

## Child Poverty

Nottingham City Joint Strategic Needs Assessment April 2012

### Introduction

In March 2010, the Child Poverty Act was passed in the United Kingdom, making tackling child poverty a priority for central and local government and placing a duty on local authorities and partners to produce a localised child poverty needs assessment and an accompanying strategy for coordinated action. As a result, central government published a national child poverty strategy in April 2011: [A New Approach to Child Poverty: Tackling the Causes of Disadvantage and Transforming Families' Lives](#). The child poverty strategy was followed by [Opening Doors, Breaking Barriers: A Strategy for Social Mobility](#) which links child poverty and social mobility under a new joint commission designed to “monitor progress against a broad range of indicators on child poverty, life chances and social mobility”

These national strategies were informed by the [Independent Review on Poverty & Life Chances](#) by Frank Field, MP and [Early Intervention – The Next Steps](#) by Graham Allen MP. Both these reports advocate a whole family view with a focus on earlier intervention ‘to prevent poor children becoming poor adults’ by improving life chances at birth, building readiness to start school and developing the resilience and skills to transfer successfully to young adulthood, employment and parenthood. As the UK’s first [Early Intervention City](#), Nottingham is at the forefront of this work.

### Key issues and gaps

Child poverty is more properly termed ‘parental poverty’ but has significant and multi-dimensional effects on all members of the household and particularly on children in poor households. Many studies have shown that poverty experienced in childhood has the potential to limit life-long aspiration and achievement.

Outcomes on almost all measures are worse for children from the poorest homes. Children from the poorest homes are:

- twice as likely to be born early
- up to ten times more likely to die in early childhood
- less likely to achieve key educational goals; for example, in 2010 only 26% of Nottingham City pupils receiving Free School Meals (FSM), achieved 5 GCSE’s A\*-C (including English and Maths) compared to 51% of non FSM pupils.
- Teenagers from the poorest wards of Aspley and St Ann’s also top the under 18 conception table; potentially starting a new cycle of deprivation.

To understand the effect and reach of poverty, it is vital to focus on the wider household; the circumstances of family members and the internal and external factors that determine their life experience. The various chapters of our Joint Strategic Needs Assessment make this clear:

” Enabling parents to better support their children involves addressing some of the fundamental issues facing them as adults.” [Parenting Chapter, JSNA, April 2011](#)

Household finance is still an essential component and this report refers to but is not restricted to the traditional ‘household income’ measure of child poverty used in previous assessments. It is now recognised nationally that traditional economic income transfer methods are unlikely to resolve family poverty and the economic recession, national budget deficit and resulting welfare changes will further affect families already struggling to cope on low incomes or benefits.

The national child poverty strategy introduces four key ‘building blocks’ which local authorities can use to structure a local response and make the wider connections in relation to child poverty that are necessary to improve the lives and life chances of children.

**EMPLOYMENT &  
SKILLS**

**FAMILY & LIFE  
CHANCES**

**FINANCIAL SUPPORT**

**PLACE & DELIVERY**

**AT RISK GROUPS**

There is already a range of analysis to support planning and service delivery within the local authority; HMRC data on worklessness and low income households is examined annually in [Child Poverty in Nottingham](#) and many aspects of need arising from poverty are considered in the [Joint Strategic Needs Analysis \(JSNA\)](#). Most local resources are available as data or documents on the One Nottingham Strategic Partnership data sharing website at [www.nottinghaminsight.org.uk](http://www.nottinghaminsight.org.uk).

#### **Recommendations for consideration by commissioners**

- Focus on reducing worklessness through various means, (increasing jobs, improving skills, connections with schools and job centre plus to improve targeted recruitment to city parents)
- Focus on improving incomes (increase skills, support city residents job mobility, promote jobs within the city more strongly to city residents, advice to parents about avoiding cliff edge etc)
- Focus on improving children and young people's resilience to poverty, raise aspirations, improve skills, and break cycle of deprivation.

## 1) Who is at risk and why?

### Family Resources & Circumstances

There are several different measures of poverty detailed in the national strategy: [A New Approach to Child Poverty, Annex A: Child Poverty Strategy Indicators](#)

#### **National Measure**

Much health and well-being analysis uses a measure of child poverty known as relative low income. This measure is based on [DWP Households below Average Income \(HBAI\)](#) data and is collected by survey of private households. The latest data available is 2010/2011. This data is only available at national and regional government office level.

This is calculated as **the percentage of children in relative poverty (living in households where income is less than 60% of median income)** (before housing costs). This measure includes all children in households below 60% of median income. The indicator is based on a sample of private UK households (Family Resources Survey and British Household Panel survey)

In 2010/2011, 18% of children in England were living in poverty by this measure. This is a fall of 2 percentage points from the previous year and 9 percentage points overall since 1998/1999. Local data for Nottingham is not available.

#### **HMRC Local measure**

The headline HMRC measure; also known as the 'revised local child poverty measure' or NI116 is the closest local substitute for the national measure. It is based on population data from ONS, tax credit data from HMRC and DWP benefit data. The latest data available is for 31/08/2010 and is available at district, local authority, ward and LSOA level. The measure includes:

**The percentage of children in households in receipt of out of work (means-tested) benefits, or children in households in receipt in receipt of child tax credits (where reported household income is less than 60 per cent of median income).**

By this measure, 34.5% of Nottingham City children (21,440 children, aged under 20), are 'living in poverty' (HMRC 31/08/2010). 6,105 of these children are living in one parent households and 15,335 in two parent households. This represents a fall of just over one percentage point from the 2009 rate of 35.7%.

Compared to other local authorities, Nottingham has the ninth highest percentage of 'under 20's' living in poverty.

The rate is even higher for children aged under 16: 35.2% of children aged under 16 are classified as 'living in poverty' (18,840 children). Compared to other local authorities, Nottingham has the seventh highest percentage of under 16's living in poverty in England. The 2009 figure was 36.9%.

In both age groups; only London authorities and Manchester have higher rates of child poverty than Nottingham. Between 2009 and 2010, despite a small reduction in child poverty rates, Nottingham's position relative to other authorities worsened. The England rate for both groups is 20-21%.

#### **Nottingham Measure**

In previous years, Nottingham City has also used HMRC tax credits and benefits data to identify workless and low income families. This measure does not include any median income calculation but includes **all families in receipt of means tested benefits or working tax credits**. This measure was developed due to lack of other sources at local level. However, HMRC Local Measure data is

now available at Ward and LSOA geographies. Use of the Nottingham City measure is currently under review.

The [national strategy](#); MP Frank Field's [Independent Review on Poverty and Life Chances](#) and [Save the Children's 'Severe Child Poverty Nationally and Locally'](#) all recommend a supplementary severe poverty measure intended to focus attention on the prolonged material and financial deprivation experienced by the most disadvantaged poor children.

The measure of severe poverty considers households where income is below 50 percent of median income and material deprivation is experienced. Material deprivation is defined as where both adults and children lack at least one basic necessity and whether adults or children or both groups lack at least two basic necessities. This affects the ability of parents to carry out basic decoration, have household appliances repaired, buy home contents insurance, provide a weeks' holiday per year or save small amounts. Necessities for children include separate bedrooms for boys and girls aged over 10; a bicycle or sports equipment; a hobby; having friends for tea; swimming and school trips. ([Severe Child Poverty in the UK, Save the Children, \(Feb 2011\)](#),

The Save the Children analysis found that Nottingham has 23% of children in severe child poverty, (East Midlands 14%, England 13%). This ranks Nottingham City as having the sixth highest level of severe child poverty in England and means the city is ranked higher against other authorities on the severe child poverty measure than on the relative low income measure (ranked 10th).

Major risk factors for severe poverty are identified as:

- Worklessness (nationally 43% of children in workless families are in severe poverty).
- Lone parent households (nationally 34 % of children in lone parent households live in relative poverty and 25% in severe poverty. The severe poverty figure for couple households is 9%).
- Housing tenure – nationally 30% of all children in social rented accommodation experience severe poverty.
- Households with a disabled adult (nationally 29% of children in these households are in relative poverty and 21% of children living in a family with a disabled adult are in severe poverty.
- Parents aged under 25, (nationally 34% of children with parents under 25 are in severe poverty)
- Ethnicity; nationally children from black and minority ethnic families are almost twice as likely to live in relative poverty as children from white families. Severe poverty is likely for 30-35% of children from Pakistani, Bangladeshi and Black African households compared to 11% of White British children. In overall terms the majority of children in severe poverty are from White British backgrounds.
- Household size (31% of Children in large families (3 or more children), live in relative poverty in the UK. 19% live in severe poverty compared to 11% of children in smaller households. Of families with at least one working adult only 6% are likely to be affected by severe poverty unless there are three or more children in the household when risk rises to 11%.

([Severe Child Poverty in the UK, Save the Children, \(Feb 2011\)](#) Vulnerable Groups

In addition to the groups above; some social groups are identified as particularly at risk of experiencing the characteristics of poverty; notably Gypsy, Roma and Traveller Children; Looked after Children; children with Special Educational Needs (SEN); and children who are young carers for household member. Educational attainment for all these groups is poor or unacceptably low on a national basis.

Children's Life Chances – What makes poor children into poor adults?

The national strategy recognises that financial measures are only a starting point to identify those at risk from the negative effects of poverty. A holistic family based view recognises that children's life chances are affected by wider patterns of deprivation across the city;

“Poverty can be such a destructive force because of its long term grip on families and communities, holding them back generation after generation. The disadvantages and barriers that parents experience ...have a detrimental effect on children’s progression and well-being which can impact right through into their adulthood, in turn affecting the next generation”

[A New Approach to Child Poverty, April 2011](#)

The experiences of parents are shaped by the local employment market; financial exclusion; the economic recession and national changes to welfare benefits; adult literacy levels; the availability of good quality affordable childcare; by fuel poverty; by housing and environmental issues; parental physical and mental health and more.

One or more of these issues will affect every family in the city and many, Nottingham families are experiencing multiple disadvantage. These parental issues can become inter-generational, resulting in low aspiration, limited life chances and restricted social mobility. This is reflected in low attainment, persistent absence from school; youth offending; teenage conceptions and health issues such as obesity and poor dental health.

The challenge for the city, as nationally, is how to prevent poor children from becoming poor adults.

## **2) The level of need in the population**

The following section presents some of the findings from the national strategy indicators and local circumstances relating specifically to Nottingham City. There are strong connections within and between each of the four national strategy ‘building blocks’.

### Place and Delivery: Deprivation

The latest release of national deprivation indices, ID: 2010 ranks Nottingham as the 20th most deprived local authority on the Index of Multiple Deprivation (IMD).

(This marks a gradual improvement from the city’s position as the 7th most deprived local authority in 2004 and the 13th most deprived in 2007).

Both the [summary](#) and [compendium](#) documents from which these figures and mapping are taken are available on [www.nottinghaminsight.org.uk](http://www.nottinghaminsight.org.uk) and contain more detailed analysis.

The Income Deprivation Affecting Children Sub-Domain (IDACI) index shows that 56% (99 out of 176) of Super Output Areas (SOAs) in Nottingham were in the worst 20% nationally. This is an improvement from 59% of SOAs in 2007 and 2004. However, four of the city’s wards have all of their SOAs in the worst 20% of SOAs nationally. These wards are Arboretum, Aspley, Bridge and St Ann’s.

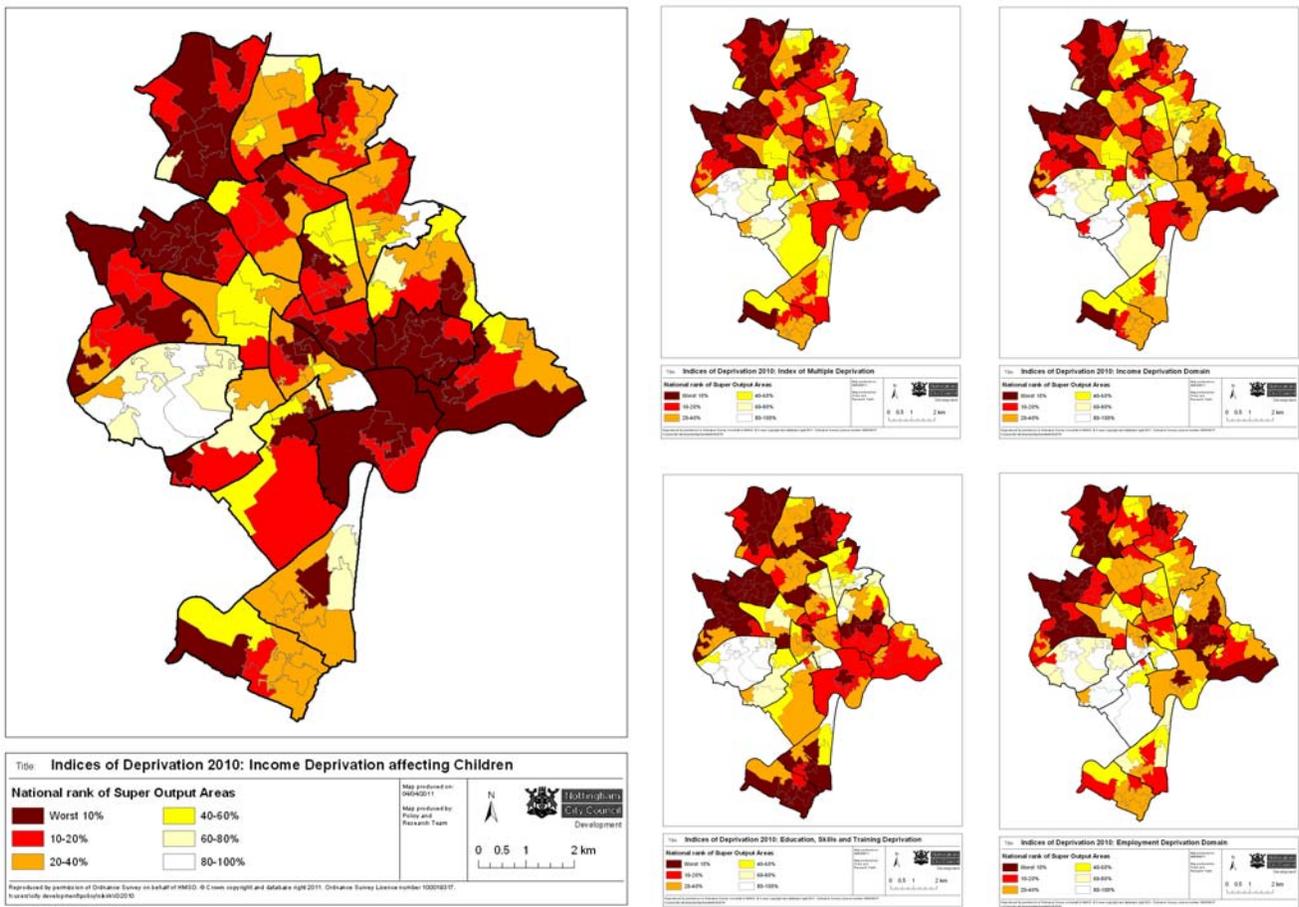
The Employment domain finds 41% (72 out of 176) SOAs in the worst 20% of SOAs nationally, with particular pockets of extreme employment deprivation in the city’s large western and north eastern estates and in the St Ann’s and Sneinton wards.

The Education, Skills and Training domain finds 52% (92 out of 176) SOAs in the worst 20% of SOAs nationally. Aspley ward has all of its SOAs in the worst 10% of SOAs nationally. Bestwood and St Ann’s wards have all their SOAs in the worst 20% of SOAs nationally.

Comparison of mapping for the overall Index of Multiple Deprivation, Income Deprivation Domain, Employment Deprivation Domain and Education, Skills and Training Deprivation Domain (small maps above) shows a close correlation between the most extreme SOAs (dark red and bright red) across all four indicators.

In Clifton North and Clifton South, Education, Skills and Training Deprivation are extreme although Income Deprivation, Employment Deprivation and Multiple Deprivation less so. This suggests that residents in Clifton have found education less of a barrier to employment, possibly due to the older age profile of workers in the area. Conversely in the east of the city, the population is more likely to be qualified, yet income deprivation and employment deprivation is still high suggesting that a different type of support may be needed to move residents into work and relieve the extreme income deprivation affecting children (large map). Comparing IDACI to the four smaller maps, it appears that patterns in the north of the city are broadly consistent across all domains.

Figure 1: Map of IDACI (Income Deprivation affecting Children) compared with [see smaller maps] overall IMD score (top left), income deprivation (top right), education skills and training deprivation (bottom left) and employment deprivation (bottom right) All ID 2010 maps available on Nottingham Insight with legible text- presented here for ease of comparability. .



**Housing, Environment & Crime**

“Unfit conditions and overcrowding had an effect not only on children’s health and well-being, but also on their social lives. Anxiety about overcrowding and poor conditions affected sleeping, studying and playing with friends”

[The Everyday Costs of Poverty in Childhood: A Review of Qualitative e Research Exploring the Lives and Experiences of Low-Income Children in the UK, Tess Ridge, University of Bath, Dec 2010](#)

The prevalence of social housing in Nottingham, particularly in the large estates to the north and west

of the city means that apart from small scattered pockets, Nottingham is relatively less deprived than some areas of the UK in terms of environment and housing. Overall though there is generally a correlation between social housing and many other forms of deprivation and vulnerability.

Nottingham has 28,872 social housing properties which are managed by [Nottingham City Homes](#). In 2010, 9,386 or 33% of these properties did not meet the decent homes standard, (that is, meeting the statutory minimum standard; a reasonable degree of thermal comfort, in a reasonable state of repair and with reasonably modern facilities). A higher proportion of homes in the private rented sector are likely to be non-decent because the sector is less tightly regulated. The national percentage of non-decent homes is 16%. Nottingham has the highest percentage of non-decent homes for any local authority outside London.

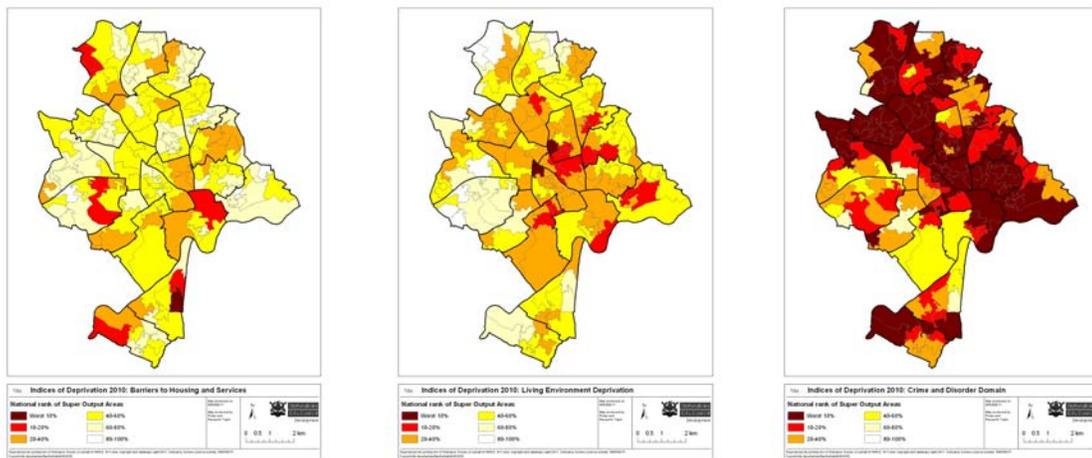
[Local Authority Non-Decent Homes: Provisional Estimates 2009/10 – Data returns from BPSA-EDH](#)

However, the government has recently withdrawn a £200 million PFI funding credit to support major redevelopment and refurbishment of social housing in the Meadows which was designed to improve family housing, street layout and parking and thus the immediate environment for local children.

The crime and disorder domain shows extreme levels across the city's most deprived areas and is the domain on which Nottingham performs worst. Though showing improvement between 2007 and 2010, half of city SOAs are still in the worst 10% in the country, 70 % are in the worst 20%. Arboretum, Aspley and St Ann's have all SOAs in the worst 10% and Basford all SOAs in the worst 20%.

Fear of crime whether affecting the home or immediate environment can have a negative impact on children's development:

*Figure 2: Maps of (left to right) barriers to housing and services, living environment deprivation and crime and disorder domain. All ID 2010 maps available on Nottingham Insight with legible text, presented here for ease of comparability.*



“Public space is private space for children, and shopping areas, streets, wild areas, woods and ruins are all important. However, public space was depicted as degraded and hostile by many disadvantaged children.....many had either experienced or witnessed aggression, drunkenness and harassment by adults or gangs of older youths. This was a major concern for children who felt very

aggrieved about offensive behaviour by adults in their communities” (Ridge, 2010)

### Frequent House Moves

Child poverty scoping has identified concern regarding families or children who move house frequently or move between households in the city (for example from parents to grandparents), possibly changing schools as a result. It has been suggested that housing costs may play a part in this situation, particularly in whole family moves.

Between 01/04/2009 and 31/03/2010 there were 622 lettings to existing tenants of Nottingham City Council and 124 to existing tenants of Registered Social Landlords. A further 234 mutual exchanges of properties between Nottingham City council tenants suggests almost 1,000 city householders changed property within the social housing sector during the year. Not all of these households will include children. Data is not available for the privately rented sector.

Welfare changes to housing benefits and the new national government social housing proposals (intended to make it easier for existing social tenants to move between properties in the social housing sector), may make this practice more widespread. New social housing proposals include the use of fixed term tenancies by local authorities (as opposed to lifetime tenancies). This may help ease the “bottlenecks” in access to family sized housing and help rebalance overcrowding and under occupation but also result in an increase in family moves.

“Losing a home meant losing touch with friends and making new friends became harder each time children had to move. Trying to stay at the same school was critically important but ultimately a struggle for many children for whom long and tiring journeys were often unsustainable due to the costs of fuel and fares. Repeated moves brought extreme stress and anxiety and, for some, vulnerability to bullying and poor mental health” (Ridge, 2010)

Mobility (pupils who have moved between schools at non-standard transfer times), is one of the pupil characteristics used by the DFE in the calculation of Contextualised Value added Scores. These are particular characteristics statistically shown to effect attainment, in the national cohort in 2010, after taking account of all the other factors.

Source: Technical Guide for Contextual Value Added (Section 2) at

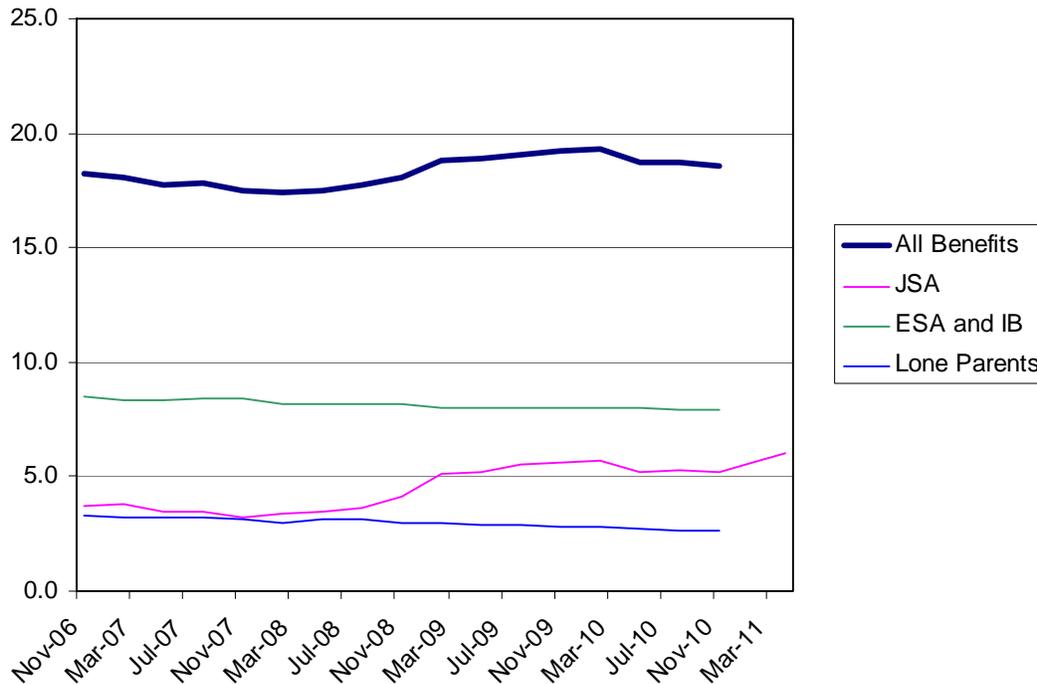
[http://www.education.gov.uk/performance/tables/schools\\_10/documents.shtml](http://www.education.gov.uk/performance/tables/schools_10/documents.shtml)

In a six month period (June 2010 to January 2011), applications were made to Nottingham City Admissions Team for 2182 pupils to change schools. However not all these applications were related to changes of address. Further research may be necessary in this area to assess the scale and potential impact of the issue.

### Employment & Skills

18.6 % of 16-64 year olds in Nottingham were claiming one or more benefits in November 2010, significantly higher than the national and regional averages (14.1% and 13.8% respectively). Claimant rates have fallen in the last year roughly in line with the national trend but remain more than 10% higher than pre recession levels, due largely to increases in Job Seekers Allowance (JSA) claimants. The graph below shows the trends for all benefits over the last few years, with three key benefits picked out.

Figure 3: Benefit trends in Nottingham City 16-64 year olds, source: HMRC



Data for all benefits closely follows the pattern of change in JSA claimants as this tends to be the most volatile benefit. More recent information for Job Seekers Allowance suggests an increase in unemployment between November 2010 and April 2011. Although it is hard to be certain (due to changes in the benefits system causing large numbers of people to transfer to JSA from other benefits), this appears to be due to job losses rather than transfers and so is likely to result in an increase in the total number of benefit claimants. Further increases are expected in the coming months as public sector funding cuts start to impact on jobs, although it is hoped that jobs in the private sector will increase and mitigate some of this increase.

Two main groups have been identified as particularly vulnerable to increases in unemployment. BME groups especially in the case of the Mixed and Black or Black British groups, tend to have significantly higher unemployment rates than the White British group and have seen larger increases in unemployment in the last few months. Also, much of the increase in unemployment in recent months has been due to large increases amongst under 25s. This group had seen large falls in unemployment at the start of 2010 as they were targeted as a priority group by several schemes. Since funding has been cut, unemployment amongst young people has risen consistently. Unemployment at a young age is thought to increase the likelihood of people experiencing unemployment and poverty throughout their lifetime.

In addition to further rises in benefit claimants, the changes to the benefit system could have an impact on poverty levels in the City. The largest impact will be the reassessment of Incapacity Benefit (IB) claimants which could lead to 4,000 people transferring to JSA over the next three years. This would result in a lower income (JSA is paid at a lower rate), and a greater expectation for claimants to look for work. Prior to the recession, significant attempts were made to help IB claimants find work with relatively little success. These former IB claimants are therefore likely to require significant help to re enter the labour market when jobs are relatively scarce and competition high.

Lone Parents with children aged over 5 are also gradually being moved onto JSA instead of Income Support. This has already affected around over 1,000 people since the changes were first brought in and another 1,800 could lose Income Support due to forthcoming changes. Child care issues are likely to form a significant barrier to many lone parents looking to find work and we consider this later in more detail.

BME households have already been identified as vulnerable to severe poverty. However unemployment among the Black\Black British population in the city is 50% higher than the national average for the group and for the Mixed Ethnicity populations is almost double the national average. In the general population there has been a significant increase in the number of people claiming JSA for more than 6 months. Of all ethnic groups, Black or Black British and White groups have the highest proportions of long term unemployment

Figure 4: Unemployment by ethnic group, August 2012. Source: Nottingham City Council Quarterly ethnicity note.

Ethnic Group	Nottingham		Nottingham Core City Area <sup>1</sup>	England
	Number	Rate %	Rate %	Rate %
All People	13,945	6.6	4.8	4.0
White	9,145	5.6	4.1	3.5
Mixed	745	13.1	10.1	5.8
Asian or Asian British	885	4.1	3.6	3.9
Black or Black British	1,650	15.7	12.4	9.3
Chinese or Other Ethnic Group	375	4.3	3.4	4.4
Prefer not to say/ unknown	1,135	8.1		

[Unemployment in Nottingham Quarterly Ethnicity Note October 2012](#)

#### Barriers to Employment: Skills

Despite the high profile of Nottingham as an economic focus for the region, employment prospects for local residents are not as strong as those for residents from the surrounding area; much of the income available via city employers is earned by non-city residents. The [State of Nottingham Summary \(2012\)](#) notes that gross full time wages for city residents average £27,300 pa compared to £32,000 pa in the Nottingham Core City area (includes Broxtowe, Erewash, Gedling, Nottingham City, Rushcliffe and the Hucknall area of Ashfield), and £33,700 pa in England.

Reasons for this may include qualification level, 'soft-skills' or a lack of suitable jobs. The ONS Annual Population Survey (2010) in the [State of Nottingham Summary \(2012\)](#) found that 10.7% of the working age population Nottingham have no qualifications at all. The 'Working Nottingham' chapter notes that in addition to a lack of qualifications, employers find other barriers to recruitment; a lack of recent experience, references and a 5 year work history; inability to identify transferable skills; lack of confidence and low literacy skills.

In 2010 an [ONS case study](#) examined child poverty in Nottingham and the adjoining Rushcliffe district. In addition to the differing levels of poverty (37.2% in the city versus 8.1% in Rushcliffe, 2007), the study found the following in relation to employment and skills:

- The population aged less than 16 is projected to grow at a greater rate in Nottingham than in

<sup>1</sup> Nottingham Core City Area is Nottingham City, Broxtowe, Gedling and Rushcliffe districts and the Hucknall wards of Ashfield district. Claimants by ethnic group are not available for small areas, so these figures exclude Hucknall

Rushcliffe.

- Residents in Nottingham were four times as likely to have no qualifications as those in Rushcliffe.
- Working age residents in Rushcliffe were more than twice as likely to hold a qualification at NVQ level 4 and above as residents in Nottingham.
- In 2009 the median weekly income of working residents in Rushcliffe was nearly £200 more than for residents in Nottingham and economic inactivity in Nottingham was considerably higher than in Rushcliffe.

If the rising cost of university means more young people from Rushcliffe and the other districts surrounding the city decide to enter employment at 18, the city job market may become even more competitive for city residents in the future.

Jobcentre Plus suggests a mismatch between the sectors job seekers are looking for and the actual vacancies available. Employers may not place skilled positions with Jobcentres because they perceive Jobcentre clients as 'hard to help'. Job seekers in turn may have misconceptions about some sectors and believe for example that Health & Social Care work is low paid with unsociable hours. Benefits may be seen as a more secure form of income than the many short-term agency jobs available.

#### Barriers to Employment: Childcare:

The April 2011 Benefits Bulletin identifies that additional childcare support for parents may be needed to enable those moving onto Jobseekers Allowance to re-enter the workforce.

Nottingham City Early Years team produces a full Childcare Sufficiency Plan every three years. The latest update, available on [Nottingham Insight](#) and [www.nottingham.gov.uk](http://www.nottingham.gov.uk), compares demand for childcare (collected by random household survey, Jan-Feb 2011) with supply of places (collected by childcare provider survey, Nov-Dec 2010). The analysis identifies both barriers to finding childcare and 'childcare gaps' by geography; type of childcare; hours of opening; age group provided for and income/'affordability'.

Overall, the ward with the lowest number of all types of childcare places per head of population is Bilborough with 3 places per 100 children. The highest is Wollaton East & Lenton Abbey (56 places per 100 children). The city average is 15 places per 100 children. The average cost of full-time childminding or nursery day care for a child under 2 is £158-£160 per week. These costs are clearly incompatible with low-paid employment and may act as a barrier to moving off benefits.

Job Centre Plus data captures the responses of job seekers where childcare is stated as a barrier to work. The availability of childcare provision, the cost of childcare and the care for disabled children, are the three main barriers preventing job-seeking, with cost and availability affecting the greatest number of job-seekers.

The sufficiency assessment goes on to consider types of job seekers citing childcare as a barrier to work by benefit claimed from May 2009 to August 2010. The vast majority were Lone Parents (64%), followed by 25% of job seekers on Job Seekers Allowance

Among Lone Parents seeking jobs, the vast majority had children aged 0-2 (70%) suggesting full day care and its costs would be the greatest barrier, followed by 35% with children aged 8-11 and 32% with aged 5-7 who may have found the cost of after school/breakfast clubs and holiday clubs to be a barrier. Some parents will of course have children in one or more age group and require multiple provision.

Respondents to the random household survey conducted by the Early Years team were less likely to cite cost as a barrier to childcare but none the less, 47% felt childcare was too expensive. Overall, 56% of the parents/carers from the survey received Child Tax Credit and 30% of them received Working Tax Credit – Childcare element.

The April 2011 welfare reforms to child tax credits, may further affect affordability because of the reduction in the childcare element from 80% to 70%; the reduction in the overall earning limit for Child Tax Credit and the removal of the allowance for babies up to one

A number of gaps have been identified between childcare supply and parental demand and where the gap is large (in comparison with the city average), notes a likely need for a high level of market intervention. An significant income/affordability gap has been defined in wards with high benefit claim and unemployment rates, for example, Aspley, Basford, Bilborough, Bridge, Clifton South, Dales and St. Ann's:

Again this situation may change following national welfare reforms. More people may be seeking childcare following the government policy to get more lone parents into work, but at the same time the number of families finding affordability an issue may increase as low income benefits for working parents are reduced. To maintain a current perspective on childcare as a potential barrier to work, this issue may need monitoring before the next three yearly childcare sufficiency review. Overall the report recommends consideration to gaps in provision for out of school care, year round daycare, provision for disabled children (which may be particularly relevant to enabling parents in severe poverty to enter work), and working in partnership with employers to encourage flexible working and work life balance.

Financial Support: Workless and Low-Income Working Families

District Level:

HMRC finalised tax credit awards for 2010\_2011 show that 42,800 or 70.3 % of Nottingham City 0-18 year olds live in households that are either workless or working but with a household income low enough to qualify for working tax credits. 21,000 children (34.5%) are in workless households and 21,800 in households receiving working tax credits. These rates are much higher than neighbouring authorities, the East Midlands or England as the table below shows:

*Figure 5: Children in workless and low income families, 2010/11. HMRC Child and Working Tax Credit Statistics, Finalised Awards 2010/11. \* Excludes Hucknall*

	Children in households that are:					
	Workless (Number)	Receiving Working Tax Credits (Number)	Total Number. Of Children	Workless (%)	Receiving Working Tax Credits (%)	Total (%)
Nottingham City	21,000	21,800	42,800	34.5	35.8	70.3
Broxtowe	3,200	4,600	7,800	14.7	21.1	35.7
Gedling	3,600	6,000	9,600	15.1	25.2	40.2
Rushcliffe	1,900	3,800	5,700	7.7	15.5	23.2
Greater Nottingham*	29,700	36,200	65,900	22.6	27.6	50.2
% In City	70.7	60.2	64.9			
East Midlands	181,100	262,400	443,500	18.3	26.5	44.8
England	2,340,400	2,938,000	5,278,400	20.0	25.1	45.0

At a household level, HMRC figures consider 11,000 Nottingham City households to be workless and 11,900 to be 'low income':

Due to changes in HMRC analysis over time, Child Poverty in Nottingham recommends that 'trends' be treated with caution but overall finds that total numbers of workless and particularly of low income families in the city have increased over the last five years, though the number of children in the city has remained relatively stable.

"The number of children in workless families increased between 2008\_9 and 2009\_10 in all the districts of Greater Nottingham, but not as much as seen the previous year. The number in low income families also increased, although again, the increase was lower than the previous year"

[Child Poverty in Nottingham 2011](#)

Ward Level:

Ward level analysis of 'workless families' and 'low income working families', is based upon the annual Child Poverty in Nottingham report produced by Nottingham City Council Policy and Information team. However, due to recent changes in national and local child poverty measures, Child Poverty in Nottingham has not yet been produced for 2012. Ward level analysis is therefore based upon Child Poverty in Nottingham 2011 (HMRC finalized tax credits awards for 2009\_2010). This section will be updated in 2013 when the new Child Poverty in Nottingham summary is published. '

*Figure 6: Wards with the highest rates of children in workless and low income families 'child poverty', August 2009. Source: HMRC Child and Working Tax Credit Statistics, Small Area Analysis. Population denominators derived from ONS 2009 Lower Super Output Area Population Estimates (Experimental Statistics).*

Rank by rate	Ward	Rate %	Children No.
1	Aspley	90.7	4,935
2	St. Ann's	89.5	2,850
3	Dales	88.2	2,890
4	Bridge	80.8	1,740
5	Arboretum	78.1	1,645

Figure 6 above shows the five wards with the highest rates of children living in relative poverty. Overall, almost 90% of children in Aspley, St Ann's and Dales live in households that are workless or low-income. Aspley has over 2000 more children affected by poverty than the ward with the next highest number, St Ann's.

*Figure 7: Wards with the highest rates of children living in workless families, August 2009. Source: HMRC Child and Working Tax Credit Statistics, Small Area Analysis. ONS 2009 Mid Year Estimates (Experimental Statistics).*

Rank by rate	Ward	Rate %	No. Children
1	Aspley	57.6	3,135
2	St. Ann's	49.8	1,585
3	Bilborough	43.8	1,805
4	Bulwell	43.4	1,765

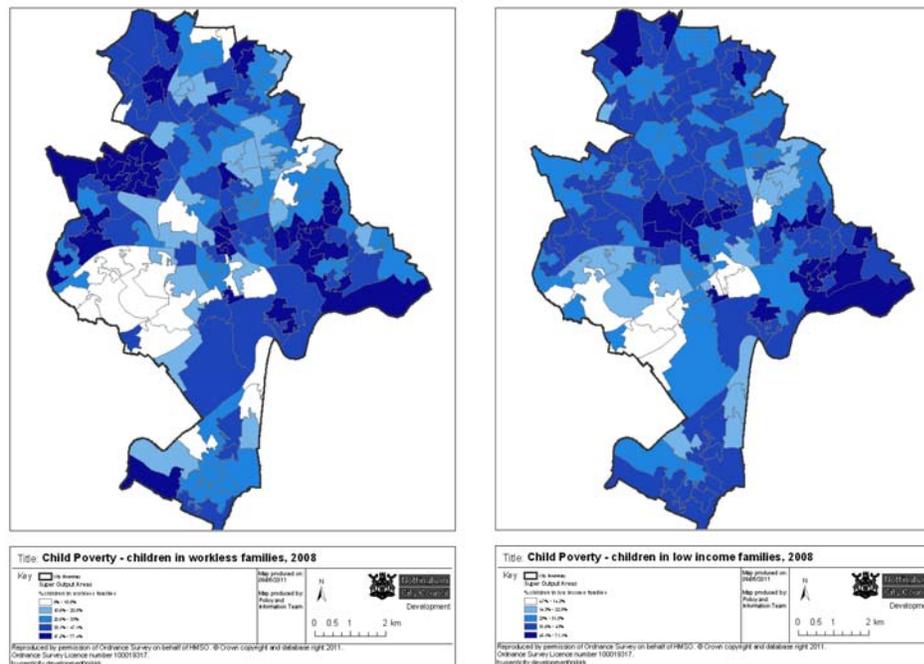
Figure 8: Wards with the highest rates of children living in low income families, August 2009. Source: HMRC Child and Working Tax Credit Statistics, Small Area Analysis. ONS 2009 Mid Year Estimates (Experimental Statistics).

Rank by rate	Ward	Rate %	No. Children
1	Dales	47.1	1,545
2	Leen Valley	45.6	1,130
3	Berridge	41.4	1,685
4	St Ann's	39.7	1,265
5	Bridgve	38.8	835

Aspley ward tops the overall child poverty table with both the highest proportion and greatest number of children living in workless families. However, Aspley does not appear in the top five 'low income' families table at all, indicating that worklessness is a much greater factor in child poverty in Aspley than low income. Wards with higher employment rates such as Dales, Leen Valley, Berridge and Bridge dominate the 'low income' table but do not appear in the top five 'workless families' table. Thus child poverty in these wards is more likely to be connected to low paid or part time work. Only St Ann's appears in both tables.

Looking below ward level, at figure 9 below, high rates of worklessness can be found in pockets of the city such as Bells Lane, Broxtowe Estate, St Ann's and Sneinton. There are also pockets of extreme worklessness in the Meadows, Radford, in the north of Bulwell and in South Clifton.

Figure 9: Children in workless families (left) and low income families (right).



The highest concentrations of children living in low income families are in The Meadows, Sneinton, Radford and pockets north of Bulwell and Top Valley.

These variations mean that different interventions for different areas may need to be considered to

alleviate child poverty i.e. getting people into employment in some areas and getting people into better-paid jobs in others.

#### Transition from childhood to labour market

The transition from childhood to labour market is measured by the Department for Work and Pensions using Labour Force Survey data on 18-24 year olds. Levels of 18-24 year olds claiming job seekers allowance in Nottingham rose sharply from approximately 2500 to 3500 claimants in early 2009 followed by a more gradual rise. The April 2011 monthly employment update found that although unemployment increased in every age group, the largest increase was amongst the 24 and under age group, where unemployment increased in nine out of ten months. By April 2012, the 'under 24' age group had experienced the highest annual numerical increase of any age group: totalling an additional 475 young people out of work. Since then, monthly figures for all age groups, but particularly for young people, have begun to fall. It has been suggested that this may be due to graduates returning home after university rather than seeking work locally and that the picture for local young people may be different.

The percentage of young people aged 16-18 (i.e. approaching transition to the labour market), who are NEET (Not in Employment of Education) or Not Known has been consistently low in Nottingham for a number of years, including the recession period of the last couple of years. The latest annual figure for NEET is 4.9% and Not Known is also around 5%, about 600 young people in each category. These figures are significantly better than national figures and are also the best amongst statistical neighbours. Part of the reason for this consistently good performance during the recession is the good work of Connexions and the partnership in tackling the issue. It has also been helped by the fact that Nottingham has 2 large FE colleges and a wide range of places and provision that was able to take up the slack from lost apprenticeships and other training opportunities during the recession.

There are certain vulnerable groups who are more likely to be NEET and Not Known. Young people who are teenage mothers, within the care system or having recently left, and those with learning disabilities make up about two thirds of all those young people who are NEET. Levels of NEET worsen as young people get older with rates at 18 and 19 seen as poor in relation to the rest of the cohort.

#### Welfare changes

Changes announced to the benefits system by the coalition government will have a major impact on most Nottingham City families. Although it is not yet possible to measure these impacts directly, 20% (one in five), of the city's working age population claim some form of out of work benefit, thus welfare reform will impact a large section of the city population.

Welfare reform changes most likely to affect low income or workless households include:

- reductions to housing benefits;
- freezing of child benefit for three years from 2011;
- abolition of Health in Pregnancy and Sure Start maternity grants and
- compulsory transfer of claimants from Income Support (IS) to JSA once their youngest child reaches the age of 5 years.

Given the high risk of lone parent households experiencing severe poverty, the compulsory transfer of claimants from Income Support (IS) to JSA once their youngest child reaches the age of 5 years, has implications for support services providing childcare, training, careers support and other services to help parents into work.

National welfare changes to workless and incapacity related and housing benefits will significantly affect both workless and low income households. The freezing of child benefit will affect the budget of all families with children. Older children attending further education may lose the Education Maintenance Allowance which has implications for future training and skill levels.

17,000 people in Nottingham claim Incapacity Benefit or Employment Support Allowance. 80% of claimants have been on these benefits for more than 2 years and 65% for more than 5 years. Households where someone is living on such benefits will be affected by the move from Incapacity Benefits (IB) to Employment Support Allowance and changes to Disability Living Allowance with accompanying work capability living assessments. Concern around medical assessments and changes to benefits is expected to place additional stresses on adults and children living in households which are more likely than most to experience severe poverty. Support for parents to find childcare and work may be required where parents are declared fit for work.

The city has 34,342 Housing Benefit claimants. Changes to housing benefit will reduce the amount of Local Housing Allowance available to some households by between £5.50 and £63.29 per week. Housing benefit will also be reduced where sharing with non-dependents (making it more likely that some young adults will be asked to leave home), or where on JSA for 12 months or more. Citizens who have been in receipt of JSA and Housing Benefit for 12 months or more may also experience a cut in housing benefit. In Nottingham this will affect up to 1844 claimants and corresponding households, some of whom will have children. Families receiving support for mortgage interest will also see their payments fall as interest rates are calculated on a lower average mortgage rate.

Housing benefit will also be reduced for lone parent households (mentioned above), who are moved to job seekers allowance when their youngest child attains 5 years. In November 2010, 5,540 people were claiming Lone Parent benefits in the city but this is expected to fall as eligibility is tightened and claimants move to Job Seeker's allowance. Lone parent households are already vulnerable to severe poverty and additional support may be required to manage transition to job seeking.

#### The Pupil Premium

The introduction of the Pupil Premium as a means of allocating additional funding to schools with poorer pupils is based upon a number of pupil-related characteristics, including free school meal figures for pupils attending Nottingham City Schools. The latest Pupil Premium figure of £430 per pupil indicates an additional £4.1m of funding to be distributed to the city's schools.

Whilst this is welcomed additional funding, the local authority also recognises that school meal take-up is not always consistent with patterns of deprivation in the city. This could indicate possible under-claiming of free school meals and a corresponding loss of the pupil premium. A number of discrete projects are already in place to increase the uptake of free school meals but it is proposed that a co-ordinated approach be included as part of the authority's actions to reduce the effects of child poverty.

Additionally, children of families in receipt of Working Tax Credits are not eligible for free school meals. Up to 20,390 children and young people from working families on a low income may not have the additional premium allocated to their school. They are therefore less likely to receive the enrichment activities, wider opportunities and increased access to family learning that the pupil premium is designed to deliver.

Nottingham has higher levels of children in this working low income bracket than other areas of the country. The new Pupil Premium calculation will not take account of this group, contributing to lower attainment levels and future life chances.

### Family and Life Chances: Mental Health

The current JSNA identifies that mental well-being (i.e. the ability for an individual to develop their potential, work productively, relate well to others and contribute to their communities), should be considered as more than an absence of mental illness. Wellbeing and resilience are considered social assets that can help reduce some of the negative consequences of poverty upon general health and improve life chances for communities.

Baseline data on levels of mental well-being in Nottingham shows that in relation to Nottingham scores overall, Bulwell, Bulwell, Forest, Aspley, Bilborough, Leen Valley, Clifton North and Clifton South gain a significantly worse mental well-being score than the rest of the city.

In the general population national research indicates that , 'common mental health problems' such as depression, anxiety, phobias and OCD are likely to affect 19.5% of women and 12.5% of men. This may be especially significant for families as maternal mental health is identified by Frank Field as strongly associated with positive behavioural and attainment outcomes for children. Incidence of these common mental health problems varies with ethnicity; rising as high as 34.3% for South Asian women (over-represented in Nottingham), marital status, household income and gender. Some GP surgeries in Nottingham record depression in 21.5% of their patient list, compared with 10.9 for England overall.

The incidence of 'common mental health problems' has risen by 10% in the last decade. Nottingham City comes second highest in a national league of Primary Care Trusts; both for adults aged 16-74 with common mental health problems (46,000) and also for the number of incapacity benefit claimants registered with mental health issues. Only half (23,000), of those with common mental health problems are identified as requiring treatment which indicates that some individuals are not treated at an early stage.

Nottingham has 45 % more admissions to hospital for serious mental illness than nationally. These issues are most concentrated in Arboretum and Dales and highest in St Ann's which has over twice the national rate.

Mental health has a very broad range of inter-related determinants and outcomes, many of which are strongly linked to household finance. Nationally, only 22% of people using specialist health services are in paid work or full-time education compared to 74% of the general population. The JSNA finds that Nottingham has a lower proportion of mental health service users in paid employment than the England rate; unemployed adults also have a 5 fold increased risk of developing a mental health problem. Having a cold home or experiencing fuel poverty brings a 4 fold risk of having depression or anxiety.

The link between income and mental health is stronger for men than for women; men in the lowest income quartile nationally are three times more likely to be diagnosed with mental health issues than men in the highest quartile.

Poor physical health and other behaviours leading to poor health outcomes; poor diet, low rates of exercise smoking, drug and alcohol abuse are closely linked with poor mental health and again impact significantly on children in terms of parenting, role modelling. 44% of mental health service users nationally report drug and alcohol use at hazardous levels, this might be another barrier in getting individuals back into work.

Child and teenage behaviour and experience can also indicate likelihood to future mental health and impact on future families; under 15's who are cannabis users are almost 7 times more likely than

non-users to develop schizophrenia in adulthood. Young offenders have an 18 fold increased risk of suicide. Children experiencing 4 or more adverse child hood experiences have a 12 fold increased risk of attempted suicide in adulthood and looked after children a 4 fold risk. This suggests that work in supporting families, early intervention to divert young people from youth offending or drug use or work with looked-after children could have long term social and financial benefits. Both in reducing propensity to mental health issues in adulthood and reducing the likely impact on the next generation.

### Child Health

Poverty affects child health from the point of readiness for pregnancy and foetal health. Stress, smoking, lack of nutrients and poor psychological health in pregnancy are associated with living in poverty and have been linked to social disparities in pregnancy and early infant health. Low birth weight and pre-term birth, is associated with later health problems; in particular respiratory failure and long-term hospital stays. A decade long study of very pre-term births (before 32 weeks gestation) in the Trent Health region found that babies from the poorest household were twice as likely to be born early as those in the least poor.

This 'social gradient' of health is repeated in infant mortality where a child from the poorest household is ten times more likely to die in infancy or early childhood than a child from the least poor (national data). Against a background of falling deaths from injury and poisoning in England and Wales, death rates from all external causes in 2001 for children of parents classified as never having worked or long term unemployed were 13 times higher than those for children of parents in higher managerial/professional occupations.

For some specific causes of injury death, the differences are even greater; pedestrian deaths are 20 times higher, deaths as cyclists 27 times higher and deaths due to fires 38 times higher. The injury mortality gap between this group of poor children and their peers has widened in the last 20 years.

[Health Consequences of Poverty for Children, N Spencer, End Child Poverty, 2008.](#)

Health issues related to poverty tend to run in generational cycles. Poor adult health can be cumulative; that is resulting from health problems in childhood such as respiratory issues stepping from early exposure to cigarette smoke.

Other adult health problems can stem from progressing along a negative pathway; from social and educational problems in early childhood that lead to educational under attainment as a teenager and low income or poor job prospects as an adult. Low socio-economic status in adult life has been linked with adverse adult health behaviours such as smoking or poor diet which in turn impact on the children of the household. This has been termed a 'domino' effect' and has a direct impact on the next generation who in turn are born into poor socio-economic circumstances.

"Health-related behaviours in adulthood are influenced by early childhood socio-economic status and socio-economic life course pathways." (Source: Childhood Poverty and Adult Health, N Spencer, End Child Poverty, 2008)

### Parenting

The high risk factors identified with poverty are also the risk factors identified with poor parenting. A parent not being in work; poor quality or overcrowded housing; no parent having any qualification; mother having mental health problems; a parent with a long standing illness or disability; an income below 60% of the mean and not being able to afford a number of food and clothing items are all described in the parenting chapter of the JSNA as risk factors for poor outcomes.

Positive parenting and a good home learning environment as an influence on life chances is considered a key issue in the recommendations of the independent Review on Poverty and Life Chances. Pre-birth parenting courses and parenting classes as part of the primary and secondary curriculum appear among the recommendations. Nottingham has a number of programmes and

interventions to support families in parenting effectively although these are to be reviewed to ensure quality and value for money.

Multiple or 'cumulative family disadvantage' and inter-generational patterns increase the likelihood that outcomes for the child will be severely reduced. The JSNA identifies fragmentation around multi-agency identification of need and support for parents. This means that individuals registered with adult support services may not be asked about parenting responsibilities. Addresses of dependant children are not always recorded, reducing the ability to analyse and predict need whether purely financial or multi-dimensional:

"whilst there continues to be a number of agencies which provide intervention on behalf of the child or the adult, the data about parenting responsibility is not informing the needs of the child as a parent or influencing life at home for the child" (Source: Nottingham City JSNA, Parenting Chapter (April 2011))

The lack of connection between adult services and parenting responsibilities is also evident in Common Assessment Framework (CAF) referrals. CAF is designed as way to identify, at the earliest opportunity, a child's or young person's additional needs that are not being met by universal services, and provide timely and co-ordinated support to meet those needs. Low income or worklessness are not in themselves identified as CAF triggers, but many of the outcomes associated with child poverty are.

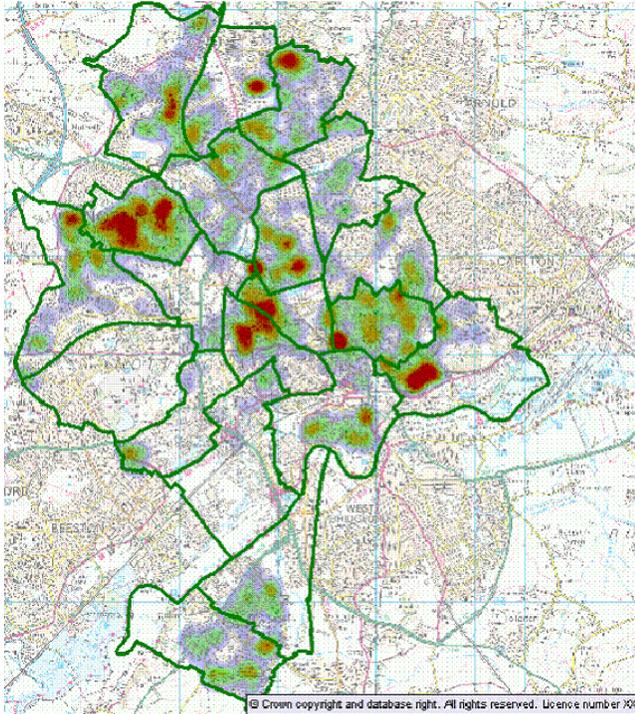
During 2010/2011, 206 CAF's were raised by children's services; 71 by Health; 197 by schools but only 5 by adult services. The majority of Social Care Referrals in Nottingham have not had a CAF raised beforehand, though the primary reason for referral is neglect. This suggests that earlier identification and intervention to support families is needed; with particular regard to the parenting responsibilities of adults coming into contact with adult services.

### Domestic Violence

Domestic violence can affect all sectors of the population but affects more women than any other group. The British Crime Survey suggests that at least 10% of women will be at risk of domestic violence. 25% of women will experience domestic violence at some point in their lives and it may be linked to other damaging behaviours. Survivors of domestic violence are 15 times more likely to abuse alcohol and 9 times more likely to abuse drugs. Approximately 50% of all children registered/re-registered with social care are living with domestic violence. Nottingham has one of the highest numbers of reported domestic violence in the UK. Nottingham Crime and Drugs Partnership Domestic and Sexual Violence Strategic Needs Assessment finds that women in households with an income of less than £10,000 were three and a half times more likely to suffer domestic violence than those living in households with an income of over £20,000 though it is not clear if poverty is associated with the onset of domestic violence or the aftermath.

Needs assessment work and mosaic profiling detailed in the Domestic Violence JSNA chapter has identified a close correlation between domestic violence and deprivation, although domestic violence can affect women from all social groups. However, deprivation, unemployment, alcohol, drugs and so on are not seen as a sole cause of domestic violence: this also involves an abusers belief in the benefits of behaviour which exerts control.

Figure 10: Police callouts for Domestic Violence across Nottingham (events per week), 2010/11.  
Source: CDP Needs Assessment



### Safeguarding

Children under 5 are most at risk of death or serious injury as a consequence of child protection issues. Risk is increased in households where domestic violence, mental health or substance misuse issues, all factors closely linked with poverty, are present. Almost 5,000 referrals to Children's Social Care are made in Nottingham every year; this is approximately double the rate of statistical neighbours. Following the 'Baby P' case, referral rates have increased.

Nottingham also has a high rate of children who are subject to a child protection plan in comparison to statistical neighbours. The biggest category for use of a child protection plan is neglect of children under five. The second largest category is related to domestic violence. Many children who are the subject of child protection plans fall into more than one category. The recession and rising economic pressures on families are expected to add to the number of families experiencing stress and poverty and potential to an increase in physical abuse and neglect.

### Youth Offending

Youth Offending data from the Police National Computer recording young people aged 10-17 years receiving their first reprimand, warning or conviction, appears among the national life chances indicators. This is published by the DFE at district level as a rate per hundred thousand young people. In 2009, the rate for Nottingham was 2,010, for the East Midlands 1,320, and for England 1,472.

### Teenage Conception

Teenage pregnancy in the population is of particular concern in relation to intergenerational cycles of poverty and poor health:

“Young teenage parents are prone to poor antenatal health. Their babies often have lower than average birth weight and (nationally) infant mortality rates are also higher. Having children at a very

young age can damage young women's health and well-being and affect their education and career prospects. While young people can be competent parents, longitudinal studies show that children born to teenagers are more likely to experience a range of negative outcomes in later life, and are more likely to become a teenage parent themselves"

[\(Berrington et al 2005\), quoted in Nottingham City JSNA, November 2010.](#)

Children of teenage mothers have a 63% increased risk of being born into poverty compared to being born to mothers in their twenties. Likewise, children living in poverty (especially young women living in workless households when aged 11-15), have an increased risk of teenage pregnancy. Teenage mothers are 20% more likely to have no qualification sat age 30 than mothers giving birth aged 24 or over. Around 70% of teenage mothers aged 16-19 are not in education, training or employment (NEET). Similarly, 70% of mothers aged 16 and 17 are estimated to claim Income Support.

Teenage conception rates in Nottingham have been falling steadily but remain higher than in most Local Authorities. In 2008, Nottingham had the 11th highest rate by Local Authority at 61.8 conceptions / 1,000 females aged 15-17 for the last complete year of data. By 2009 this had fallen to 58.5 conceptions/1000 females aged 15-17 years. Some Nottingham wards have under-18 conception rates twice the national average. 15 of our 20 wards have rates that are within the highest 20% of wards in England. Five 'hotspot' wards; Aspley, St Ann's, Bestwood, Bulwell and Bilborough. have the highest rates of teenage pregnancy and between them have almost half of the under 18 conceptions in Nottingham; Aspley and St Ann's also have the highest proportion of workless and low income families

Overall in the city, between 1998 and 2009, abortions to under 18's have increased and births decreased. 32% of such pregnancies now result in termination. In Nottingham, 15% of all admissions for termination of pregnancy and births are to under18's. Under-16 conception had been falling, but increased in 2007 and again in 2008 which may signal the need for continued early intervention and work with schools. Approximately 30-35 births a year are to mothers aged fewer than 16. In Nottingham, 15% of all admissions for termination of pregnancy and births under 18 years are from the same person having more than one conception.

In the recent JSNA chapter, local specialist outreach services have been mapped against ward based teenage pregnancy data and this is being used to further develop services, highlighting further need in the Aspley /Bilborough area. In addition, Healthy Schools have been working directly with schools using locally produced data by school to engage the schools in work to raise aspirations and life skills.

[Teenage conception JSNA \(November 2010\), Nottingham Insight](#)

### Attainment

Attainment has traditionally been used as a measure of life chance in relation to poverty, as measured by free school meals (FSM). The national child poverty strategy focus is on the 'attainment gap' between children eligible for free school meals and those not eligible. In Nottingham this gap may be narrower than the regional or national comparator gap.

It has been suggested our narrower gap may be because Nottingham FSM children are comparable in terms of family income and life chances with free school meal children elsewhere in the UK but Nottingham non-FSM children are poorer than non-FSM children in many other areas and so non-FSM attainment is correspondingly lower, reducing the gap. However this has not been actively verified.

Approximately 34% of children in Nottingham live in low income rather than workless households and so may not be eligible to claim free school meals. The local needs assessment will therefore look at overall achievement levels for both groups on these measures as well as the attainment gap to gain a

realistic view of relative life chances for our FSM eligible and non FSM eligible children.

In 2010 55% of our FSM eligible children achieved Level 4 (English & Maths) at Key Stage 2 (Year 6), broadly in line with East Midlands (53%) and England (56%). The proportion of our non-FSM children achieving the same level was 72%, and so below regional results of 76% (East Midlands) and 76% (National). This resulted in a relatively narrow 'free school meal attainment gap' for Nottingham of 17 percentage points compared to an East Midlands gap of 23 percentage points and a national gap of 21 percentage points. The gap has closed over the last 3 years (2008 – 2010), with the outcomes for FSM eligible pupils up by around 5 percentage points over the period compared with only a one point increase in the outcome for those not recorded as FSM eligible.

At Key Stage 4 (2010), the proportion of FSM pupils in achieving the measure 5 GCSE's (A\*-C\*) including English and Maths in Nottingham is, at 26%, in line with above the East Midlands rate of 25% but below the national rate of 31%. 51% of Nottingham City Non FSM pupils achieved the same measure, as did 55% of pupils in the East Midlands and 59% of pupils in England ; this means the Nottingham 'free school meal attainment gap' of 25 percentage points is smaller than the regional gap of 31 percentage points and national gap of 28 percentage points on this measure. The gap has closed from 2009 to 2010 but is still wider than the gap in 2008 (21.4 percentage points). Actual outcomes on this measure for FSM eligible pupils between 2008-2010 are not improving as fast (7 percentage points) as those for non FSM eligible pupils (10 percentage points).

At A level or equivalent, 22% of young people who became 19 years old in 2009/10 and were FSM eligible when they studied in Nottingham's secondary schools at age 15+ had achieved Level 3 (2 A Level or equivalent passes at grades A-E), compared to 42% of non-FSM pupils, resulting in a 'free school meal attainment gap' of 20 percentage points. This is 2 percentage points wider than in 2009, but a 3 percentage point improvement overall since 2005/06. Although the Nottingham gap is narrower than the attainment gap for England (24 percentage points), both FSM and non-FSM outcomes in Nottingham are at least 7 percentage points below their national peers.

Having a narrower gap in attainment between the FSM and non-FSM groups is not necessarily a good thing as the non-FSM cohort are generally lower attaining within the city than in other areas of the country. This is likely due to the large group of low income children who are not eligible for FSM but are still living in poverty and attaining lower than other children.

[ONS national figures](#) show that earnings of graduates are on average 12,000 pa above those of non graduates. There are many graduate openings in the city but may be filled by non-city residents or graduates of the two universities. The progression of pupils aged 15 to higher education at age 19 (free school meal at age 15, non-free school meal at age 15 and gap) indicator for 2007\_2008 shows that 9% of pupils in receipt of free school meals when they attended a Nottingham City school, progress to HE by age 19, compared to 15% for England overall. 21 % of Non FSM young people progress to HE by age 19; the England figure is 33%. The Nottingham free school meal gap is therefore 12 percentage points and the England gap 18 percentage points. Overall, the percentage of young people previously on free school meals progressing to higher education has increased over the last three years. Increases in tuition fees and the removal of education maintenance allowance for further education may affect this trend in the future.

Overall Nottingham does relatively well on the free school meal attainment gap but this can hide lower levels of attainment overall by non FSM children who many of whom may be living in low income working households not eligible for free school meals. The gap between overall attainment of Nottingham pupils and regional and national peers also widens between Key Stage 2, Key Stage 4 and A' level equivalent measures, with implications for subsequent employment and earnings.

### 3) Current services and assets in relation to need

[Nottingham Children's Partnership](#) already commissions a wide range of local and centralized services to support families at different levels according to their needs. The [Children and Young People's Plan](#) (CYPP) identified the need to reduce deprivation and its impact on families. The City's whole family approach; 'Think Family' and nationally recognised early intervention programme together with the latest [Family Support Strategy](#) demonstrate that coordinated action and earlier support is essential for stronger families.

Nottingham has already delivered a national [Child Poverty Pilot Programme](#) focussed on specific interventions for families with multiple needs; the School Gates employment support project for parents and housing support for teenage parents.

New national family approaches are now being promoted within the city:

The DWP Working Links programme will work with approximately 2000 families between 2012 and 2015. Families with at least one unemployed adult and a history of multi-generational worklessness will be referred and supported to develop their social, educational and work skills.

A [Total Place](#) approach to budgeting (focussing on families with multiple needs), has developed into a wider focus on Priority Families incorporating the Government's Troubled Families agenda.

In particular, a working group has met with colleagues from across several areas of the Council and partner organisations to explore how existing strategies can be connected in a more cohesive way for families in Aspley. The first priority agreed at the meeting was to establish an effective means of identifying those most in need within the area. Analysis of the needs of these individuals will then inform considerations on how we develop services to individuals and families with similar levels of need across the city. A range of colleagues are providing data about the 50 families that currently access their services most on regular and prolonged basis. This will inform the next steps taken to look at models of intervention and how these can be more effectively combined.

#### Health

Nottingham City and other agencies work in partnership with the PCT on delivering joint services in many areas of the city, particularly with the establishment of Joins Service Centres in Hyson Green, St Ann's and Bulwell. Both individual chapters of the JSNA and other data on Nottingham Insight provide more detail

#### Family Support Strategy

In Nottingham City, measures to address Child Poverty are integrated into strategic planning and workforce development throughout a range of council activities and services. For example:

Family Support Strategy 2012\_2014 and Nottingham City Council's Early Intervention Approach

"Many children in Nottingham are growing up to experience behavioural problems, mental illness, substance misuse, teenage parenthood and low educational attainment as a result of impaired family life. These problems are often exacerbated by poverty"

#### [Family Support Strategy 2010 2014, Nottingham City Council](#)

A coordinated family support pathway and holistic approach for practitioners working with families to follow. The pathway provides earlier identification of problems, advice on referrals and ways of creating and supporting stronger, more resilient families.

The Family Support Strategy aids early identification of issues that may negatively affect children's

outcomes. Families are supported through universal services additional support and more sustained intervention according to need. The approach aims to intervene early and de-escalate families down to the previous tier wherever possible.

#### Financial Inclusion Strategy (Draft)

Improves household economic opportunities by increasing employment rate; minimising household fuel bills, early intervention for households in economic crisis.

Improves household financial management through widening access to welfare and advice services and increasing the take-up of unclaimed benefits.

Works with partners to increase the availability of suitable and affordable banking, credit, savings and insurance products.

Works with agencies to protect vulnerable households from pressure to live beyond their means.

#### Working Nottingham Delivery Plan

- o Creates job placements and NEET focused activities for young people aged 18-24.
- o Keep Nottingham Working Campaign with Job Centre Plus – community events and job fairs (400 people moved into work in 2011).
- o Research to understand barriers to employment for BME groups and tackle BME unemployment
- o Work with potential employers; for example, local enterprise strategies to boost start up and survival rates for small businesses.
- o Nottingham City Council acts as an exemplary employer to promote recruitment practices aimed at local people.

Workforce development and staff training can also raise the effectiveness of local child poverty interventions. Helping Families Thrive brings together a range of resources to consider this and it is a central focus of Nottingham City's Family Support Strategy.

#### **4) Projected service use and outcomes in 3-5 years and 5-10 years**

The latest State of Nottingham publication recognises that:

“The recession and has caused a significant economic shock with rising unemployment and increasing numbers of people getting into debt. Increasing commodity prices have compounded this”

“Going forwards, work needs to focus on a long term sustainable approach to tackling the drivers of poverty which are employment, education/skills and housing”.

#### [State of Nottingham Summary\(2012\)](#)

With regard to employment the summary notes that ‘there still appears to be a ‘disconnect’ between the jobs available and the opportunities for citizens, with many businesses being sustained by commuters with higher skill levels’.

Although the city's employment rate has fallen since 2008 (largely due to rising student numbers expanding the base population), in real terms the number of Nottingham residents who are unemployed has increased by 16% in the last year compared to a 10% increase nationally and is expected to swell further in the coming years as people are moved onto Job Seeker's allowance from other benefits.

Looking to the future, the number of people claiming JSA for 6 months or longer is increasing. ([Benefits Bulletin, August 2012](#)), meaning that more than 50% of claimants (7,375 individuals) in Nottingham are long term unemployed. This percentage may rise in future years if claimants moved to JSA from other benefits find re-entry to employment difficult. The latest Monthly Unemployment Update for Nottingham notes that, in comparison to other core cities, Nottingham has a low percentage of people moving off JSA and into employment. Future benefit changes may compound

this issue.

In terms of education, the State of Nottingham recognises that attainment in Nottingham has improved considerably over the last five years, however the gap between the performance of Nottingham pupils and the national average widens as pupils progress through education and approach the job market.

However, the proportion of young people aged 16 to 18 Not in Education, Employment or Training (NEET) has been historically high but has reduced considerably in recent years. The proportion in Nottingham is now lower than in other Core Cities and statistical neighbours. The challenge will be in moving young city residents on into initial employment and ultimately maintain better paid employment as they have their own families.

### **5) Evidence of what works**

Outcomes and lessons learned from the national child poverty pilot programme delivered between 2009 and 2011 have been published as [Helping Families Thrive: Lessons learned from The Child Poverty Pilot Programme \(2012\)](#) and looks at 'ways of supporting families away from the causes and consequences of poverty'. Detailed evaluation evidence for each programme can be found within the Child Poverty Local Authority Innovation Pilot Evaluation

Pilots found that the best way to target and reach families was through voluntary, community or local authority projects and services that were already working with them or by 'word of mouth' recommendation.

Positive family friendly branding that did not allude to poverty and flexible approaches to targeting to prevent raising barriers to participation were crucial. However targeting families by income proved problematic and projects that initially started with income criteria eligibility changed to the household being in receipt of out of work benefits. This may require further consideration if Nottingham's low income families are to benefit.

Locating other services (for example Jobcentre Plus advisors), in children's centres and schools proved successful, together with multi-agency and key worker approaches. Projects with early 'quick wins' won the confidence and engagement of families. Peer-led and co-production approaches were effective; with parents providing practical and emotional support to other families though some projects found this only appropriate for those with low levels of need.

Debt was found to be a significant issue for low-income families; a third of all FIP families had problems with debt, separated parents were also more vulnerable to debt. Specialist income maximisations, debt support and money advice were important in all evaluations. A specific Innovation Pilot gave professionals the ability to access flexible funds and respond quickly to support family outcomes. These could have an immediate impact on poverty and hardship; for example an item of school clothing; or support progression towards a longer term outcome such as a bus pass or equipment for a job.

Many pilots focussed on achieving employment outcomes and flexible pathways to employment with practical resources, training and affordable and trusted childcare support were effective. Other programmes included aspects to raise overall parent and family well being. Support with gaining suitable and stable housing; health and accessing health services; parenting support and classes on healthy eating and cooking inexpensive meals.

Softer outcomes' such as increased self-confidence were important in raising aspirations and promoting a sense of control and choice about the future.

[Helping Families Thrive \(Lessons Learned from the Child Poverty Pilot Programme, DWP 2012\)](#) uses

national experience to make recommendations for targeting, engaging and supporting families experiencing the effects of poverty: The pilot projects found that the best way to reach families was through services that were already working with them; including the voluntary and community sectors. Many of the most successful work-focused services were co-located; for example basing Jobcentre Plus staff in Children's Centres or schools. Branding of services was most effective when it does not use the word 'poverty' but uses terms focussed on family outcomes, employment or supporting children. Trust between staff and a family was also important in encouraging families to participate and stay engaged. Accessibility to affordable childcare was vital for employment and training based programmes,

Some evaluations highlighted how income maximisation and specialist support and advice regarding debts made a substantial difference to family income levels and well-being. Money management and budgeting advice was also recommended. The value of 'soft outcomes' was also recognised:

"Increased self-confidence promotes a sense of control and choice over the future and raises aspirations. Parents reported that that when they felt happier in themselves, they were happier at home. This had positive impacts for their children...parental confidence builds over time and supports further engagement and progression so that families can thrive."

#### [Helping Families Thrive: Lessons learned from The Child Poverty Pilot Programme \(2012\)](#)

National and local projects found that agreeing an evidence base and building data collection and reporting needs into each project at the outset enabled the most effective evaluations and decision making about sustainability. Understanding and collecting all costing data was also vital to ultimately judging effectiveness.

Overall, the pilot projects found that provision must be clearly linked to local strategic outcomes and priorities. This encouraged 'buy-in' and ownership among stakeholders and partners (particularly employers) and established measures to monitor and review progress and promote sustainability.

## **6) User Views**

### Young People

"Solving the problem of child poverty is probably the most important challenge we face in Nottingham today." (Lauren Davey, chair of Nottingham Youth Council's Youth Cabinet, June 2011)

Children and young people are economically disempowered and especially vulnerable to the effects of poverty. While no specific study of children and young people's attitudes to child poverty have been undertaken in recent years, the issues is implicit in other areas and can be seen to emerge from a range of studies and engagement activities.

"Poverty stops young people from achieving their potential. When that happens we all lose, because the city misses out on what could have been." (Jamie Mansell, Youth Cabinet member, June 2011)

Poverty leads to poor health outcomes, in particular around weight. Children and young people perceive healthy, fresh food to be expensive while choices for people eating out in low income areas are limited to fast food outlets. These are often located close to schools to maximise lunch time and early evening trade. Children know the risks but have limited choices.

"Cheap food is easy to get, it's tasty and addictive. We need healthy alternatives at low level prices." (Bulwell EAZ CYP Forum)

Poverty also restricts the mobility of young people, who have repeatedly expressed their frustration that high (relative to their income) public transport prices mean they are effectively excluded from many social and developmental activities. The Youth Council has prioritised the issue of access to transport in the new Youth Strategy and has lobbied for reduced bus fare for under 18s to help get more young people involved in positive activities.

“I think poor children are at greater risk of not achieving at school. Motivation to learn starts when you get out of bed in the morning, with the clothes you put on and the breakfast you eat, the self-esteem you have in the playground and the classroom, and the fact that you can focus on your school work and not be worrying about whether there’s any tea waiting for you when you get home. You can’t learn on an empty stomach.” (Aaron Reilly, Youth Cabinet member)

Manifesto returns from recent Youth Council elections (2009), conducted with young people in school and youth provisions across the city reveal a continued concern over access to good quality youth services to support their social and economic development.

To alleviate the effects of poverty young people would like to see more “structured volunteering programmes and training support to encourage young people’s voluntary work within the community” with more opportunities for accredited outcomes in non-formal education environments.

In addition the manifestos demonstrate concern among children and young people that poverty and the lack of opportunities in impoverished communities can provide a gateway into anti-social behaviour, gang behaviour and criminality, rendering communities unsafe and children and young people vulnerable to harm.

### Families

Early in 2010, ESRO was commissioned by the Nottingham City Council Early Intervention team to conduct ethnographic research case studies with 8 high need families living in Nottingham. This included large and small, two-parent and single-parent households living in Bulwell, Bilborough, Aspley and Wollaton. The following content has been extracted from first hand accounts by the respondents themselves and shows the impact of poverty on family members.

Parent A is 29 and lives in a dilapidated prefab house with three children aged 10, 6 and 8 and her husband (aged 45). Parent A is unemployed: “I’m epileptic. Most employers won’t employ you”. Her husband is a forklift driver earning £800 per month.

Resources: The family have little in terms of monetary capital or support networks. They keep themselves as far as possible away from local services. Her husband’s small wage does not cover the debt repayments they need to make and Parent A cannot see herself working. Her benefits go immediately on servicing debt. She often goes without food.

[...] Parent A enjoys working and had enjoyed a low-level administrative job when she was younger but does not know how to get back into work”

Parent C (44), lives with her daughter aged (16) in Bulwell in Nottingham. Parent C lost her husband to illness 8 years ago, and has coped on her own since then.

Resources: Parent C’s income is tiny. Her daughter left school and receives no support. The two of them live on less than £43 per week between them. They cannot afford to use gas so they cook only in a microwave and huddle around a single electric heater in the evenings. Parent C tries not to eat lunch on most days and she will wear her daughter’s old clothes. Neither of them goes out and her daughter says that excludes her from a lot of social life. She says she has never been to the cinema for example. They have a small television but no other electronic devices in the house which is

devoid of decoration and needs repairs. Parent C takes all of her weekly allowance out of the bank at the beginning of the week and tries to spend no more than that. She is embarrassed as she puts aside three 2p coins. "I'm saving for my daughter's Christmas."

Other families in the study mention the accumulation of severe debt after taking out loans "just to stay afloat" and the constant worry of keeping up with repayments.

### **7) Equality Impact Assessments**

A number of social groups are more likely to experience poverty. This is reinforced by the findings on Employment & Skills, particularly for particular ethnic groups and lone parents.

Although nationally the majority of children living in poverty are from White British backgrounds, children from black and minority ethnic families are almost twice as likely to live in relative poverty as children from white families. Other groups notably Gypsy, Roma and Traveller Children; Looked after Children; children with Special Educational Needs (SEN); and children who are young carers for household members are also more likely to be disproportionately affected by the various forms and outcomes of poverty.

### **8) Unmet needs and service gaps**

Finding affordable childcare is a barrier to employment for many city parents and was cited in the 2011 Childcare Sufficiency Survey as a particular problem for lone parents with children aged 0-2 years. For children aged 2, the city has a scheme to offer up to 15 hours of free childcare to a limited number of children from deprived areas. All 3 and 4 year olds are offered up to 15 hours of free childcare. However, this limited free provision will not support full time work unless parents can pay to extend the hours covered.

There may be scope for promoting better paid employment to reduce the number of families on low incomes by tackling low pay issues with local employers. Some local authorities are currently working with employers to promote payment of the 'living wage'; currently calculated at £7.45 per hour rather than the minimum wage of £6.19 per hour. Some public sector organisations are considering making this a condition of contracting services as well as reviewing their own pay structures.

Effective transition of young people from further education into employment or the HE sector may also offer potential for further development. The percentage of Nottingham City pupils who attain key benchmarks at GCSE is lower than the national rate. However, due to the well developed FE sector in the city, Nottingham has a higher proportion of young people in Education and Training (85%) than nationally (83%) and the proportion has been increasing year on year since 2005. (Local Economic Assessment (01/01/2011)).

However, by age 19, attainment of Level 2 (5 or more A\*C passes at GCSE or equivalent), by Nottingham young people is 70.9%; almost 13 percentage points below the national level.

The Skills and Qualifications chapter of the Local Economic Assessment notes that Creative, Media, Hair and Beauty subjects are particularly popular subjects in the FE sector. It may be that some city students experience a skills gap when they seek employment, in comparison to the roles available in the city.

The proportion of young people in Nottingham attaining Level 3 qualifications (2 or more A\* - E passes at A Level or equivalent) is almost 14 points below the national percentage Local Economic Assessment (Skills and Qualifications Chapter), 01/01/2012

This may affect progression of potential students into the Higher Education sector and the ultimate likelihood of higher paid work.

## **9) Recommendations for consideration by commissioners**

- Focus on reducing worklessness through various means, (increasing jobs, improving skills, connections with schools and job centre plus to improve targeted recruitment to city parents)
- Focus on improving incomes (increase skills, support city residents job mobility, promote jobs within the city more strongly to city residents, advice to parents about avoiding cliff edge etc)
- Focus on improving children and young people's resilience to poverty, raise aspirations, improve skills, and break cycle of deprivation.

## **10) Recommendations for needs assessment work**

In the wide scope of this assessment there are many areas where further work might be useful:

### User Views and Engagement

Factors linked with poverty are so prevalent in Nottingham that most studies and support groups where user views might be sourced are concerned with related issues, rather than poverty as a sole item. The Youth Cabinet has provided an insight into the concerns of our spokespersons for young people but a coordinated approach to capturing views and experiences from the wider population and feeding them back into the design of services may be helpful. Work to make engagement material more widely available is ongoing in the Children & Families directorate of Nottingham City Council.

### Health issues

A number of connections between poverty and health, beginning with low birth weight and progressing through diet and lifestyle related conditions have been raised nationally. Nottingham City and other agencies work in partnership with the PCT on delivering joint services in many areas of the city. The establishment of Joint Service Centres in Hyson Green, St Ann's and Bulwell provide an opportunity to further consider links between health and family poverty in these areas.

### Pupil Mobility

During the scoping phase of the needs assessment, concerns were raised about the effect of frequent house moves, and in particular those caused by poverty, on children's attainment. However local data from housing was not linked to the presence or otherwise of children in the household and applications to change school was not necessarily linked to a house move. Neither was linked to income. This is an area where there might be scope to investigate further using housing or council tax benefit records if approved.

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