discussion Paper Series No. 14*, (2007)

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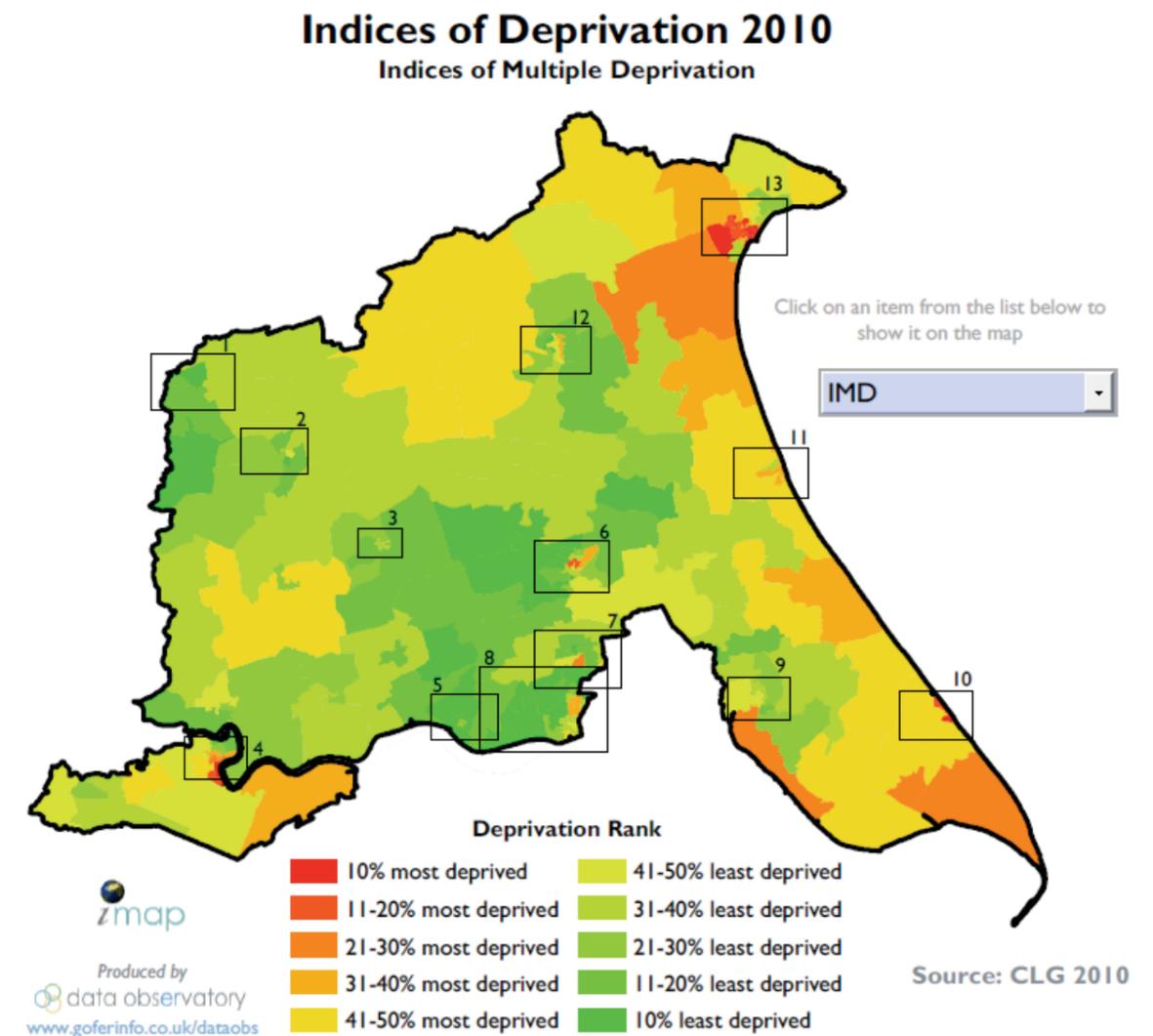
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publication of data, and allows for the release of local data. The two layers are the Lower Layer (LSOA) and the Middle Layer (MSOA).

With an IMD ranking system involving the 34,378 LSOAs it is possible for agencies and organisations to focus their services on those areas where the ranking is highest. This includes the targeting of Government interventions and funding. However, within rural East Riding there are few high rankings visible. It does not mean that there is no disadvantage within rural communities, only that in general the IMD does not find the disadvantage.



The chart shows that the only high ranking areas (when using the IMD) in the East Riding are in the towns.

CENSUS

Since 1801, every ten years the country has had census. It is the most complete source of information about the population that we have; it provides a benchmark and a snapshot of the "state of the nation" and is used for decision making and planning. Much of the data used today is based on the census that took place on 29th April 2001. A massive amount of information was collected in that census and over the past 10 years it has been added to and analysed as our methods and sources of data collection change. Technology has had a significant impact not just on how accessible the information now is, but also on the handling of large and complex data sets.

The latest census in March 2011 may well be the last ever to be based on old systems². The internet and the widespread use of email are potentially cheaper and more efficient ways of reaching the population. There are also questions about the timeliness of the current collection method, with the 2011 census results not expected for 12 months.

Although relied on extensively for decision making, the census has a number of grave failings. These include “skewed results” highlighted for example by the number of people in 2001 identifying their religion as “Jedi” (390,000), and the estimated figure of 3 million individuals who did not complete the form at all (approximately 5% of the population). The statisticians are fully aware of these limitations, and have attempted to factor in some of these variables.

The census information may well therefore “average out” across the country and so be representative. This is more likely to be the case in larger population areas, but the smaller the number of people within a particular geography, the more likely the figures to be inaccurate. In other words, rural communities may not be as accurately represented in the census data.

DATA OBSERVATORY

The East Riding of Yorkshire Council has developed a useful resource on the web called the data observatory, which contains data and information about the East Riding and its people. You can access data relating to demographics (population), households, deprivation, education and skills, economy and employment, housing and society. You can view data on a map or in a table. You can also read the latest news, look at reports, and participate in the discussions on the Bulletin Board. The site enables you to examine the data in almost any form, and from any angle you want, and is a versatile tool in understanding the make-up of the East Riding.

It forms part of the information base which is consolidated through a portal called gofer-info. Gofer-info.co.uk provides a gateway to data and information about the East Riding of Yorkshire. It has been developed by East Riding of Yorkshire Council to help you find information about your area. All the websites that form part of gofer-info.co.uk provide useful information for individuals and organisations interested in finding out about the local area and its people, society, services and environment. The websites you can access from the gofer-info.co.uk site contain information about different aspects of life and living in the East Riding of Yorkshire. The sites are:

Gofer: <http://www.eastriding.gov.uk/gis/index.html>

The Data Observatory: <http://www.goferinfo.com/dataobs/index.aspx>

Walking the Riding: <http://walkingtheriding.eastriding.gov.uk>

My East Riding:
[https://www.eastriding.gov.uk/cats/cats_web_login.asp?frame=1&appid=3&method=Q&appvars=method*0\\$](https://www.eastriding.gov.uk/cats/cats_web_login.asp?frame=1&appid=3&method=Q&appvars=method*0$)

and of course the core council website: <http://www.eastriding.gov.uk>

Collectively this forms a very powerful information base which is used extensively by decision makers and the local population. It is comprehensive, and it presents the information from a local authority perspective.

Within this and supported by East Riding Voluntary Action Services (ERVAS), is also the PRIME directory, and the Home Services Directory which is supported by Age UK (East Riding). The former provides a geo-location facility to identify a range of services/activities that take place in a particular location within a specific radius; the latter provides a directory of local traders who comply with all the rules and regulations which apply to their business, who operate in a fair and honest way, and who offer high standards of workmanship and customer care.

² In an interview with the One Show on March 8th 2011, Prime Minister David Cameron himself recognised that this year's census could be the last.

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IDEAS TO EXPLORE

- Can voluntary organisations add value to the quality of service delivery rather than replace existing service delivery?
- Can alternative analysis address deployment needs?
- Can becoming more sophisticated in measuring rural need improve and target delivery more effectively?
- Is there a need to re-assess what are the important measures for rural communities in the East Riding?
- How can we best continue the important voluntary work carried out in rural communities?

Within the East Riding, data is not in short supply. The data is both of high quality and broad in its scope. The challenge is how to integrate the many different aspects for relevant decision making. With all the information being in the public domain, it is simply a question of pulling together different strands for analysis. The challenge in complex rural communities is knowing which strands to pull together.

OTHER DATA SOURCES

Many different organisations and businesses collect data relating to their own segment of the market. Some of these sources might be able to contribute to creating a more complete picture of the East Riding. An example of this would be the data sets and qualitative information held by Humber and Wolds Rural Community Council which could complement existing data and make decision making and resource allocation more effective.

VALUE AND CHALLENGES IN DATA

OCSI highlights the value of data:

- Targeting regeneration programmes: Including the Neighbourhood Renewal Fund (NRF), Single Regeneration Budget (SRB), Neighbourhood Management, and programmes to increase enterprise in disadvantaged areas. In addition, the 2000 Spending Review funding for all domestic regeneration programmes used the IMD (e.g. in 2002-03 £430 million of the £2.55 billion single pot budget to RDAs was allocated based upon the IMD)
- Sure Start and Children's Centres: The location of the initial waves of Sure Start centres were based on the most deprived areas according to the IMD, as was funding for the Neighbourhood Nurseries Initiative and other programmes aimed at supporting vulnerable children and families
- Many of the National Lottery grants are explicitly targeted at the most deprived areas based on the IMD, as are other funds e.g. Bill and Melissa Gates Foundation gifts for the provision of information technology learning centres.
- Stamp duty on property and land transactions were reduced in deprived areas, based on the IMD.

The Commission for Rural Communities³ produced a *State of the Countryside* report annually which aimed to raise the profile of rural issues, to develop understanding of the rural dimension and to generate and influence debate about the challenges and choices ahead⁴. It supplements the general report with specific updates. In general it used the updated ONS (Office of National Statistics) data.

These are just a few examples of how data is used to help make decisions and write reports, to allocate resources, and to influence the big picture.

However, the data that is used is not perfect and has been subjected to a number of statistical manipulations. These include for example imputation, and probabilistic rounding.

Imputation is defined as a procedure for entering a value for a specific data item where the response is missing or unusable. In other words, if a census form was not completed, or the scanning process was faulty, the ONS used a complex process of filling in the missing data based primarily on record similarity.

Probabilistic rounding is one technique which is used to try and address the risk of disclosure when dealing with data from small geographic areas. Simply put, the level of information collected means that in particular in sparse areas, there is a possibility that an individual or household can be identified. Aggregating data avoids this, but measures have to be taken to make it impossible (or very difficult) to identify individuals. A number of different techniques were used in the 2001 Census⁵.

³ <http://www.defra.gov.uk/crc/>

⁴ In June 2010, the Secretary of State announced that the CRC was to be abolished and that DEFRA's internal rural policy capacity was to be expanded to create a Rural Communities Policy Unit (RCPU). From the 1 April 2011, the CRC will carry out its statutory functions of Advice, Advocacy and Watchdog activity and has agreed that it will continue to act as a critical friend to DEFRA.

⁵ <http://www.statistics.gov.uk/census2001/discloseprotect.asp>

The 2001 Census, as with any census, had a degree of accuracy overall and within it there were a number of variations.

The ONS acknowledged that:

“... at a national level the overall error will be smaller than the error associated with a local authority that has a low response rate or an area that has a diverse population. However, sample sizes do vary between local authorities and age-sex groups and therefore some error levels may be smaller or larger than expected.”

Having considered the origin and method of data collection and its subsequent manipulation, one might assume that all decisions based on it would be risky. However, using this data is better than not having any data, or using older data.

The 2011 Census will also be flawed, but it will be more current. The conclusion that one might draw is that the data is not without a margin of error, but helps support a decision. The implication therefore is that any decision based on the data may need to acknowledge that vulnerability.

However, as data becomes more prevalent and accessible, perhaps we should consider a more complex methodology for decision making and resource allocation which combines multiple sources of information to enable considered decision making. At a local level one might argue that this should include local knowledge, as it can complement the census data contributing to its relevance and possible accuracy.

MAPPING

As a visual tool, mapping information allows the mind to assimilate information differently from when presented with figures. The overlay of resources, activity and IMD data enable a different approach to tackling issues when compared to looking at a table or graph of data. When looked at in detail, spatial awareness of a particular situation can support decision making, and enable lateral thinking to tackle issues differently. The ability to overlay different types of information on a single map can show a range of crossovers or spatial correlations (for example) which would be hard to see if being presented with raw data.

Simple mapping is characterised by overlaying a single or similar data sets on a geographic area. The ability to overlay more complex data from more sources is becoming technically easier and the ability to drill down to small areas is also now possible. Google maps⁶ and Streets, the incorporation of the new Open Government Licence into Ordnance Survey data⁷, together with services such as 192.com⁸, which consolidate information from the electoral records, companies house and the phone book, mean that it is possible to construct complex and detailed maps involving wide ranging information to support decision making.

Although the construction of these new maps may be complex, they make the interpretation of data considerably simpler. Rather than relying on an analyst to present a set of figures, we can now get a “picture” of how things are.

This visualisation of information can contribute to the way issues in rural communities are tackled. Data from different services, voluntary groups and businesses may all impact on how more limited resources can be allocated. For example, a business in a rural location may be a useful focal point for service delivery, or the proximity (and regularity) of a bus route may impact on the timing and locating of a particular service.

⁶ <http://maps.google.co.uk/>

⁷ <http://www.ordnancesurvey.co.uk/oswebsite/products/os-opendata.html>

⁸ <http://www.192.com/>

HOW TO WORK TO BEST EFFECT

No one is quite sure how to address the issue of best practice in a cost cutting environment, but everyone wants to work this way. There are so many variables involved that it is inevitable that individuals will have their situations changed and services will be dropped. The reduction in non-essential services is where the voluntary sector gets hit hardest, as the support of those voluntary activities is not seen to directly relate to statutory essential provision. However, one might argue that such decisions tend to be based on ONS data which may not be relevant to current conditions in the 21st century. Using current information may miss the value of the voluntary activity.

The suggestion therefore is that a more proactive approach to decision making, where alternative data is collected and analysed (rather than just a consultation offer), may bring better long term value for service delivery. The implication here is that maybe supporting a voluntary activity may have a greater impact on delivery than putting the same money into direct delivery. This is particularly true in rural communities where service delivery costs are significantly higher.

THE DILEMMA OF RURAL DELIVERY

One can argue that if there is a service requirement for an individual, the potential of receiving that service should be the same for a person living in a town as it is for the person living in a rural community. The aim is to provide an equal service to all who fit certain criteria, but the delivery of that service is not equal. This means that living in an urban environment tends to provide people with an advantage in accessing services purely by the opportunity they have and by the allocation of resources to that community. Conversely people living in a rural community are disadvantaged. The circumstances which define their need for services may be exactly the same as those in the town, but the service is only available if they travel to that town.

NOVEL APPROACHES TO ADDRESSING NEED

Resources and funding are no longer so readily available to provide the solution to needs. New ways of assessing need, of drilling down to an individual's requirements, and of applying relevant delivery solutions can be explored. Working with different types of agencies, trusting the good intentions of other agencies, and considering other information sources may open other avenues for delivery. Part of this should include the use of local knowledge and skills.

CONCLUSIONS

- Mainstream data does not appear to identify any deprivation in rural East Riding other than distance to services.
- The East Riding is not badly off statistically in comparison to the rest of the country, but within it there is evidence to show that the range of its issues is perhaps greater than the statistics show.
- Population density in parts of the East Riding is some of the lowest in England.
- The way existing data is used suits the decision making process.
- Utilising complementary information can help understand rural issues better
- Consideration of alternative analysis may alter the decisions that are made.
- The needs within each rural community may be different, and may require different approaches to meet them.
- There is a huge amount of grass roots voluntary activity within the East Riding which goes largely unseen.
- The current economic climate can be seen as an opportunity to work differently and fully embrace concepts such as Localism and the Big Society, by building on existing activities such as community led planning and voluntary activity, which are embedded in rural communities. Agencies such as HWRCC are at the forefront in understanding, supporting, and developing these communities.

VOLUNTARY AND COMMUNITY SECTOR

Voluntary and Community activity works best when it is locally, and issue, driven. Individual enthusiasm is critical for sustaining the activity, but this does not mean that the activity can be translated into replacement provision for statutory services. It is suggested that it should be seen as complementary, and as a way of easing that provision. This is particularly so in rural communities where otherwise any service provision would be impossible.

There has been much emphasis placed on the idea that social enterprise businesses are a solution to many of the service delivery issues facing the public sector. They are not.

The delivery of any service requires a set of standards and processes which are consistent, irrespective of who provides it. Current provision may be heavy with systems and management, some of which may be redundant, but this does not mean that the solution is to create a new delivery system.

The voluntary sector on the other hand tends to be bereft of systems and management which makes it appear attractive (cheap). However, the minute money, measurement and standards start to be imposed, the voluntary activity loses its flavour, alienates its workforce (volunteers) and can implode (becomes as costly as that it was replacing). This is not true for all organisations, but can generally be applied to those operating at a really local level.

However, this does not mean that there is no future for voluntary activity in addressing disadvantage in rural communities. What it means is that local people should be respected for their activity, and that relationships should be developed to understand how that activity can complement service delivery.

A good example of voluntary activity having a positive impact on services is through car sharing. The idea of bringing people to a service centre when public transport has been cut reduces its value and the use of the services on offer. If for example a GP practice within the service centre was able to analyse some of its patient data, it might be possible to arrange appointments so that people from the same area are grouped, potentially enabling transport sharing. Such analysis might actually identify that it would be effective to take a GP to a community on a regular basis to provide services to that grouping. Setting up in a village hall once a month could provide (modest) income for the hall and might enable the engagement of the local committee to promote the service amongst local residents.

So, it is suggested that voluntary activity should not be changed, it should be supported, respected, and integrated into other provision to enhance and improve rural life. This is much harder to measure as it is an indirect intervention, but our systems need the sophistication to move in this direction.

PUBLIC SECTOR

There is much uncertainty as to how the public sector will manage the reductions in its budgets. Traditionally, this includes the cutting of non essential services and the use of redundancy. Between 1997 and 2008 the number of public sector employees increased by 11.4% with the private sector increasing by 11.5%³⁷. In the same period, public spending increased by an average of 4.6% per year and delivery became less effective³⁸. There have been no overall cuts in public spending since 1996-1997. This means that there are few if any senior managers in post who have had to manage cuts of this scale before (they may have been involved 15 years ago, but it is unlikely that they had the same level of seniority).

Skilful and prudent management in the East Riding has minimised the impact of budget reductions so far.

The challenge in the long term is to how best to support the inevitable cutting process, by making the decisions which will improve efficiency, and have the least impact on the communities being served. The nature of our society, the increase in monitoring, the enhanced access to information, and our working practices (partnerships etc) have radically changed, and so the approach to cost saving should also radically change.

³⁷ National Statistician response (2008) to Parliamentary Question concerning the number of new additional jobs created since 1997: <http://conservativehome.blogs.com/parliament/2008/12/francis-maude-s.html>

³⁸ Public Spending Under Labour, 2010 Election Briefing Note No. 5 (IFS BN92): <http://www.ifs.org.uk/bns/bn92.pdf>

WHAT DO MEASUREMENTS SHOW

QUANTITIES OF WHAT

The basis of much decision making has been the 2001 Census with the extras being added over time. How relevant those measures are in the 21st Century is a matter for debate, as is the use of a standard set of measures to cover the whole of England. Even the government is now looking at other indicators such as “how happy are you today” which suggests that there are some gaps in the understanding and relevance of some of the existing measures.

We have also seen how the data is given weightings, normalised and adjusted to make sure that individuals cannot be identified. The information is then used as the basis for policy decision making and resource allocation. However, over the past 10 (plus) years we have seen a growth in the economic/wealth gap between the North and the South of England, as well as an increase in the gap between rich and poor.

These inequality growths are often analysed, producing a range of theories, but many tend to be based on the existing measurement system, with particular reference to the IMD. It is not often suggested however, that the measurement system itself should be scrutinised, not just for what information it provides, but also for its accepted use as a tool which one could argue has contributed to the widening of those wealth gaps and social inequality.

One must however continually refer back to the notion that this is the best set of measures we as a society have. The question is; “how reliable are the tools we have to support us making the right decisions?” Is this an opportunity to propose new indicators and ways of measuring?

CONTEXT

Within rural communities housing and access to services are one of the stronger domains within the IMD (2007). However, they only have a weighting of 9.3% compared to income and employment deprivation which have a weighting of 22.5%. One might suggest therefore that, over the country, the impact of housing and access to services is less important than income and employment.

This does not necessarily apply to rural communities, where issues such as distance to services may be the most important. In particular, this domain tends to reflect distance travelled to work as well (hence impacting on employment) which might in turn reflect on hours worked (higher in rural communities) Does this suggest that the current measures don't actually measure or give true value to the reality of living in a rural community?

Working longer hours, spending more on travel, isolation and less dependence on state intervention might be measures which are more relevant to rural communities.

Housing is another very important measure within rural communities. Often it has been looked at in terms of the standard of housing (compared to urban properties) and the amount of affordable housing available. Perhaps of relevance, as a new or complementary measure, is the proportion of second homes within a community or the proportion of people working within a locality.

The latest inclusion measure of particular relevance to rural communities is access to digital services, including Freeview, mobile telephony or broadband.

RELEVANCE

The problem with any measure is that it is introduced with a particular motive, to resolve or understand a circumstance. This then requires interpretation. Motive and interpretation are subjective, and so might be classed as political. The implication here is that the measure is only as good as what it is used for and by whom, as different agencies and bodies will have different purposes.

Similarly, individual communities will have differing ideas about the relevance and interpretation of particular measures. For a rural community with a high retired population access to services may have more significance than employment.

The changing times have also led us to consider different measures, such as digital access. In the future it is conceivable to suggest that distance from a renewable energy source becomes a significant measure of deprivation.

Perhaps one has to acknowledge that different people in different communities will attach different relevance to different measures. These differences may not be considered by the decision and policy makers who will not have the same perspective or motivations.

Overall, the implication is that when considering a rural community one has to look at it individually as each community, (albeit the same in size) may have a totally different set of interpreted measures.

NEW MEASURES

The world has been radically altered by technology in the last 100 years, and the pace of change appears to be accelerating. The internet and digital processing have enabled technologies previously thought unreachable to become commodity items (such as the mobile phone and satellite communications). DNA mapping techniques have produced massive changes in our understanding of health and life expectancy has increased at a rapid rate in the past 25 years.

In the western world, measuring, monitoring and evaluating have become part of everyday life, with large quantities of data being captured in all sectors. Supermarkets probably know more about our lifestyles than our GPs. .

Although this is a “tongue in cheek” question, it introduces the challenge that maybe the quality and nature of data is changing as rapidly as our society, so we have to consider the measures in different ways. Maybe it is now possible to capture more accurate local data and this should also be used as a measurement tool (broadband being a simple example⁹).

The East Riding Data Observatory holds a wealth of different data which can form a starting point for putting measures together. However, the internet now gives us all the tools to identify other measures which may exist for any individual community.

It is suggested that by sourcing new measures, considering which measures to choose in the context of a specific rural community, and combining multiple measures that are realistic and usable, knowledge can now be obtained to help decision making.

THE EAST RIDING OF YORKSHIRE

GEOGRAPHY

The East Riding covers 930 square miles and makes up around 17% of the whole of the Yorkshire region. The Rural East Riding falls broadly into three distinct types of area - the coastal strip, the Wolds and the hinterlands of the major urban areas of Hull and York.

The coastal strip, which stretches for about forty miles, includes the coastal resorts of Bridlington, Hornsea and Withernsea as well as several villages which are threatened by coastal erosion.

The Wolds stretch in an arc from Flamborough Head to the River Humber through the centre of the East Riding of Yorkshire. The market towns of Driffield, Pocklington and Market Weighton flank the Yorkshire Wolds and service the many villages in the area. Like the coastal strip, parts of the Wolds are peripheral in



Broadband ready telephone exchanges in the East Riding

⁹ http://www.samknows.com/broadband/exchange_mapping

property value has impacted on wealth. We are now faced with another change in the relevance of property value, and it is possible to argue that the value of your property is not a reflection of how well off you are; indeed it could be argued that the size of your mortgage and your ability to pay it is a more acute measure of wealth for example.

So, there are different aspects of peoples' lives that have been measured, based initially on ideas developed in 2001. The past 10 years have seen a massive growth in the digital society and the use of data. Ranking has become embedded in our mind sets, and is used by the media as a simple tool for dramatising a particular situation (education, health, crime etc.).

Society (and the media) constantly changes the importance of the conditions that we have been measuring and will continue to do so. The new ways things are done (electronic money transfer for example) change the role and importance of different services (the need to bank your pension for example), and so alter the relevance and importance of a particular service (distance from a post office for example). This is too simple. We now have the tools to consider the relevance of a service (such as a post office) in the context of wider issues by examining total impact and the influence of other factors (such as local pub and shop closure, removal of a communication centre, removal of other services locally). This more holistic form of data analysis requires multiple agencies to work together with local communities to achieve a better value outcome (the objective of the Localism Bill and the Big Society?).

Are we now in a position to move to a more sophisticated interpretation of data based on combining different sets of information and giving them a local context?

RURILITY MEASURES INCORPORATING COMMUNITY ACTIVITY

As resources become scarcer, it is inevitable that those areas with low populations and particularly those areas with low population densities, will be the areas where resources and services will be cut irrespective of the measurement systems used. It is not economic to deliver general services to those areas. However, this does not mean that services have to be removed from the area, they just need to be more focussed. That focussing requires more information which may be easier to identify if other sources of local knowledge are considered. This is where community activity becomes important. For example, a monthly “pensioners’ lunch” in a village hall may be the perfect opportunity to regularly monitor the health and welfare of older people within a community. It might be more cost effective to make a contribution to that activity in return for a report or checklist of who did not attend for health reasons (for example), rather than send a community nurse or health visitor to check on every older person.

As important as the measurements are, it is important to recognise that, in rural communities, it is often the community activity that addresses the disadvantage in that area, and that this activity is going to become more important in maintaining the quality of life in these communities.

NEW WAYS OF WORKING – LOCAL APPROACHES

WHO DELIVERS THE SERVICES

There has been much discussion about the opening up of service delivery to more and different types of agencies. Perhaps the point is that it should not matter who the services are delivered by, only that they fulfil the actual needs of individuals and communities, and are at the correct standard.

This implies that there is a need for versatile and timely delivery of services which provide satisfaction. The challenge is to marry that end user satisfaction standard with the service delivery standard which tends to be imposed at a regional or national level, and does not take into consideration local variables.

voluntary activity, if it is done at the expense of maintaining (and sustaining) existing activity. For example, the community champions fund might have helped start some voluntary activity in a variety of communities, but the funding used might have been better placed supporting existing small groups who were having grants cut.

NEW WAYS OF LOOKING

THE IMPORTANCE OF CONTEXTUALISING DATA TO RURAL DEMOGRAPHICS

However one looks at the data, the indices or the actual activity on the ground, what happens in rural communities is different to what happens in urban communities. Rural communities look after themselves more, out of necessity. People living in rural areas in the main accept that services are further away, are willing to spend more time travelling, and are strongly independent. They also work at a pace suited to their lifestyle (which may mean very early starts and less night time activity for example). They in general are less used to being 'herded' and categorised and having things 'done to them'. Consequently, when collecting information about rural communities, it is much harder to consolidate it with that collected from an urban community, because the circumstances which define that information are so different. For example, higher income may be connected to a larger more valuable property, with land, in a rural community (but the property may be falling down and have no central heating), compared with a lower income in an urban environment connected to a brand new social housing property. Who is measured as more deprived?

POPULATION DENSITY MEASUREMENT

The density of the population in a particular measurement area impacts on the meaning of the data. In the East Riding it is possible to look at areas the size of Hull with tiny populations (for example the parishes of Sunk Island and Warter cover the same area as Hull, but only house 388 people!) which have very different IMD rankings (there is an 8% difference in their ranking, but both fall in the top 50%).

With such a small number of people, in such a large area, can any system of ranking have meaning? At this level, one can argue that it is about knowing individual circumstances, having local knowledge, and having a mechanism which picks up the priority issues, because the data will not pick it up.

The challenge here is to consider the relevance of data in very low population density areas. Is it that the disadvantage is so small, and the geography so large that it isn't being measured realistically? That does not mean that it does not necessarily exist. In fact, one could argue that the isolation factor is so high, there is a much greater danger of individual cases of disadvantage being missed.

The examples given here are only part of a much larger raft of low population density areas in the East Riding which share another characteristic which creates a barrier to measurement standards. They are all very different in their makeup. Many local communities now have their own websites (voluntarily run, for example there are at least 3 websites about Skeffling which has a population of 129), and are full of activity (for example, Swanland where there are at least 18 voluntary organisations and a population of 3747). Others are content to remain hidden gems (such as Londesborough, Hayton and Burnby).

So, collecting and finding information about the precise nature of a community can be tricky and inconsistent.

CHALLENGING THE MEASURES AND THEIR RELEVANCE

It is possible to pick up virtually any set of figures and give them an alternative interpretation. It is possible to drill down into figures and see if they show you more. However, the information one is looking at has to be fit for purpose, and relevant to the job in hand.

The measures used for the past ten years have been laudably manipulated and teased into relevance for the whole of England, even though the nature of the country and its culture has changed radically over the period. Society has become more global, and economic difference more polarised. The North/South divide has moved South, and

relation to major transport networks and population centres, and suffer from remoteness and isolation.

The cities of Hull, York and Doncaster are particularly characterised by dormitory villages, closely linked economically to the urban areas. The traditional aspects and functions of village life are disappearing more quickly in these communities, and the scale and design of new development is sometimes an issue, along with local housing need.

Much of the land is in agricultural use; there is a lot of top quality farmland classed as Grades 1, 2 & 3a¹⁰, most notably around Goole, in southern Holderness and in the Wolds. The percentage of Grades 1 & 2 in the East Riding of Yorkshire is around 47.5% compared to 16.1% for England. Farming is mainly arable, but pigs and horticulture are also important.

POPULATION

The East Riding has a rising population of around 330,878, which has grown by over 7% since the 1991 census. Overall it has a low population density of 1.3 persons per hectare, compared to the national average of 6.4 people per hectare. Most of the area is rural, supported by the main towns of Beverley, Goole and Bridlington and a total of 171 hamlets and villages. Only seven settlements have populations of over 10,000.

The population density, however, is an average very much skewed by these towns, making some of the rural areas very sparsely populated. Additionally the population is ageing, and young people are migrating away from the rural communities.

PARISHES AND DISTRICTS

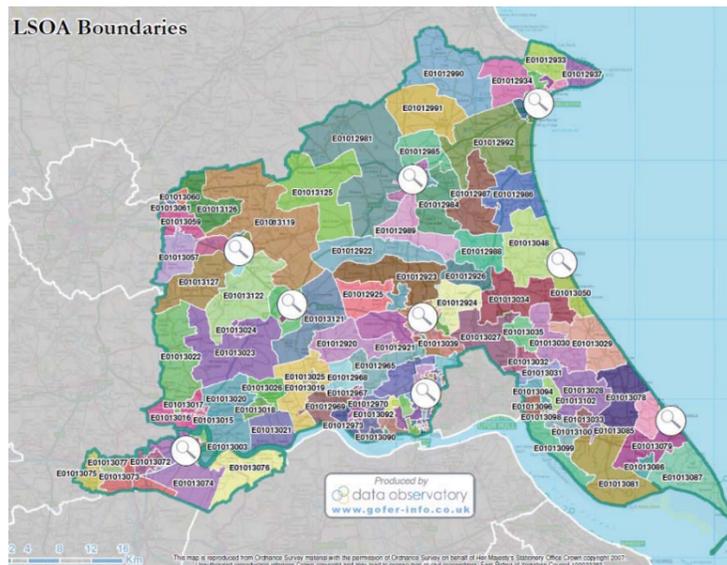
There are 172 parishes in the East Riding, broken down into around 209 LSOAs which in turn are made up of 1080 output areas. This means that many of the parishes in the East Riding are made up of a single LSOA, and indeed some parishes are made up of smaller units, down to a single OA.

Within the LSOAs there are 80 instances (domains) of deprivation at LSOA level falling in the 10% of the most deprived in England. These are the individual indicators rather than the aggregated IMD figures. When aggregated, only 9 LSOAs (falling into that 10%) are highlighted. This hides the 80 individual instances of "domain deprivation" in that 10% ranking.

It is now possible to look at the individual domain deprivations in each of the output areas which enable the targeting of specific interventions far more effectively.



¹⁰ <http://naturalengland.etraderstores.com/naturalenglandshop/product.aspx?ProductID=88ff926a-3177-4090-aecb-00e6c9030b29>



The previous two maps demonstrate some of the difficulties when working with differing areas on which data is based. For example, the parish of Flamborough is reflected as a single LSOA, whereas the parishes of Sunk Island, Patrington, Ottringham and Keyingham all appear to be within one LSOA.

Only 16 of the parishes have a population of 5000 or more, and only 25 parishes have a population greater than 3000. Aggregated, these amount to 234409 people¹¹ or 70% of the population of the East Riding.

It is therefore possible to break the East Riding into three discreet population groupings, demonstrating a different approach to the demographic analysis which highlights the significance (by population) of a highly rural community separate to the rural and “urban” communities. This will be explained in the maps and stats section.

Making decisions based on the data created by the use of LSOAs instead of more familiar parishes and wards, create challenges. The use of LSOAs enables a national comparative system (for example, LSOAs falling in the bottom 10% nationally), and is the basis for much public sector resource allocation, but it does not take into consideration how any area actually works and is administered. This is exacerbated in rural communities, where population density may be so low that the allocation of resources is impractical.

HWRCC

Humber and Wolds Rural Community Council (HWRCC) has operated as an independent charity in the Humber sub-region for around 36 years, supporting and developing rural communities, so they can influence their own futures and secure a range of community facilities and services. It works on the ground within rural communities and strategically at local and regional levels. Nationally it operates with the rural community partnership body; Action with Communities in Rural England (ACRE).

HWRCC has very specific knowledge and experience of working in the East Riding at all levels. These include working at below parish level, understanding who the key players, are and how things actually get done (or where the barriers are). Much of this information takes the form of personal knowledge which defines the *nuance* of a community, and is not part of any data set. However, activity is recorded and so provides an alternative evidence base on rural communities, missed by traditional data measurement. The majority of its contact work is with organisations many of which are either totally voluntary, or use volunteers.

Additionally, it works with all relevant partnerships in the area, and so has a strategic perspective on the wider rural community. HWRCC is therefore uniquely positioned within the sub-region to provide authoritative knowledge and insight into a wide range of aspects and issues relating to rural living, disadvantage and voluntary activity.

¹¹ 2007 population estimates

Future developments will be even more dependent on the different parties (i.e. neighbourhood communities and local authorities) understanding and trusting each other more.

In rural communities, as previously discussed, the notion of voluntary activity is often integrated into the well being of the neighbourhood, with people coming together to help each other. One could argue that this gives these communities a head start in practising the principles of localism, as they already work in this way.

Local authorities need to be aware of how their rural communities currently work and how local people manage, must fully engage the volunteers and also support a mechanism of arbitration to pre-empt possible conflict as the localism bill is implemented.

BIG SOCIETY

The current prime minister has promoted a vision of a more socially active country in which citizens would step up and take over control of functions and activities of local interest such as schools, pubs and community centres: the “Big Society”.

“Only when people and communities are given more power and take more responsibility can we achieve fairness and opportunity for all.”³³

This translates into proposed policies which are designed to:

- Give communities more powers
- Encourage people to take an active role in their communities
- Transfer power from central to local government
- Support co-ops, mutuals, charities and social enterprises
- Publish government data

Again this has gone through consultation³⁴ and has in part been subsumed into the Localism Bill. However, the Big Society is more than the Localism Bill.

ACRE believes that Community Led Planning (CLP)³⁵ can build the ‘Big Society’. With so many people coming together and volunteering their time and energy to help shape the future of their community, this approach to community empowerment is generating a stronger, more sustainable society that is less reliant on the state to get things done. However, it can only work if new barriers aren’t introduced (using existing systems such as parish councils), if local authorities work with rural stakeholders, and service delivery is negotiated with *individual* communities. In addition, consideration must be given to the way an individual rural community works in practice and the need for any local delivery to be both holistic and sustainable.³⁶

The very nature of rural communities and the voluntary activity therein, is at the heart of much of Big Society thinking. Again, it is important to ensure that this approach isn’t manipulated and muddled to produce a ‘one size fits all’ model which identifies the needs and working processes of urban neighbourhoods and then tries to ‘shoe-horn’ the model into rural communities.

In a competitive funding environment, how does one recognise the value of existing voluntary activity in a rural community compared with the perceived need for new activity? One must be wary of kick starting new

³³ <http://www.cabinetoffice.gov.uk/sites/default/files/resources/building-big-society.pdf>

³⁴ <http://www.parliament.uk/documents/commons-committees/public-administration/Big%20Society%20and%20Q%20paper.pdf>

³⁵ <http://www.acre.org.uk/our-work/community-led-planning>

³⁶ <http://www.ruralsussex.org.uk/assets/assets/AirSAnnualConference2010SylviaBrownACRE.pdf>

LOCALISM

The Localism Bill is going through parliament in 2011 and centres round the devolution of greater powers to councils and neighbourhoods, giving local communities more control over housing and planning decisions. The key areas focus on³² :

The provisions relating to councils:

- giving councils a general power of competence
- allowing councils to choose to return to the committee system of governance and allowing for referenda for elected mayors in certain authorities
- abolishing the Standards Board regime and the model code of conduct, and introducing local accountability and a criminal offence of deliberate failure to declare a personal interest in a matter
- giving residents the power to instigate local referendums on any local issue and the power to veto excessive council tax increases
- allowing councils more discretion over business rate relief
- providing new powers to help save local facilities and services threatened with closure, and giving voluntary and community groups the right to challenge local authorities over their services.

Housing provisions:

- abolish the requirement to have a Home Improvement Pack
- reform the Housing Revenue Account system
- provide for a new form of flexible tenure for social housing tenants
- allow local authorities to discharge their duties to homeless people by using private rented accommodation
- give local authorities the power to limit who can apply for social housing within their areas
- abolish the Tenant Services Authority and provides for a transfer of functions to the Homes and Communities Agency
- amend the way in which a social tenant can make a complaint about their landlord
- improve the ability of social tenants to move to different areas.

Planning and regeneration provisions:

- abolish Regional Spatial Strategies
- abolish the Infrastructure Planning Commission and return to a position where the Secretary of State takes the final decision on major infrastructure proposals of national importance
- amend the Community Infrastructure Levy, which allows councils to charge developers to pay for infrastructure. Some of the revenue will be available for the local community
- provide for neighbourhood plans, which would be approved if they received 50% of the votes cast in a referendum
- provide for neighbourhood development orders to allow communities to approve development without requiring normal planning consent
- give new housing and regeneration powers to the Greater London Authority, while abolishing the London Development Agency.

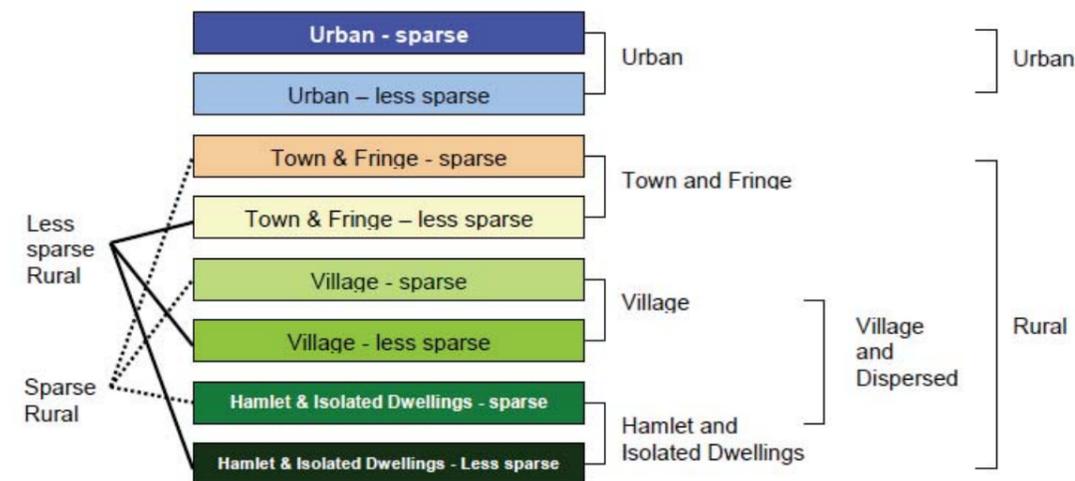
Concerns have been expressed about the practicalities and cost of implementing this Bill. Overall, its tenor of neighbourhood, giving voluntary groups the right to challenge (and run) services, and accountability, suggests opportunity for the voluntary sector. The idea of neighbourhood plans and neighbourhood development orders provides an opportunity for the voluntary sector to develop. Politically and practically one might suggest that strong relationships between the voluntary sector and local authorities become essential to keep our communities thriving.

³² The summary of the bill: <http://services.parliament.uk/bills/2010-11/localism.html>

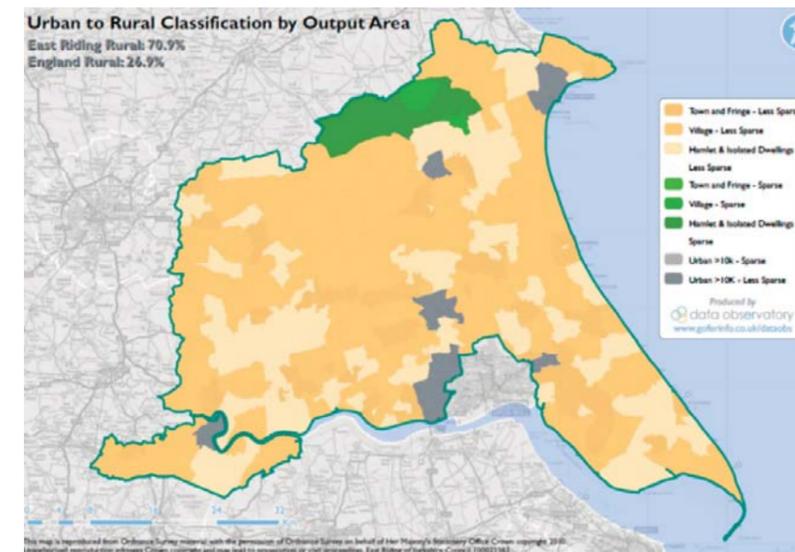
DEFINITIONS

The Rural/Urban Definition, an official National Statistic introduced in 2004, defines the rurality of very small census based geographies. Census Output Areas forming settlements with populations of over 10,000 are urban, while the remainder are defined as one of three rural types: town and fringe, village or hamlet and dispersed. The Definition also applies to Wards and Super Output Areas. The methodology applied involves looking at the number of residences per hectare, relating it to census output area data, and then contextualising the data against a number of parameters to reflect sparsity.¹²

What has resulted is the following definition¹³:



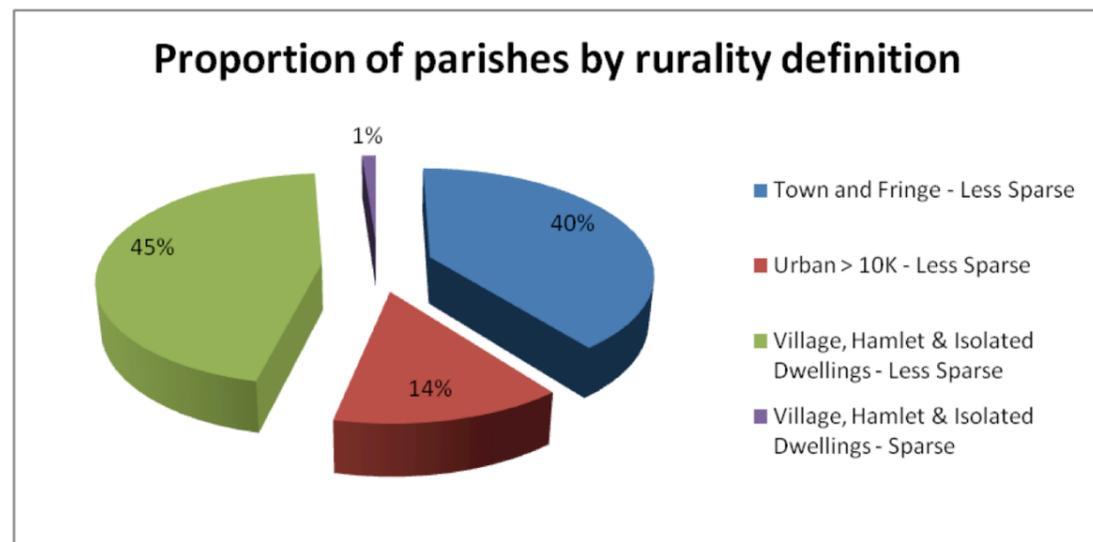
On this basis, 52.1% of the East Riding is rural but only a tiny proportion is defined as “rural sparse”.



¹² Developing a New Classification of Urban and Rural Areas for Policy Purposes . the Methodology, Peter Bibby and John Shepherd, 2002

¹³ Rural and Urban Statistics in England: Guidance Notes, DEFRA

The following chart shows the East Riding parishes classified by this definition. Not all parishes have been identified as a single LSOA may include more than one parish and vice versa. As can be seen, only one parish (Kilham) in the whole East Riding falls into the "sparse" category.¹⁴



Because of the roughly equal mix between rural and urban (the East Riding is defined as a Rural 50 Local Authority District), it could be argued that decision making is even harder, as the definitions present an approximately equal number of people living in rural and urban communities. However, the East Riding appears to be the largest (by area) of the Rural 50 LADs which might suggest that it has a much harder and more costly job to deliver services than districts that have less ground to cover.

RURAL PROOFING

Rural proofing is a process used to ensure that policies meet the needs of people who live in rural areas whose circumstances differ from those living in urban areas

It is a commitment by the Government to ensure that all its domestic policies take account of rural circumstances and needs (Rural White Paper, 2001). It is a mandatory part of the policy making process, which means that, as policies are developed, policy makers should systematically:

- consider whether their policy is likely to have a different impact in rural areas, because of particular rural circumstances or needs;
- make a proper assessment of those impacts, if they are likely to be significant;
- adjust the policy, where appropriate, with solutions to meet rural needs and circumstances.

Rural proofing applies to all policies, programmes and initiatives, at both the design and delivery stages.

However, it is not exclusive to use by government and, although accepted as good practice by the majority of organisations and agencies working within rural communities, it is not mandatory and there has been little monitoring of its use. One of the outcomes of the Rural Delivery Pathfinder programme was recognition, that rural proofing techniques had limitations, and that the guidance was not readily understood by many service managers.

As a process it basically asks a set of questions and poses challenges to ensure that the activity being undertaken addresses the needs of rural communities. One of the principal issues with this approach is that there are many variations in the needs of rural communities, and addressing them all individually is impossible. Apart from knowing what the issues are, there is also a need to consider how the rural communities are defined in the first place.

¹⁴ See Appendix for full chart of rural definitions for each parish in the East Riding.

It is a simple truth that (within reason) the more responsibility you give a person, the more responsible they become. All you need to do is give them the skills and the confidence to do the job.

This level of support is, by definition, peripatetic and wide ranging. Signposting offers an alternative, but often the action is required immediately. Having a team of workers providing that support is part of the work of HWRCC which needs to be encouraged and funded.

Rural community support can be defined by the Rural SMART acronym:

- Specific
- Meaningful
- Action-orientated
- Relevant
- Timely

PUBLIC SECTOR

DEFINING CHARACTERISTICS

The public sector can be defined as a group of businesses and industries which are owned (and controlled) by the state, primarily concerned with health, welfare and education. The function is one of the public administration of resources to deliver a range of services either laid down by law, necessity or will within the political and financial framework of the state and the locality.

As such it tends to be a very important employer, sometimes a driver of growth, and may be the very foundation of the local economy. It often has to delicately balance the political agenda nationally against local needs, and normally has to work with less funds than are required for the job.

The new economic and political scene has reduced resources, making decisions harder and all the more critical. There is therefore a much greater need for good quality and relevant data on which to base decisions, and there is an opportunity to explore different ways of tackling issues.

Voluntary activity in these rural communities is harder to identify, harder to support, harder to compartmentalise or categorise (such as groups which only do one type of activity in one way) and very much harder to manage or steer. On the other hand they have local knowledge, tend to be self-sufficient and arguably have a stronger sense of community and purpose than their urban counterparts. It is this quality that needs to be recognised and harnessed to enhance service provision in those communities.

So, in rural communities one is faced with a multi-faceted view of voluntary activity:

- Local people by their character attempt to address their local needs
- In each area local needs are perceived differently
- The number of people in an area will have an impact on how much, and what, can be done
- What is seen as “deprivation” statistically may have no relevance or not be a driver in a rural community
- Rural communities are good at managing their own issues
- As a proportion of population, there are possibly more volunteers in rural communities than in urban communities³¹
- As a direct count, there are more groups in urban communities than in rural communities

No direct reference has been made to regeneration initiatives, although in some areas (including rural areas) this funding support has led to numerous partnerships which are often the driving or initiating force which draws down the funding. These partnerships tend to have a mix of people, many of whom are volunteering their time and come from the local community. Their engagement is critical to funding success (and often to delivery success) and this is in general recognised by the local authority which effectively performs a community engagement role in these circumstances. It is this kind of work in partnership with agencies such as HWRCC which can be seen as best practice in developing a cohesive, holistic, and imaginative approach to funding applications. New circumstances might mean that this approach is harder to resource. Nevertheless good practice should be maintained and supported; it is simply the imagination that will have to work harder!

ISSUES FOR THE VOLUNTARY SECTOR IN THE EAST RIDING

Through its various projects HWRCC has had direct contact with many of the people working/volunteering in rural communities. From them it is possible to draw out some of the issues relevant to them as a community and to identify some of the barriers affecting them and their activity. The overarching message is that the issues which affect each group and area are specific to that area and tend to be about improving the quality of life within a community. Many of the issues are integrated into the parish plans, and the community led planning approach re-enforces both the issues and the possible ways to tackle them.

The level of support required varies; it can be as simple as putting the right people in touch, or expressing a situation in a non-judgemental way. Sometimes it involves the establishment of a structure (constitution) – normally because money has become involved and may involve the provision of some skills not locally available (or training). Whatever the support, it is rarely required in an organised and timely manner, usually as a direct response to taking some action. Often the requirement is for practical support.

Coupled to the sporadic need for support, is the fact that volunteers, in general, are time limited. This means that they do not have the luxury of attending development courses and going through long winded procedures to get simple things done.

However, that people have considered their own needs and that there is a will to do something about them is part of the ethos of both the Big Society and community led planning, and so needs to be encouraged and supported. It must be done in context; support is provided to meet the needs of the group or area, not to meet the agenda of the service provider.

In practical terms, this means reducing paperwork (or passing the paperwork on to the provider), making people feel empowered and allowing them to address their issues. It has to be fast and sensitive and involves having confidence, trust and faith in the volunteers, rather than being negative and controlling. This is highlighted by the off-putting notion of Royal Wedding street parties having to receive council approval.

³¹ This has not been proven, but to have 5 parish councillors in a parish of 500 people creates a higher percentage than having 20 councillors in a parish of 5,000 people

Fundamental to rural proofing is a need to accept that individual rural communities have differing needs and demands which may each have to be addressed in a variety of different ways. To have this as the starting premise recognises the complexity and difficulty of service delivery in rural areas.

In a similar vein, coastal proofing as a concept and practice is now proposed. In exactly the same way that rural communities have specific needs in their individual communities, so do coastal communities. That the East Riding has an abundance of both (as well as heavy coastal erosion), makes planning and proofing even more complex.

ACRE'S PRIORITIES

Action with Communities in Rural England (ACRE) is the national umbrella body of the Rural Community Action Network (RCAN), which operates at national, regional and local level in support of rural communities across the country. HWRCC is a member of RCAN.

Amongst ACRE's key priorities for 2011 are:

- affordable housing
- transport and services
- fuel poverty and energy generation
- rural broadband

It has a number of publications¹⁵ which include briefings and position papers providing insight and reference into the key issues affecting rural communities.

ACRE's vision is:

“that rural communities will increasingly take a leading role in ensuring the social, environmental and economic well-being of all their residents. They will do this in a way that provides for the present generation and also plans for future needs and future challenges.”¹⁶

The use of data to back up evidence is critical, but the sources of that data have to be relevant to the issue. A good example of this is rural broadband which is now seen as essential to social inclusion (and the delivery of services). The traditional data sets used for decision making do not necessarily apply, as the original information collected (by the 2001 Census) did not consider broadband. So, different information has to be looked at which includes that supplied by commercial bodies such as mobile phone companies and internet providers. It presents a more complex picture in the East Riding which is illustrated through population density figures.

Similarly, the East Riding has great opportunities for the generation of renewable energy. This might have greater impact on rural economy than any number of interventions, and consequently may impact on future IMD rankings. This might be through direct benefit from renewable energy units (including wind turbines located within a rural community) or through an adjustment or alteration to one of the IMD domains.

¹⁵ <http://www.acre.org.uk/Resources/publications>

¹⁶ <http://www.acre.org.uk/Resources/ACRE/Documents/Publications%20-%20Annual%20Review%2009%20FINAL.pdf>

THE EAST RIDING SUSTAINABLE COMMUNITY PLAN

The East Riding Sustainable Community Strategy¹⁷ paints a comprehensive picture of the area and outlines strategies to address needs, based on the standard demographics and aligned to national, regional and local strategies. A new government, and a new approach, mean that whilst the analysis and intentions may remain the same, the options for achieving them may have to be reconsidered. The data on which the strategies are based also remains the same, but national priorities (and funding) may impact on future plans. At present, although there have been some changes, by and large the approach to the delivery of services within the East Riding has been unchanged.

Delivering against the plan may become harder as resources become scarcer. This may present an opportunity for greater engagement with the voluntary sector.

THE COUNTY IN DETAIL

RURILITY MEASURED

The data observatory in the East Riding holds analyses and publishes a wealth of information primarily based on ONS Census data. This follows standard definitions, interpretations and adjustments. However, the data can be viewed in different ways.

An example of this is the definition of rurality which states that 52.1% of the population live in rural areas¹⁸. This is based on the accepted definition of rurality derived from ONS Census data. A reasonable alternative assessment is possible.

Parishes with populations of 10,000 or more make up 35% of the population in the East Riding. Parishes with a population between 3,000 and 10,000 make up another 35% of the population, and the remaining parishes (with a population of less than 3000) make up the rest. This fairly even split between population sizes is not reflected in the geographic size of the parishes, or in their numbers. The low population proportion (less than 3000) is made up of 146 parishes covering 219436 hectares. In other words 84% of the parishes make up 88% of the area within the East Riding but only house 30% of the population (100,575).

This can then be looked at in terms of population density to create 3 distinct categories. When examined this way, it can be seen that existing statistics hide the extent of rurality in the county (not the volume of people in rural communities), and that provision of services (despite best intentions) simply cannot accommodate the real rural 30%.

	number	population	total area (ha)	pop density
parishes with 10,000 +	6	117480	7166.002	16.39
parishes with 3k - 10k	20	116929	23093.542	5.06
parishes with less than 3k	146	100575	219436.706	0.45
Total	172	334984	249696.25	1.34

¹⁷ Our East Riding, The East Riding Sustainable Community Plan 2006 – 2016, 2010 Refresh East Riding Local Strategic Partnership

¹⁸ Our East Riding – Community Strategy



There are in the region of 100 organisations based in Hull which claim to serve the wider area, including the East Riding; these include representative organisations and forums.

Within the voluntary organisations in the East Riding, it has been possible to loosely classify the groups with more than 60% being “lifestyle” or self interest groups. There are over 210 sports clubs, 15 Young Farmers Clubs and 49 additional youth activity organisations. Irrespective of the type of group, they are all run by volunteers (as trustees and committee members) or have volunteers involved. It is fairly reasonable to assume that each group has an average of 4 volunteers adding to the voluntary activity total by 2,900. ERVAS runs a volunteer support programme which reflects these figures.

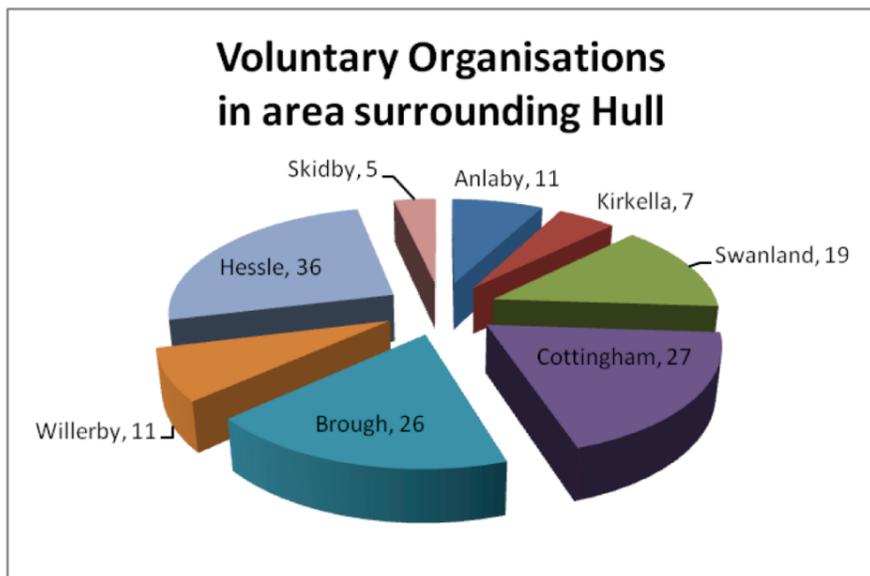
Much voluntary activity goes un-noticed in our society with examples of people committing time and energy to partnership boards (LSPs, LATs etc), governing bodies (PCTs, Schools, LINks etc), and simple neighbourly help (especially in rural communities) which is impossible to accurately quantify. However, there are 169 schools listed in the LEA²⁹, and it is fair to assume that on average 5 of the governors at each school are there in a voluntary (and unpaid) capacity, so adding another 800 plus to the growing list of people undertaking voluntary work in the East Riding.

Adding the different figures together it is possible to identify that there are between 6,500 and 15,000 people involved in voluntary work in the East Riding. Realistically and reasonably the figure is very likely to be over 12,000. This is between 2% and 4% of the whole population in the East Riding.

However, volunteer activity is not evenly distributed across the county, and not all activity is reported or acknowledged. Support for voluntary activity is good and well organised for large (and statutory) groups such as school governors or parish councils, or in urban environments where the majority of groups are based, but starts to fall down as one reaches into smaller communities. With approximately 17 parishes³⁰ accounting for 489 of the voluntary organisations, it means that the remaining 331 are distributed amongst the remaining parishes which are characterised by having low populations (below 3000 people) and very low population density.

²⁹ <http://www.schoolswebdirectory.co.uk/leasearch.php?lea=East%20Riding%20of%20Yorks>

³⁰ Actually this figure should be closer to 26 reflecting the parishes with a population of 3000 people or more.



It is also possible to determine that there is no correlation between rural IMD and voluntary sector activity on a geographic basis. In the urban “hotspots” of deprivation in the East Riding there are voluntary organisations supporting their communities. These organisations have, in the past, also been in receipt of funds to address those “deprivations”. However, there is no recognition of this approach in the more rural communities where disadvantage may be so limited it falls off the radar, hidden from all except to those who live in it or beside it.

In addition to the activity which can be seen directly in the East Riding, there are a number of organisations which base themselves administratively either within the urban areas of the East Riding or in Hull. Both these factors blur the analysis as to how much is happening in the East Riding, but it is reasonable to conclude that what is mentioned is the minimum.

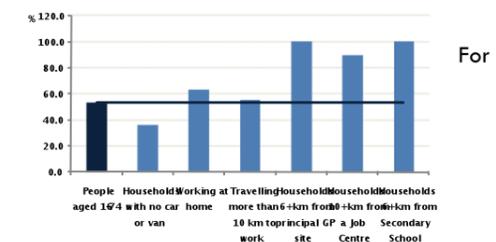
The Google Map overlay²⁸ identifies those organisations based in the Hull area operating in the East Riding either exclusively or as well (green pin markers).

²⁸

<http://maps.google.co.uk/maps/ms?ie=UTF8&hl=en&t=h&msa=0&z=10&msid=202793643041328556337.00048768f137b0bcb11d8>

If, on the other hand, one looks at rural share based on existing interpretation, as mentioned, around 52% of the East Riding is rural¹⁹. Using this as the basis for analysis, rural East Riding in general reflects the rural share (in terms of deprivation indices/ranking) of both the rural Yorkshire and the Humber region, and rural England with one notable exception: distance from amenities. Even with this broad brushstroke, the indication is that there is a low population density and that resources are centred around high density spots. This is demonstrated by the number of households against the distance to access certain services.

These types of statistics need to be examined in light of changing circumstances, and relevance, to the actual communities involved. For example, distance from a secondary school in an aging rural population might not be considered as a priority for the East Riding, even though it impacts on the indices used for decision making.



ACTUAL POPULATION AND POPULATION DENSITY

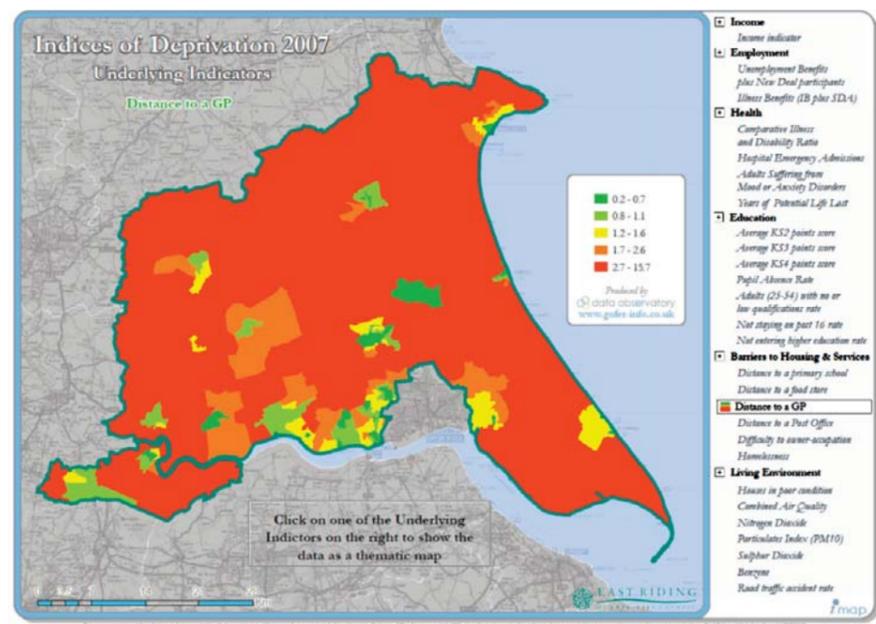
Although it sometimes follows that an area with a low population density will have a low population and a high area of coverage, because this combines two measures, they don’t both have to be low to produce a low result. In other words, using population density can hide one of the two measures in the same way that low individual domain scores can be hidden inside the IMD.

The three smallest parishes by population are Cottam, South Cliffe and Fimber with 251 people (ONS 2007 Mid-Year estimate). Cottam is for example only the 36th largest parish in the East Riding with South Cliffe and Fimber being very similar in population but smaller in size (these are identified as civil parishes and are too small for the Census data to use individually). Cottam is the least dense parish in the county, with South Cliffe and Fimber falling into the top 7 least dense parishes. Irrespective of their population density or population size, South Cliffe has some completely different characteristics to the other two in that it lies relatively close to the M62, moderately close to Market Weighton, and in between Howden and Beverley. All three have places of worship, but none have village halls.

The low numbers suggest that resource allocation to these communities is very unlikely. However, localised or specialised data could indicate a need for some specific resource (for example in each area there might be one or two people who need some form of support or care – identified through a health or care database). Tackling the issue might be very different as getting someone to go to South Cliffe (or for someone to go from South Cliffe to Market Weighton) would not be as expensive as it would to provide the same solution in Fimber or Cottam.

¹⁹ OCSI/ACRE – “Evidencing Rural Need”

There is one domain within the indices of multiple deprivation which shows high numbers in the rankings; housing and access to services - specifically distance to a GP:



This shows that many of the people of the East Riding are quite far from their local doctors. It does not show how many people need to see their doctor, how close to bus routes and public transport the GP surgeries are, the number of people without cars in the area etc. Also, the wording is the distance (a person needs to travel) to a GP, rather than the distance (a person is away) from a GP.

Another statistic, not so publicly available, relates to affordable housing where the East Riding ranks 308 out of 323 in proportion of affordable housing need delivered (only 4%)²⁰. Although this is not broken down into smaller geographies, one can see that a different measure can produce different results.

In another example, using the measure of households without transport, one can see that Anlaby Common has a figure of 985, which is above the East Riding average, as is Withernsea which has double the East Riding average (as a percentage) at 1045. In terms of volume, the figures are similar and in terms of population, the figures are also similar. So, the challenge is to consider whether both areas should receive the same support and what might be the limiting (or variable) factors.

This is an extreme example which highlights another missed measure: that of proximity to an urban area which provides more than easy access to services - it provides infrastructure.

DOES IT SHOW THE ISSUES

As can be seen, no one system or measure shows all the issues, and there is no one solution. Even in more densely populated areas, the nature of a community may differ, its proximity to other infrastructure may impact on how a service is resourced or delivered and the information needed to make those decisions may not be instantly (or traditionally) available. Again, there are opportunities to look at how best areas, which might have previously been too small to consider, might be supported.

²⁰ http://localhousingwatch.org.uk/all_the_housing_data.php?la=89

VOLUNTARY SECTOR ACTIVITY IN THE EAST RIDING

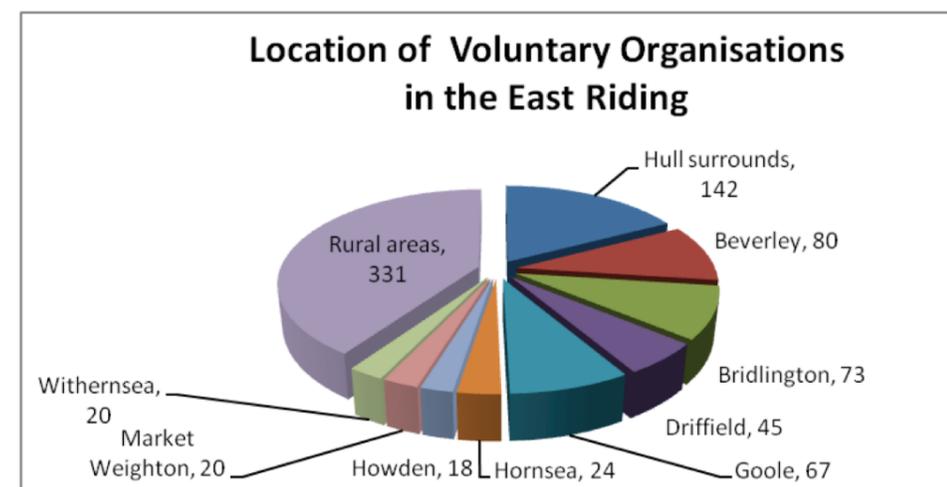
Within the wider definition of the voluntary sector, activity in the East Riding is both broad and high in volume.

For example, all parish councillors can be regarded as volunteers, in that they are largely unpaid, represent the people living in their local area at the closest level to the community, and they give their time voluntarily. They form an important part of the voluntary sector and the Big Society.

Village hall committees form another strong cohort of volunteers, as do those associated with places of worship. Additional to their management is the actual delivery of activities and events which involves even more people.

With just these three groups you already have a conservatively estimated 3000 volunteers²⁶ working in over 600 locations. One could argue therefore that there are at least 10 volunteers operating in every parish in the East Riding!

However, these groups only make up an estimated 50% of voluntary organisations in the East Riding and realistically will involve around 5000 people if you include those who help out at special events in village halls and churches. Much of the rest of the voluntary activity in the East Riding is captured through agencies such as HWRCC who has identified 820 groups operating in the East Riding²⁷. These do not include parish councils and village halls with whom they also work.



The number of groups in rural communities is smaller than the number of groups in the towns of the East Riding. It can be generally seen that for a wide range of services and activities, there is greater uptake and delivery in population centres and this is no different for the voluntary sector. What is different is that voluntary activity does take place in rural communities, with the driver being local people addressing their own local needs. There is no correlation between the level of those needs and the amount of voluntary activity as the priorities which drive a community into action are locally determined. Swanland is the best example of high activity with no sign of "deprivation".

²⁶ Based on East Riding Council number of Parish Councillors average (11 per parish), the 347 places of worship (2 committee members each) in the East Riding and the 180 village halls (3 committee members each).

²⁷ The Charity Commission however, has over 1200 registered organisations operating within the East Riding.

Within rural communities, self support and local engagement are common and often very informal with people coming together to meet the specific demands of their neighbourhood on an ad hoc basis.

The very definition of the word “group” can lead to confusion. Does a group have to exist permanently (or for a specific time)? How many people make up a group and do they have to have any formal structure? By not having a formal existence can they be measured, can they be supported and can they be funded? Such groups are valued and valuable but often not known about outside their own community.

Very often people who help each other out do not want to be categorised or regulated (or even counted). They are difficult to support, and are quite happy just “getting on with it”. That is, until something happens which alters their perspective, or affects their ability to undertake their activity.

Another defining characteristic of voluntary groups is motivation. Although the group may be issue focussed, it is often down to one or two individuals who create the momentum for activity. Understanding and respecting these people as well as having the experience of managing them and their expectations is an important skill which is practiced by organisations such as HWRCC.

The understanding of the support requirements of this large cohort of volunteers is critical to rural sustainability and, in the current climate, is also critical to minimising risk resulting from reduced service delivery.

THE VOLUNTARY SECTOR STEERING GROUP

The Voluntary Sector Steering Group (VSSO); a sub group of the East Riding LSP whose aim is:

“to develop and maintain a robust structure for support, information sharing, capacity building and representation of the voluntary and community sector within the East Riding”

This group has a number of partners (including HWRCC and ERVAS who co-chair it) representing public and voluntary sector services and has developed a strategy to support the voluntary sector and its activities which supports the LSPs ambition.

DISADVANTAGE AND DEPRIVATION

INDICES OF MULTIPLE DEPRIVATION (IMD)

The IMD is made up of a number of domains which are measures of specific factors determined as suitable indicators to measure how “good” the life is of a person or household. Each of these is given a multiplication factor to add gravitas (weight) to the measure. These weightings have been predetermined so that when all the measures are combined a representative measure of overall “deprivation” is obtained. Because there is an acknowledgement that the figures have little benefit in absolute terms, they have then been turned into rankings with those ranked highest being regarded as “the most deprived”. This relative system allows for slices (by percentage) to be applied to the figures which then define “how deprived” a particular area (LSOA) is.

So, there are a number of variables that have been applied to the whole country (England) which have been treated equally (the domains) with weightings that have also been treated equally across the country, then aggregated to produce a ranking system which creates a relative position for every LSOA. The variables have been changed during the past ten years as has the way our society works.

It is this system that has been used to demonstrate the increasing gap between north and south. The government has also commissioned a “wellbeing” survey which, from April 2011, will include four new questions in its regular household survey:

- How satisfied are you with your life nowadays?
- How happy did you feel yesterday?
- How anxious did you feel yesterday?
- To what extent do you feel the things you do in your life are worthwhile?

Does this different approach suggest that we need to consider whether the IMD really is the best tool for resource deployment in the 21st century?

DEFINITIONS

The IMD (see above) has been a very useful tool, particularly when applied to urban densely populated areas, but the measures and definitions it may have lost some of their relevance with time, cultural change and new levels of accessibility to data.

Deprivation is defined as: “the lack or denial of something considered to be a necessity” or “the damaging lack of material benefits considered to be basic necessities in a society”²¹.

This, however, is not clear cut; a complex society has varying values according to geography and lifestyle. A subjective assessment by individuals, within a community, means that what is deprivation to one might be quality to another. This is particularly true in rural communities where different lifestyles can present different views of deprivation. Public transport deprivation might be an issue for someone living and working within a rural community but may be regarded as a quality by a rural resident who commutes to the city for work. The issue is made more complex by the many different variables which impact on rural communities, such as age and circumstance. So, deprivation for a family with children might refer to ease of access to schooling, which would be of little relevance to a retired person.

The problem lies in basing the IMD on the attributes and physical nature of an individual, rather than considering their relationship to the environment. Distance to (some) services is the closest the current measures come to looking at the environment.

²¹ Oxford Dictionary online, <http://oxforddictionaries.com/definition/deprivation>

To call a rural community “deprived” based on the existing IMD often misses its complexity and diversity. Some refute or challenge the term as lacking in relevance and even “insulting”.

One might consider that the word disadvantage is more appropriate: “an unfavourable circumstance or condition that reduces the chances of success or effectiveness”²²

This points more to “...circumstances and conditions that reduce...” which is perhaps a looser and more moderate term.

However, what is it that creates the disadvantage: is it the rural community itself (i.e. a physical condition and its people) or is it that the condition or circumstance cannot be addressed by the provider?

The European Union suggests that this disadvantage might be a restriction on human rights, especially if one focuses on being excluded from participating in activities that for others are the norm:

“People are said to be living in poverty if their income and resources are so inadequate as to preclude them from having a standard of living considered acceptable in the society in which they live. Because of their poverty they may experience multiple disadvantage through unemployment, low income, poor housing, inadequate health care and barriers to lifelong learning, culture, sport and recreation. They are often excluded and marginalised from participating in activities (economic, social and cultural) that are the norm for other people and their access to fundamental rights may be restricted.” (European Commission, Joint Report on Social Inclusion, 2005)²³

The All-Party Parliamentary Group for Rural Services (March 2010)²⁴ concluded that:

“...achieving equitable outcomes – the goal of any administration – costs more in rural areas, for a variety of reasons relating to remoteness and limited economies of scale. In addition, the older age profile in rural areas increases the cost of providing adequate healthcare for rural populations. Yet the current funding formula actually provides less money per pupil and patient for those who happen to live in a rural rather than an urban area.”

There are a number of factors which can make up a disadvantaged community. With each community being so different, these “additional indicators” cannot be standardised, but they could be considered within a rural proofing framework. These might include:

- Gender and age balance
- Number of single and teenage parents
- Access to fuel supply (gas/oil/etc)
- Ability to get to work (appropriate public transport)
- Number of roles people (especially women) perform (unpaid employment, childcare, voluntary work, job)
- Level of self sufficiency
- Isolation (distance from neighbours)
- Surrounding support network
- Level and impact of local business
- Migrant worker and traveller housing
- Flood risk, coastal erosion risk, inclement weather impact

Whilst these factors might apply to all society, they have a different relevance and meaning in a rural community

CONTEXT

Rural communities may be defined by different systems, measures and social pundits, but there is one irritating but simple truth: one size does not fit all. The size of many rural communities is such that averaging to produce a generalised definition is not technically possible. In a community of 10,000 the chances are that there will be a fairly general spread of age and characteristics which fits the norm. If on the other hand you live in the East Riding, where

²² Oxford Dictionary online, <http://oxforddictionaries.com/definition/disadvantage>

²³ http://ec.europa.eu/employment_social/social_inclusion/docs/sec256printed_en.pdf

²⁴ <http://www.ruraltoolkit.org.uk/rsnonline.org.uk/images/files/appgffunding-full-260310.pdf>

22 parishes have a population of less than 200²⁵, there is a very strong probability that in these less dense areas, the characteristics of the community are broadly going to be strongly influenced by the actual people living there. There’s much less averaging to do!

This also manifests itself within the voluntary and community sector. It is impossible to take a sample community, and predict what voluntary activity may be like. The age and circumstance of the population play a part, as does the local environment. For some it may be the need for traffic calming; for others the need to clear snow from the roads; and in a different community it may simply be the need to help each other with children’s activities. A wealthy young community (where one family member can afford to stay at home) is likely to have more groups active than a similar area where everyone works, but a community with a large number of retired people might also have a larger number of groups. In contrast, poorer income communities, where everyone is at work (and probably with a higher IMD ranking), have less activity - people simply don’t have the time!

This simply illustrates the complex and individual nature of rural communities. The rural East Riding is a great example of how different communities work differently. Those previously mentioned 22 parishes cover an area of 127 sq miles (4.5 times the size of Hull, 33.5 times the size of Beverley) with a total population of only 3362. However, even these are impossible to characterise, other than to say that they all have a small number of residents. Neither the smallest parish by area (Hedon) nor the largest (Holme on Spalding Moor) fall within the 22 least populated.

What this suggests is that, when planning any activities or interventions in rural communities, one cannot safely make assumptions about that community based on traditional measurement systems, other than to say that each community will be different and may behave or respond differently to the offer. One might have to consider that the offer has therefore to be flexible enough to accommodate such variation.

A NEW LOOK

Whilst it would be impossible to provide every service to every person in rural communities, is the problem with the rural community or is it with the service provision? This is fundamental to the ethos of service provision.

In other words, by turning the concept of “deprivation” or “disadvantage” on its head, we have a society of people all treated equally, but let down by services which cannot provide equal delivery. The issues are not rural issues, they are delivery (to rural communities) issues.

This approach allows for a rethink of how to address disadvantage, as the focus is on the delivery of a resource or a service, rather than on a specific community. It might therefore involve innovative ways of bringing services to individuals or grouping services differently or involving a wider a range of people in supporting that delivery.

VOLUNTARY AND COMMUNITY SECTOR

DEFINING CHARACTERISTICS

There are many definitions and refinements of the voluntary and community sector, often with two versions, one broad and all encompassing, the other narrow and focussed. One approach is by reference to what the other sectors cover e.g. private/commercial, state/public and informal (family, friends) - what is left is voluntary! This gives the derivation of the term ‘third sector’ too. The focussed approach tends to apply to the larger and national organisations which have staff and deliver a range of services but have a voluntary set of trustees or directors.

The Community Sector, on the other hand, might form a sub set of the wider definition, being those organisations active on a local or community level, usually small, modestly funded and largely dependent on voluntary, rather than paid, effort. This can be seen as distinct from organisations with staff, which operate on a more professional basis, and will inevitably draw down funds from a variety of complex sources.

²⁵ Source- 2001 Census and 2007 Mid-Year Estimates ONS