

Norwich Needs: Research for the Local Area Agreement

Phase 1: Deprivation in Norwich

Phase 1 Final Report

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Section 1 Executive summary

1.1 Introduction

1.1.1 Partners across Norwich are looking for a clear picture of the priorities for programmes tackling deprivation across the city, and an understanding of which interventions will produce the best outcomes in addressing social exclusion and inequality.

The project is run in three Phases – this report covers only Phase One

- *Phase One - Identifying the challenge – Deprivation in Norwich.* The first Phase of the project provides a baseline picture of deprivation and social exclusion across Norwich, in order to identify how the city is doing in comparison with regional and national and comparator areas; which neighbourhoods and communities across the city are doing less well; and drawing out any implications for future programmes
- *Phase Two - Mapping and Reviewing Existing Activity.* In the second Phase, carried out alongside Phase one, we map existing activity of people based regeneration in order to highlight the levels of investment, activities (duplication, gaps and alignment), methods and locations of delivery and targets of externally funded programmes set against the CoNP Sustainable Community Strategy. We also review current and proposed activity to identify best practice in particular localities and/or with communities of interest in those programmes
- *Phase Three - Bringing it together.* In this Phase, commencing the delivery of Phase One and two, we set the findings of the mapping and review of current activity in Phase Two against the Norwich Needs analysis prepared in Phase One. This enables us both to highlight gaps in activity related to the needs of Norwich and to develop assessment criteria for identifying suitable future programmes.

1.2 We have identified ten key deprivation challenges facing the city

1.2.1 This Phase One report sets out our analysis of deprivation and inequality across the city. From our review of existing research, and additional primary analysis, we have identified *ten key challenges* facing the city:

1. Improving outcomes for children in low income and out of work households
2. Strengthening transition pathways from school into education or employment
3. Linking those with low skills to the labour market
4. Tackling wider worklessness
5. Addressing 'in work' low income
6. Tackling the additional barriers faced by people with mental health issues
7. Reducing health inequalities across the city
8. Reducing substance misuse levels
9. Lowering violent crime levels across the city
10. Making best use of migration and population change.

1.2.2 For each of these challenges, the Phase one report outlines the strategic context, the evidence across Norwich (including those geographic areas and communities most at risk), and implications for future programmes. Below we summarise the evidence under each of the key challenges.

1.3 The Norwich context – how is the city doing?

Background

- Norwich District has a recent relatively fast-growing population, driven by increases in young working age groups. More than 80% of population growth across Norwich District has been as a result of net migration into the city
- However, over the next 20 years the population is projected to grow more slowly than the region as a whole, although population growth in the Greater Norwich area is projected to be substantially greater¹.
- The District has a relatively atypical population compared with elsewhere in the region, with relatively high levels of young adults, social housing, and one person households. There are relatively low levels of owner-occupiers and vehicle ownership compared with other Districts across the region
- Norwich LA is significantly 'under bounded', and much of the city lies outside the existing LA District boundary. Greater Norwich as a whole is significantly less deprived than the District of Norwich.

Economic strengths

- *A regional economic centre:* the District has the highest number of jobs per working age population of all LA Districts in the East of England, and the District experiences high levels of in-commuting
- Greater Norwich as a whole provides nearly 40% of the Norfolk workforce with jobs
- *A growing economy:* The growth in jobs significantly outstrips regional and national growth figures, although the city shows a slower increase in VAT-registered enterprises than regional and national comparators (and business start-up rates remain below the national and regional averages). The main enterprise growth is driven by rises in levels of business services², which now makes up the largest industry sector in Norwich District
- The city's economy is heavily reliant on larger employers, with 11% of businesses employing more than 20 people (compared with 5% across the East of England as a whole), and a corresponding lower level of small employers
- *A highly qualified population:* Recent estimates identify the proportion of economically active residents with degree qualifications at nearly two-in-five (37%), well above the

¹ However, there is a suggestion that the revised population projections from 2006 (as yet unpublished) may show slightly different population trends for Norwich District.

² Real Estate, Renting and Business Activities (or "Business Services" for short) is largely an office-based white-collar sector encompassing many professional, engineering and scientific occupations but also includes lower value added activities like industrial cleaning, security activities and contract packaging.

national and regional averages (31.5% and 28%). However, there is evidence of skills polarisation – in 2006 more than 30% of Norwich District's residents were qualified to below level 2.

High levels of deprivation

- Norwich LA continues to rank as highly deprived based on the Indices of Deprivation (ID) 2007, ranking 62nd most deprived of 354 LAs in England, and 2nd most deprived of 49 LAs in the region in terms of average IMD score
- The same areas that were experiencing the highest deprivation based on the IMD 2004, are still the most deprived based on the IMD 2007
- Norwich is especially deprived in terms of Education deprivation, ranking 25th of 354 LAs in the country
- Deprivation in the city is relatively dispersed, with well over half of all small areas in the city ranking among the 30% most deprived in England. The level of multiple deprivation *within* areas is also high. The most deprived areas in Norwich LA are likely to be highly deprived in terms of Income, Employment, Health, Education and Crime deprivation
- More detailed Output Area level analysis reveals hidden pockets of deprivation – small areas that were not identified as highly-deprived using standard Super Output Area level datasets
- The proportion of working age people claiming benefits across the city remains above the national average – in May 2007 just under 14,000 working age adults in the city were receiving DWP benefits.

Deprivation trends over time

- The unemployment rate is falling sharply across the city, with 3.5% of the working age population claiming JSA in May 2007 (2,600 people) compared with 5.2% in August 1999 (a fall of around one-third)
- Outcome trend data based on DWP benefit claimant rates available at small area level indicates that the most deprived areas across the city are not 'closing the gap' – although claimant rate levels are generally falling across the city, they are falling less fast in the most-deprived areas
- In contrast to the overall working-age claimant rate, the Incapacity Benefit claimant rate across Norwich District has risen between 1999 and 2007, with a 3% rise over the period.

Large numbers of deprived people live outside the most deprived areas in Norwich

- Of the 13,700 people of working-age receiving DWP benefits across the city, 9,500 (or 69%) do *not* live in the most deprived 20% of areas
- Of the 11,700 adults aged 25-54 with no qualification across the city, nearly 73% do not live in the most deprived 20% of areas
- Of the 6,700 children living in low income or out-of-work families across the city, more than 65% do not live in the most deprived 20% of areas

- Of the 5,500 older people receiving Pension Credit Guarantee element across the city, 72% do not live in the most deprived 20% of areas.

1.4 Adult health and well-being: What are the key challenges in tackling deprivation?

1.4.1 Three key challenges relating to adult health and well-being were identified:

Reducing health inequalities across the city

- Norwich is among the 10 Local Authorities in the country with the greatest gender gaps in terms of life expectancy
- There are significant variations across the city in terms of levels of poor health - for example, men living in Mancroft and Thorpe Hamlet ward have nine years less life expectancy than those living in Eaton ward
- The most deprived neighbourhoods in Norwich District face poor health outcomes not only in relation to the city but also in relation to the country as a whole
- There is some evidence that health inequalities may be increasing across the city, relative to England as a whole. In 2007, there were more than twice as many LSOAs across Norwich ranked among the most deprived 20% of areas across England than seen in 2004, based on the Health domain (21 LSOAs were in the most deprived 20% based on the IMD 2007 Health domain, compared with 8 LSOAs based on the IMD 2004).

Tackling the additional barriers faced by people with mental health issues

- The city shows very high levels of mental health issues
- Over half of those out-of-work due to long-term sickness across Norwich LA have mental health problems, with the number of those out of work for mental health reasons rising sharply in recent years
- The Mancroft area has the highest levels of recorded mental health problems across the District
- Particular challenges identified for Norwich LA include mental health of prisoners and young offenders, self-harm and suicide, drug and alcohol misuse, child psychiatry and mental health in older age
- Young men with mental health problems are at high risk of dropping out of education or work, of becoming involved with crime, and they are a particularly high risk group for suicide. Also, parents with mental health problems (particularly lone parents) have very low employment rates, may not receive sufficient family support, and their children may develop emotional problems.

Reducing substance misuse levels

- Norwich LA is among the 10% of local authorities in England with the highest proportion of people engaged in harmful drinking. Binge drinking rates are also among the highest in the region

- Norwich has the highest alcohol mortality rate for males of any District in the East of England
- There is some (indirect) evidence of high levels of drug use across Norwich. For example, drug offence rates are well above regional and national levels. One-third of all drug offences in Norfolk are committed in the city.

1.4.2 In addition, adult health and well-being issues are relevant to a number of the other key challenges. For example, the links between wider worklessness and poor-health are important, with those workless for ill health reasons likely to be long-term workless (more than half of all Incapacity Benefit claimants across the city have been claiming for more than 5 years).

1.5 Children and young people: What are the key challenges in tackling deprivation?

1.5.1 Two key challenges relating to children and young people were identified:

Improving outcomes for children in low income and out of work households

- Nearly 30% of the city's children live in 'out of work' households. More than two-thirds of children living in out of work households across Norwich District are in households headed by a lone parent
- In five LSOAs across the District, more than 50% of children live in out of work households. However, there are significant numbers of children in out of work households in many areas across the city
- 92% of lone parent families are headed by women, accounting for nearly two-thirds of all 'out-of-work' households in the city
- Children from low income households across Norwich District are significantly less likely to leave school with good exam results – and this group are at increased risk of becoming NEET. In 2006, just over 20% of pupils eligible for Free School Meals (FSM) across the city gained 5 or more GCSE grades A*-C compared with 54.3% of non-FSM pupils.

Strengthening the transition pathways from school into education or employment

- In July 2007 there were 400 young people aged 16-18 across Norwich District who were not in employment, education or training (NEET)
- Nearly half of the NEET population in Norwich are located in the wards of Mile Cross, Wensum, Bowthorpe, Mancroft, and Catton Grove
- Groups at risk of becoming NEET include those leaving school without five GCSEs passes at A*-C level; teenage parents; young offenders; young adults with learning difficulties or Special Educational Needs; and children leaving care
- Research from the Norfolk Connexions partnership suggests that young people in the NEET group are more likely to be unemployed by the age of 21 than their peers
- Nearly one-third of all JSA claimants in Norwich District are aged 16-24 – 800 people.

1.5.2 In addition, children and young people issues are relevant to a number of the other key challenges. For example, the links between transition pathways from school into education or employment, and wider worklessness and low skills are important.

1.6 Safer and stronger communities: What are the key challenges in tackling deprivation?

1.6.1 Two key challenges relating to safer and stronger communities are identified:

Making best use of migration and population change

- Population turnover levels are high, with 56,000 people migrating into Norwich District between 2001 and 2006 – 80% of this migration was from within the UK, but more than 10,000 came from overseas
- Population growth in the city is largely being driven by international migration, with Norwich having among the highest net inward international migration rates in the country
- Overseas registrations for National Insurance Numbers (NINOs) are also high, with nearly 2,000 in 2007 alone – representing 2.4% of the total working age population in the city. The largest group was Polish, making up one-third of the registrations, with Indians, Lithuanians and Hungarians also well-represented among in-coming workers³
- This is shifting the population profile of the city – in 2006, one-in-seven (16%) of all births in the city was to a mother born outside the UK.

Lowering violent crime levels across the city

- Norwich District has a higher overall crime rate than the national and regional averages, and higher than the average for other Neighbourhood Renewal Fund areas
- Although overall crime levels are falling, there are rising levels of violent crime across the city
- Acquisitive crime levels are relatively low across the city
- Alcohol is estimated to contribute to almost 40% of violent crime across Norwich District
- In 2004, domestic violence accounted for nearly one-quarter of all recorded violent crime
- The highest overall crime levels in Norwich are situated in Mile Cross. The highest violent crime levels are seen in the city centre Mancroft ward, with more than one-third of all violent crimes across the city
- Measurements of crime *rates* in Norwich are affected by the denominators used, with crime rates based on using resident population denominators, rather than the substantially larger daytime population. This is likely to inflate the recorded crime rate in the city. This effect is also seen in other similar LAs: indeed levels of violent crime across Norwich LA are similar to those in the other 15 CDRP Family Group LAs, although higher than in Coventry, Liverpool, Exeter, Plymouth and Newcastle-upon-Tyne.

³ It is not possible to identify how many of these registrations are actually working in the city. Many may register in Norwich but work elsewhere such as across rural Norfolk. Conversely, overseas workers may have registered elsewhere (such as their first major destination in the UK), but be working in the city.

1.6.2 In addition, safer and stronger communities issues are relevant to a number of the other key challenges. For example, the increased levels of migrant workers has a potential impact on employment rates for other disadvantaged groups across the city such as those with low skills.

1.7 Local economy: What are the key challenges in tackling deprivation?

1.7.1 Three key challenges relating to the local economy were identified:

Linking those with low skills to the labour market

- Norwich District experiences 'skills polarisation': as well as having a higher proportion of degree level qualifications than the national average, more than 30% of people in Norwich are qualified to below Level 2 (equivalent to five GCSE grades at A*-C level)
- Those with no qualifications are at increased risk of experiencing worklessness – employment and economic activity rates are poor for this group, and well below county, regional and national averages. The proportion of those with no qualifications that are economically *inactive* is higher in Norwich District (35%), than in Norfolk (30%), the East of England region (29%) and similar to England as a whole (35%). Of those with no qualifications who are economically *active*, a greater proportion is unemployed (6.4%) than in Norfolk (4.4%), the East of England (3.9%) and England as a whole (5.2%)
- Those with no qualifications who are employed are overwhelmingly concentrated in low-skilled and low-paid occupations
- This is in part likely to be due to difficulties in accessing employment as a result of competition with other more highly skilled residents across the city. The most recent estimates suggest that nearly two-in-five of the economically active population in Norwich have a degree level qualification or higher. Significant numbers of people (more than 1,600) with degree level qualifications are employed in elementary occupations typically requiring lower skills
- There is also likely to be competition for lower-skilled jobs from students and migrant workers.

Tackling wider worklessness

- Unemployment levels are falling across the city, however unemployment claimant levels remain significantly above county, regional and national averages. The level of long-term claimants is also high, accounting for nearly one-quarter of all Jobseekers Allowance (JSA) claimants
- Although the benefit count in May 2007 showed 2,600 people across the city receiving JSA, claimant flow analysis identifies up to 9,500 people having been on JSA over the course of the previous year
- Worklessness benefit levels are primarily driven by incapacity benefit. 6,900 people are receiving Incapacity Benefit (IB) compared with 2,600 receiving JSA. The proportion of people claiming IB has been increasing across Norwich LA (in contrast to JSA levels).

People with a limiting long-term illness are half as likely to be economically active as the population as a whole across the District

- There is also evidence of *hidden unemployment* in Norwich District – this covers those people who are economically inactive who would like a job but are not actively seeking work. Estimates from the Annual Population Survey suggest that 6.9% of working age adults across Norwich are economically inactive but would like a job
- Although the majority of unemployed people across Norwich District are white, data from the Census suggests that unemployment among Black African and Black Caribbean groups is above average
- More than three quarters of JSA claimants across Norwich District are male, although females are more likely to be economically inactive.

Addressing 'in work' low income

- Resident weekly earnings in Norwich District are below county, regional and national averages. Norwich is among the 10% of LAs in the country with the lowest median earnings, with only Great Yarmouth having lower earnings in the region
- The lowest earners in Norwich earn only one-fifth the median national wage
- Male earnings across Norwich are significantly higher than female earnings. This is likely to be partly linked to a higher proportion of women part-time workers, although also linked to over-representation of women in relatively low-paid sectors such as health, education, and customer service

1.7.2 In addition, local economy issues are relevant to a number of the other key challenges. For example, there are important links between wider worklessness and poor-health. For example, those workless for ill health reasons are more likely to be long-term workless.

Section 2 Introduction

2.1 Introduction and context

2.1.1 Partners across Norwich are looking for a clear picture of the priorities for programmes tackling deprivation across the city, and an understanding of which interventions will produce the best outcomes in addressing social exclusion and inequality.

Project objectives

2.1.2 The objectives of this project are:

- Map existing activity of people based regeneration activity including levels of investment, activities, method and location of delivery, client group and targets;
- Highlight duplication in existing activity;
- Determine whether current activity fits to priorities/needs of the CoNP Sustainable Community Strategy (SCS);
- Highlight gaps in activity in relation to the needs of Norwich;
- Demonstrate alignment between funding streams; and
- Identify and cost projects and programmes to meet the city's needs, building on national evidence-based best practice. This should enable 'off the shelf' projects to be put forward to deliver against the City's needs in the LAA.

The project is run in three Phases – this report covers only Phase One

- *Phase One - Identifying the challenge – Deprivation in Norwich.* The first Phase of the project provides a baseline picture of deprivation and social exclusion across Norwich, in order to identify how the city is doing in comparison with regional and national and comparator areas; which neighbourhoods and communities across the city are doing less well; and drawing out any implications for future programmes
- *Phase Two - Mapping and Reviewing Existing Activity.* In the second Phase, carried out alongside Phase one, we map existing activity of people based regeneration in order to highlight the levels of investment, activities (duplication, gaps and alignment), methods and locations of delivery and targets of externally funded programmes set against the CoNP Sustainable Community Strategy. We also review current and proposed activity to identify best practice in particular localities and/or with communities of interest in those programmes
- *Phase Three - Bringing it together.* In this Phase, commencing the delivery of Phase One and two, we set the findings of the mapping and review of current activity in Phase Two against the Norwich Needs analysis prepared in Phase One. This enables us both to highlight gaps in activity related to the needs of Norwich and to develop assessment criteria for identifying suitable future programmes.

Ten key challenges

2.1.3 This Phase One report sets out our analysis of deprivation and inequality across the city. From our review of existing research, and additional primary analysis, we have identified *ten key challenges* facing the city:

11. Improving outcomes for children in low income and out of work households
12. Strengthening transition pathways from school into education or employment
13. Linking those with low skills to the labour market
14. Tackling wider worklessness
15. Addressing 'in work' low income
16. Tackling the additional barriers faced by people with mental health issues
17. Reducing health inequalities across the city
18. Reducing substance misuse levels
19. Lowering violent crime levels across the city
20. Making best use of migration and population change

2.1.4 We use these ten challenges as the structure for this report, with a separate Section for each challenge (Sections 5 to 14). Under each challenge, we outline the strategic context, the evidence across Norwich (including those geographic areas and communities most at risk), and implications for future programmes.

2.2 How we have carried out Phase One of the project

This report presents the results from the desk-based research carried out in Phase One

2.2.1 This report presents evidence on levels of deprivation across Norwich. We highlight key issues based on the current demographic, social, economic and environmental profile of the city. Analysis is presented for the city as a whole, and where available is presented for small areas and communities across the city. Where data is available we examine trends over time.

2.2.2 The desk-based analysis draws together existing research carried out by local partners. We have also carried out additional primary analysis where relevant, for example assessing the Index of Multiple Deprivation 2007

Identifying inequality at small area level

2.2.3 Throughout this report we have examined information at small area. Under each section, and where data is available, we have identified those areas faring badly on a range of outcome measures. GIS maps of the socio-economic indicators have been developed, and are available on CD. Appendix C lists the mapped indicators.

2.2.4 We have examined trends over time for small areas, where robust outcome data is available. Our analysis here compares the 20% most deprived areas across the city with the rest of the city, and is summarised in Section 3 of this report. In Section 3 we also identify how the city is performing on key Neighbourhood Renewal targets against England and other NRF areas.

2.2.5 In previous work, we have statistically modelled the Index of Multiple Deprivation 2004 down to Output Area level⁴. We have mapped this dataset across the city, providing the most detailed small area estimate of inequality levels available across Norwich. Our analysis and maps are provided in Section 3 of this report.

Identifying inequality for particular groups, including multiply-deprived groups

2.2.6 As well as spatial analysis of inequality, we have also identified groups and communities experiencing high levels of inequality. Our analysis has drawn on a range of local sources, as well as carrying out additional primary research – the chief limitation here is the availability of appropriate information.

2.3 Structure of the report

2.3.1 Section 3 highlights the key demographic and economic trends across the city, along with analysis of the Indices of Deprivation 2007, and assessment of how the city (and most deprived areas across the city) is performing over time. Sections 4 to 13 cover the ten key challenges we identified above.

2.3.2 Appendix A provides our analysis of the Index of Multiple Deprivation 2007 across the city carried out for this project. Appendix B contains lists of maps developed for the project, and Appendix C provides the project bibliography.

2.4 Acknowledgements

2.4.1 We would like to thank the project steering group for their help with the project:

- Tim Bacon, Norwich City Council
- Vince Muspratt, Norfolk Investing in Communities
- Verity Pelton, Norwich City Council
- Chris Popplewell, Norwich City Council

2.4.2 In addition, we would like to acknowledge the help provided to this Phase one of the project by:

- Caroline French, Norwich City Council
- Martin Giddings, Norfolk Connexions
- Daniel Harry, Norfolk Drug and Alcohol Action Team
- James Radcliffe, Norwich City Council
- Jeff Taylor, Norwich City Council
- Sabine Virani, Norwich City Council

⁴ Each Output Area covers roughly 125 households, compared with an average of 600 households for Super Output Areas. OCSI (2006). Index of Multiple Deprivation 2004 Output Area Models.

Section 3 The Norwich context – how is the city doing?

3.1 Introduction

3.1.1 In this Section we provide an overview of the key characteristics and trends across Norwich, in order to provide a contextual background to the key challenges faced by the city which we explore in more detail in Section 4.

3.1.2 This Section covers the following areas:

- Demographic context
- Economic context
- Indices of Deprivation 2007
- How is the city doing in comparison to England and other NRF areas?
- Are deprived areas across Norwich closing the gap against the city?
- Deprived people living outside of deprived areas
- Hidden pockets of deprivation
- Greater Norwich

3.1.3 We examine each of these areas in turn.

What do we mean by 'Norwich' and 'Greater Norwich'?

Norwich District

In this report, where we refer to 'Norwich LA', 'Norwich District' 'Norwich city' or 'the city' we are referring to the District of Norwich

The urban area of Norwich

Where we talk about 'Greater Norwich' or 'Norwich Settlement', we are referring to the total urban area of Norwich

3.2 Demographic

A fast-growing population, driven by increases in young working age groups

3.2.1 The most recent population estimates show that the District of Norwich has a population of 129,500, while the settlement population incorporating the wider urban area has a population of 204,000⁵. In other words almost 40% of the city's population live outside the District boundary.

3.2.2 The population of the Norwich District has grown by 5.8% between 2001 and 2006 from 122,500 to 129,500, faster than the regional (3.8%) and national (2.7%) growth rates over the same period. Population growth in Norwich District has been largely driven by significant growth in the young adult population with the population aged 20-24 growing by 30%

⁵ OCSI estimate from ONS Subnational population estimates 2005 and SOA ONS urban area best fit look up table

between 2001 and 2006 and the population aged 25 to 29 growing by 21% across the same period.

- 3.2.3 By contrast, the child population has fallen over the same period - with the population aged 5-9 declining by 12% and the population aged 10-14 declining by 9% between 2001 and 2006. In other words, there were 1,400 fewer children aged 5-14 across Norwich in 2006 compared with 2001.

More than 80% of population growth across Norwich has been as a result of net migration into the city

- 3.2.4 Just under 56,000 people migrated into Norwich city between 2001 and 2006⁶ compared with 50,000 moving out over the same period, an overall gain of 6,000 people. Total population growth across Norwich over the period was 7,000 people – in other words, migration accounted for more than 80% of recent population growth across the District.

The District is projected to grow more slowly than the region as a whole

- 3.2.5 Between 2007 and 2029 the population across Norwich District is projected to grow from 128,000 to 143,000, a rise of just over 11%. However, this is well below the projected population growth across the region (15%), and similar to the projected growth across England as a whole (11%)⁷.

- 3.2.6 This population growth is predicted to be most significant among older age groups (65+), with the population aged 85+ predicted to rise by 38% over the period. By contrast, the population aged 15-19 is projected to decline between 2007 and 2029 by 10%.

However, population growth in the Greater Norwich area is projected to be substantially greater

- 3.2.7 The Norwich Policy Area (NPA)⁸ currently has a population of 230,000 but is projected to rise to 280,000 by 2025⁹ (a rise of 22%) more than double national projected growth over the period, and well above the projected growth rate for the East of England¹⁰.

The District has a relatively atypical population compared with elsewhere in the region

- Norwich has the second highest proportion of young adults (aged 16-29) (27%) in the East of England (after Cambridge), and the 8th highest in England as a whole¹¹. By

⁶ ONS Migration estimates (2002-2006)

⁷ ONS 2004 Subnational Population Projections. However, there is a suggestion that the revised population projections from 2006 (as yet unpublished) may show slightly different population trends for Norwich District.

⁸ The NPA covers Norwich District and much of Broadland and South Norfolk (stretching as far as Wymondham). See Joint Core Strategy For Broadland, Norwich And South Norfolk: Issues And Options Consultation Report - November 2007 page 8

⁹ Joint Core Strategy For Broadland, Norwich And South Norfolk: Issues And Options Consultation Report - November 2007 page 9

¹⁰ ONS Subnational Population Projections 2007-2025

contrast, the District has among the lowest proportion of people aged 0-15 (14.4%), significantly below the national average (17.7%)¹²

- the District has the lowest proportion of owner occupiers outside of London and Manchester in England as a whole, with fewer than 50% of people owning their home¹³. By contrast, the District has the highest proportion of social housing of any District in the region (36%), and the third highest proportion (outside London) in England as a whole.
- Norwich District has the lowest level of car or van ownership in the East of England, with more than one third of households (36%) lacking access to a car or van¹⁴
- the second highest proportion of one person households (excluding pensioner households) in the East of England after Cambridge, with more than one in five households in the District comprised of working age adults living alone (21%)
- the lowest proportion of married households in the East of England (with fewer than 16% of households married)
- Norwich has the highest proportion of people stating they have no religion of all Local Authorities in England, more than one in four people (28%) across the city stated they had no religion in the 2001 census
- the second highest proportion of same sex couple households in the East of England after Cambridge (292 households 0.3% of all households in the District)¹⁵

3.3 Economic

A regional economic centre...

- 3.3.1 The District of Norwich provided 103,000 jobs in 2005 which represents 1.21 jobs for every working age person¹⁶ - a higher jobs density (number of jobs per working age population) than all other Local Authorities in the East of England.
- 3.3.2 The District experiences high levels of in-commuting, with more than 50,000 people commuting daily into the District making it second only to London in terms of inward commuting flows¹⁷.
- 3.3.3 The wider urban area also provides high levels of jobs, with the Greater Norwich area providing nearly 40% of the Norfolk workforce with jobs¹⁸.
- 3.3.4 Norwich is a significant financial centre, home to the National Financial Services Skills Academy and the largest concentration of insurance companies in the UK¹⁹. Norwich was

¹¹ ONS Mid Year Estimates 2006

¹² ONS Mid Year Estimates 2006

¹³ Census 2001

¹⁴ Census 2001

¹⁵ Census 2001

¹⁶ Cited in Nomis

¹⁷ City of Norwich Partnership - A New Vision for Norwich The Sustainable Community Strategy Draft for Consultation 2007-2020 page 15

¹⁸ A New Vision for Norwich: The Sustainable Community Strategy 2007-2020

also recorded by CACI retail monitoring data as being the eighth most prosperous shopping destination in the UK in 2006²⁰

...with a growing economy...

3.3.5 The total number of jobs across Greater Norwich²¹ has increased by 9.2% between 2000 and 2005 (from 140,000 to 152,000), outstripping employment growth across the region (5.8%) and England as a whole (5%). Within the District boundary, jobs growth was more modest (4% between 2000 and 2005).

3.3.6 Within Norwich District, the stock of VAT registered businesses grew by 19% between 1994 and 2006 from 2,900 to 3,500²². However, this is a slower rate of growth than across the East of England and England as a whole, with national and regional growth rates of 23% over the same period.

...driven by rises in real estate and business enterprise levels ...

3.3.7 Levels of Business Services²³ rose by 83% across the city between 1994 and 2006 and now make up the largest industry sector in Norwich District accounting for just under one-third of all VAT registered enterprises (32%)²⁴. By contrast manufacturing enterprise levels declined by 12% over the same period.

...and a highly qualified population

3.3.8 The city has a highly educated workforce. According to the most recent estimates, the proportion of economically active residents with degree qualification is 37%, well above the national and regional averages (31.5% and 28%, respectively)²⁵.

3.3.9 In addition, the city contains two higher education institutions: the University of East Anglia (UEA) and Norwich School of art and design, with 16,000 students combined²⁶.

3.3.10 However, there is some evidence of skills polarisation. In 2006 more than 30% of Norwich city residents were qualified to below level 2²⁷.

¹⁹ Joint Core Strategy For Broadland, Norwich And South Norfolk: issues and Options Consultation Report November 2007 page 10

²⁰ CACI Retail Footprint, 2006 cited in Wikipedia en.wikipedia.org/wiki/Norwich

²¹ Norwich and Broadland

²² ONS Business Registers Unit (BRU) 2006 cited in Nomis

²³ Real Estate, Renting and Business Activities (or "Business Services" for short) is largely an office-based white-collar sector encompassing many professional, engineering and scientific occupations but also includes lower value added activities like industrial cleaning, security activities and contract packaging.

²⁴ ONS Business Registers Unit (BRU) 2006 cited in Nomis

²⁵ ONS Annual Population Survey 2006.

²⁶ Furthermore there is an FE college in Norwich - City College with approximately 4,900 full time students and 7,200 part time students

²⁷ ONS Annual Population Survey 2006.

However, business start-up rates remain below the national and regional averages

- 3.3.11 Although the Norwich economy is showing some signs of strength, levels of entrepreneurship in the city are still low. Year on year since 2007, Norwich District has had lower business start-up rates (per head of population) than the regional and national levels. In 2006 there were 28 VAT registrations in the city per 10,000 population, this compares with 39 across the region and England as a whole²⁸. The Norwich LEGI bid identifies raising the business start-up rate as a key area for improvement²⁹.

The city's economy is heavily reliant on larger employers

- 3.3.12 Norwich LA is disproportionately dominated by larger enterprises compared with elsewhere in the region, with 11% of businesses employing more than 20 people compared with 5% across the East of England as a whole³⁰. The Norwich LEGI identified the presence of a greater number of larger businesses as a potential risk to the economic future of Norwich as the costs of relocation of larger businesses are likely to be more significant than if businesses employing fewer people were to move from the city³¹.

3.4 Indices of Deprivation (ID) 2007

Norwich continues to rank as highly deprived based on the ID 2007

- 3.4.1 Norwich ranks 62nd of 354 LAs in England and 2nd of 49 LAs in the East in term of average IMD score.
- 3.4.2 The situation remains fairly similar to 2004, when it ranked 61st and 1st respectively. Moreover, the same areas that were experiencing the highest deprivation in 2004 are the most deprived in 2007.

Norwich is especially deprived in terms of Education: ranking 25th of 354 LAs in the country

- 3.4.3 The city also ranks as highly income and employment deprived with an additional 3,000 people experiencing income deprivation in the ID 2007 compared with the ID 2004.
- 3.4.4 Norwich is also relatively more Health deprived on the ID 2007 compared with the ID 2004.
- 3.4.5 In the ID 2007, 21 LSOAs are ranked among the 20% most deprived in England compared with 8 in the ID 2004.

²⁸ VAT registrations per 10,000 adults: ONS/ Small Business Service accessed from DCLG Floor Targets Interactive www.fti.communities.gov.uk/FTI/DataDownload.aspx

²⁹ Communities and Local Government: (2006) Local Enterprise Growth Initiative (LEGI) Round Two: Norwich City Council

³⁰ VAT registered enterprises by sizeband 2006 (ONS/BRU)

³¹ Communities and Local Government: (2006) Local Enterprise Growth Initiative (LEGI) Round Two: Norwich City Council

- 3.4.6 On the other hand, Norwich is relatively less Crime deprived in the ID 2004: the number of LSOAs among the 20% most deprived in England across the city has fallen from 35 to 24 between ID 2004 and ID 2007.

Deprivation in Norwich is dispersed, with nearly 56% of LSOAs ranking among the 30% most deprived in England

- 3.4.7 The level of multiple deprivation *within* areas also high. The most deprived areas in Norwich are likely to be highly deprived in terms of Income, Employment, Health, Education and Crime deprivation
- 3.4.8 In terms of other determinants of deprivation, the proportion of working age people claiming benefits across the city remains above the national average (14%).
- 3.4.9 In May 2007 just under 14,000 working age adults in the city were claiming DWP benefits (16%) of the total. This figure has remained fairly constant since 1999.
- 3.4.10 However, the unemployment rate is falling sharply across the city, with 3.5% of the working age population claiming JSA in May 2007 (2,600 people) compared with 5.2% in August 1999 (a fall of roughly one-third)³².

Mapping the IMD 2007

- 3.4.11 The map on the following page shows the IMD 2007 mapped across the District.

³² Jobseekers Allowance claimants (1999-2007) with denominators taken from ONS sub-national population estimates 2001 to 2005

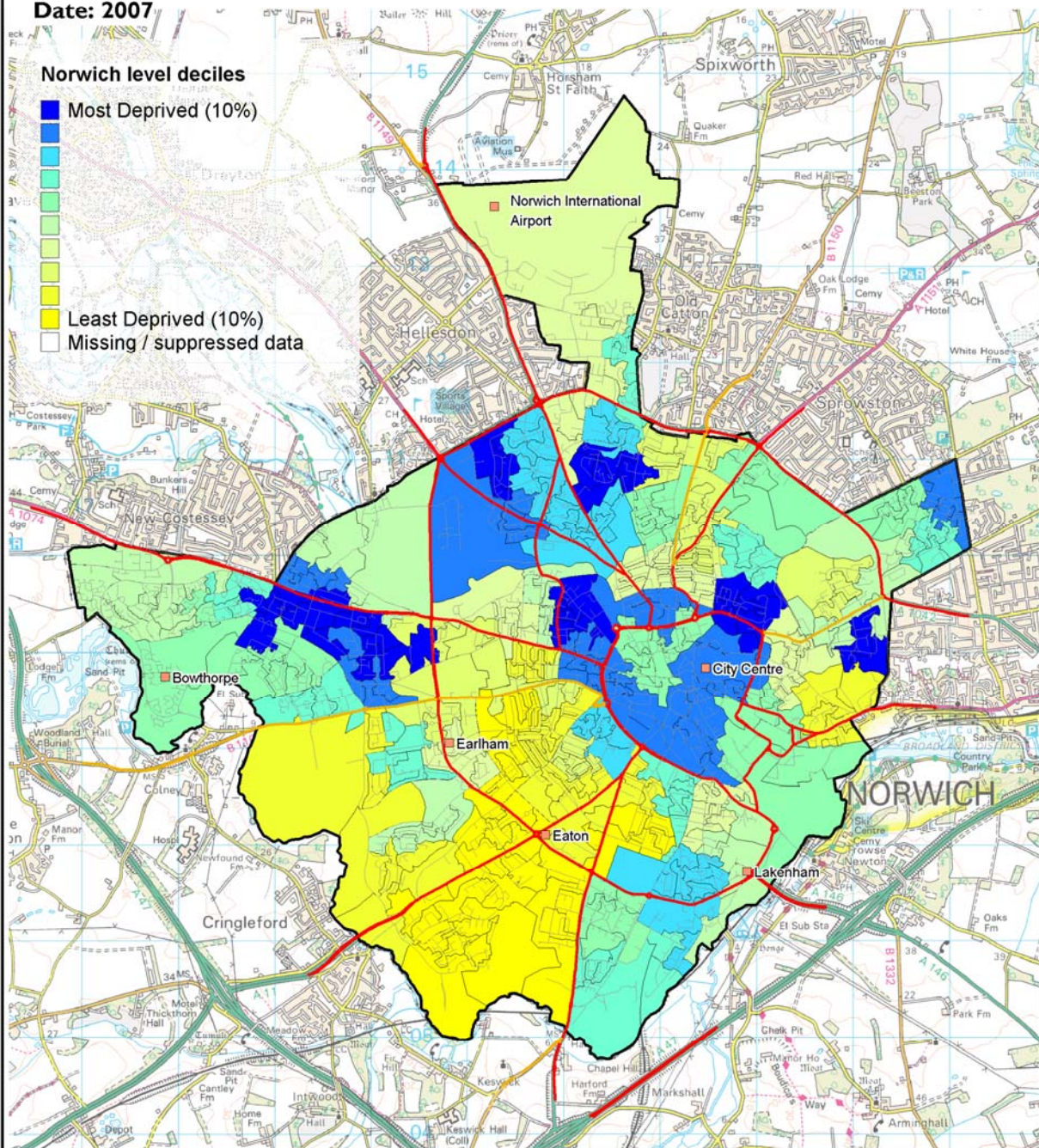
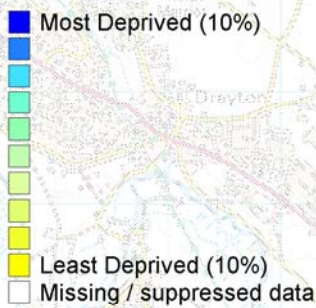
Index of Multiple Deprivation 2007, Score

SOAs ranked across Norwich

Source: CLG

Date: 2007

Norwich level deciles



SOAs are Super Output Areas, a statistical geography developed for the Census
 Source: Communities and Local Government (CLG). Crown copyright.
 Source: 2001 Census, Output Area and Ward Boundaries. Norwich City Council Licence No 100019747
 Crown copyright material is reproduced with permission of the controller of HMSO.
 The colours on this map show 'Norwich level deciles', based on the ranking of areas across Norwich
 Produced by Oxford Consultants for Social Inclusion, www.oci.co.uk, February 2008



3.5 How is the city doing?

- 3.5.1 In the table below, 'position' refers to the level of Norwich LA on a particular floor target indicator compared with England and with other NRF areas. A position score of Green indicates that Norwich is less deprived than the comparator area, Amber indicates that the city has a similar score on the indicator as comparator areas and Red indicates that the city is in a worse position.
- 3.5.2 'Performance' refers the extent to which Norwich is improving over a period of time on a particular indicator compared with England and with other NRF areas. Green indicates that Norwich is improving at a faster rate than the comparator areas; Amber suggests that there are similar levels of improvement and Red indicates that the city is improving at a slower rate than the comparator areas or in some cases deteriorating.

Floor Target	Indicator	How is Norwich doing in comparison with England?	How is Norwich doing in comparison with the other NRF areas?
As part of the wider objective of full employment in every region, over the three years to Spring 2008, and taking account of the economic cycle demonstrate progress on increasing the employment rate	Overall employment rate ³³	POSITION: AMBER Norwich and England have a similar overall employment rate PERFORMANCE: GREEN Norwich has seen a bigger increase in overall employment rate between 1997/8 and 2005/6 than across England as a whole	POSITION: GREEN Norwich has a higher employment rate than the NRF areas PERFORMANCE: GREEN Norwich has seen a bigger increase in overall employment rate between 1997/8 and 2005/6 than the NRF areas as a whole
Reduce crime by 15%, and further in high crime areas, by 2007/08.	Recorded crime rate (BCS comparator) per 1,000 population ³⁴	POSITION: RED Norwich has higher levels of recorded crime than the average for England PERFORMANCE: GREEN Crime has been dropping at a significantly faster rate across Norwich than across England as a whole.	POSITION: RED There are slightly higher levels of recorded crimes across Norwich than across NRF areas as a whole PERFORMANCE: GREEN Crime has fallen at a faster rate across Norwich than across NRF areas between 2003/04 and 2006/07
By 2008, 60% of those aged 16 to achieve the equivalent of 5 GCSEs at grades A* to C ; and in all schools at least 20% of pupils to achieve this standard by 2004, rising to 25% by 2006 and 30% by 2008.	Percentage of pupils achieving 5+ GCSEs grades A*-C ³⁵	POSITION: RED Norwich has a lower proportion of pupils gaining 5+GCSE grades A*-C than England as a whole PERFORMANCE: GREEN Norwich has experienced a larger increase in GCSE attainment than England as a whole	POSITION: RED Norwich has a slightly lower proportion of pupils achieving 5 grades A*-C than NRF areas as a whole PERFORMANCE: RED GCSE results in NRF areas are improving at a slightly faster rate than NRF areas than across Norwich
Reduce the under 18 conception rate by 50% by 2010 , as part of a broader strategy to improve sexual health	Conception rate of under 18 year olds (per 1,000 15-17 year olds) ³⁶	POSITION: RED Norwich has a higher proportion of teenage conceptions than the national average PERFORMANCE: RED The teenage conception rate in has been increasing across Norwich in contrast to England as a whole	POSITION: RED Norwich has a higher proportion of teenage conceptions than NRF areas as a whole PERFORMANCE: RED The teenage conception rate in has been increasing across Norwich in contrast to the trend across NRF areas on average

³³ Annual Population Survey 2005/06

³⁴ Home Office recorded crime 2006/07

³⁵ DCSF 2005/06

³⁶ ONS 2003-2005 3 year rolling average

Floor Target	Indicator	How is Norwich doing in comparison with England?	How is Norwich doing in comparison with the other NRF areas?
Reduce health inequalities by 10% by 2010 as measured by infant mortality and life expectancy at birth	Male/Female life expectancy at birth ³⁷	POSITION: AMBER/ GREEN Norwich and England have similar Male life expectancy levels however female life expectancy is higher than across Norwich than across England as a whole PERFORMANCE: AMBER Life expectancy levels are rising at a similar rate across Norwich and England as a whole for both males and females	POSITION: GREEN Norwich has a higher male and female life expectancy than other NRF areas PERFORMANCE: AMBER Life expectancy levels are rising at similar rates across Norwich and other NRF areas

3.6 Are deprived areas across Norwich closing the gap against the city?

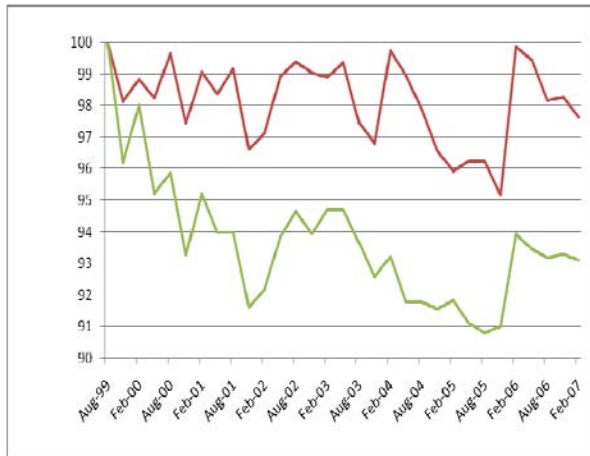
Outcome trend data available at small area level indicates that the most deprived areas across the city are not “closing the gap”

- 3.6.1 To explore whether the most deprived areas across the city are ‘closing the gap’ against the city as a whole, we need trend data available to small area level. The best data available here is DWP benefits datasets, which are published on a quarterly basis to SOA level.

³⁷ ONS 2003-2005 3 year rolling average



Figure 1 DWP Working Age Client Group (WACG)



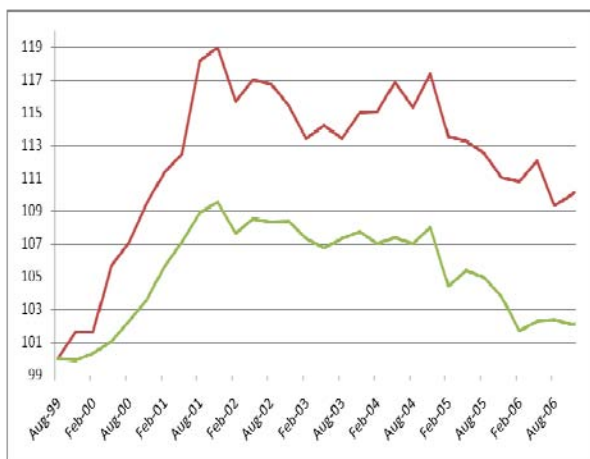
- Source: OCSI 2008 (from ONS and DWP). The August 1999 data is baselined to 100

Figure 2 DWP Jobseekers Allowance (JSA) claimants



- Source: OCSI 2008 (from ONS and DWP). The August 1999 data is baselined to 100

Figure 3 DWP Incapacity. Benefit (IB) claimants



- Source: OCSI 2008 (from ONS and DWP). The August 1999 data is baselined to 100

Figure 4 DWP Income Support (IS) claimants



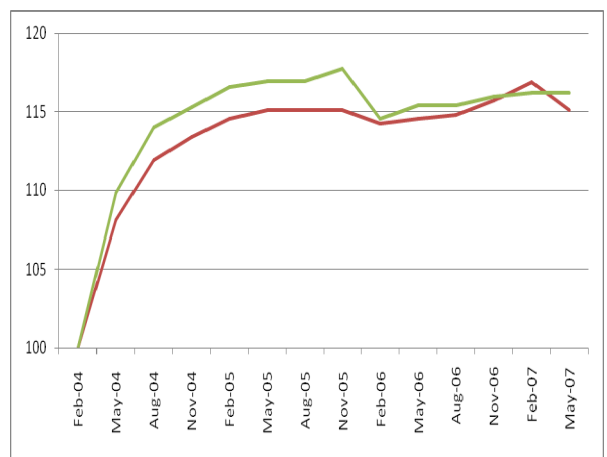
- Source: OCSI 2008 (from ONS and DWP). The November 2004 data is baselined to 100

Figure 5 DWP Disability Living Allowance(DLA)



- Source: OCSI 2008 (from ONS and DWP). The May 2002 data is baselined to 100

Figure 6 Pension Credit (PC)



- Source: OCSI 2008 (from ONS and DWP). The February 2004 data is baselined to 100

3.6.2 The Figure above shows a range of DWP benefit dataset claimant rates for the 20% most deprived areas across the city, compared to the rest of the city. Each graph is “baselined” to 100 for the earliest period available for the data – changes over time can then be assessed for the most deprived areas and the rest of the city. Increases in the claimant rate above the baseline point are shown by increases above 100, with falls in the claimant rate below the baseline point shown by drops below 100.

3.6.3 The six benefits shown are:

- Working Age Client Group (WACG)
- Jobseekers Allowance (JSA)
- Incapacity Benefit (IB)
- Income Support (IS)
- Disability Living Allowance (DLA)
- Pension Credit (PC)

3.6.4 The benefit trends indicate that the most deprived 20% of areas across Norwich are not improving at a faster rate than the city as a whole on any measure.

3.6.5 However, the Pension Credit and Disability Living Allowance claimant rate levels have increased at a slower rate across the most deprived areas compared with the city as a whole suggesting that on these measures the most deprived areas are “closing the gap” (it is worth noting however, that both areas are getting more deprived).

The proportion of people claiming Income Support, Jobseekers Allowance and Working Age DWP benefit claimants as a whole are declining across Norwich and the most deprived 20% of areas alike

3.6.6 However, in terms of these measures, the most deprived areas are not closing the gap with Norwich as a whole, as benefit claimant rates as a whole and for Jobseekers Allowance in particular are falling at a faster rate city-wide than in the most deprived 20% of areas.

The proportion of people claiming Incapacity Benefit is rising at a faster rate across the most deprived areas than across the city as a whole

3.6.7 The IB claimant rate across Norwich has risen sharply between 1999 and 2007 with a rise of over 3% over the period.

3.6.8 IB claimant rates have risen particularly sharply across the most deprived areas in the city, with the proportion of people claiming IB in the most deprived 20% increasing by 11% between 1999 and 2007 (more than three times the increase across the city as a whole).

However, claimant data does not capture the effects of population churn at neighbourhood level

3.6.9 The National New Deal for Communities evaluation has identified that people moving out of deprived areas are more likely to be older, in employment, and moving into owner-occupied housing than people moving in³⁸.

3.6.10 This is potentially the case in Norwich – the most deprived areas typically comprise social housing and/or areas of low rents and private housing investment, which serve a function of housing people on lower incomes. Without changes in the *functions* of such areas, it can be argued that *significant* ‘closing of the gap’ will be very hard to achieve.

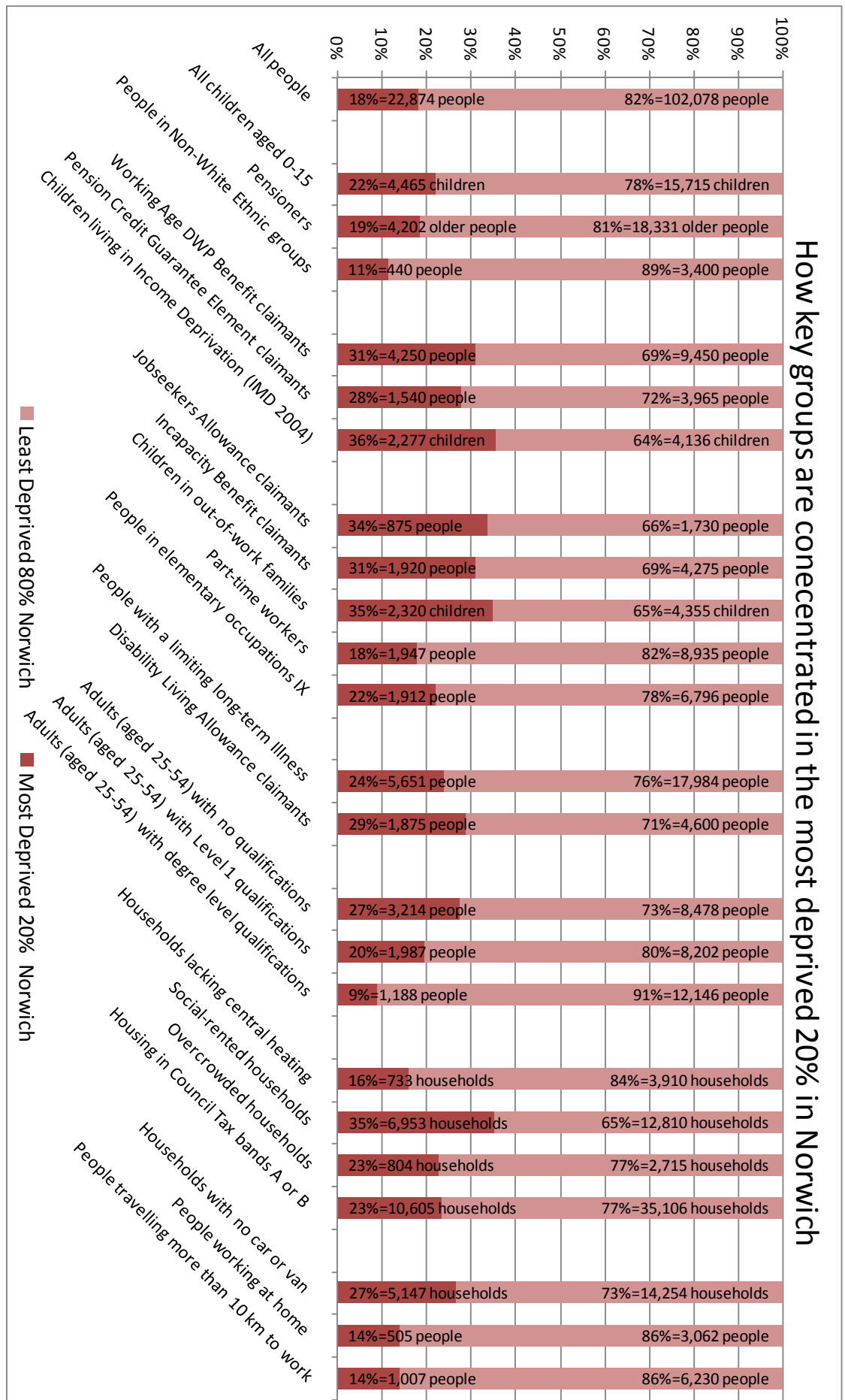
3.7 Large numbers of deprived people live *outside* the most deprived areas in Norwich

3.7.1 As highlighted above Norwich contains a number of very highly deprived areas, with many areas likely to experience multiple dimensions of deprivation (see Section 3.4). Moreover, there is some evidence to suggest that deprived areas across Norwich are not closing the gap with the city as a whole (see Section 3.6).

3.7.2 However, very large numbers of people experiencing deprivation do *not* live in the most deprived areas. The bar-chart below identifies the proportion of each key group located in the most deprived areas. For example:

- Of the 125,000 people across the city, 22,900 (or 18.3%) live in the most deprived 20% of areas, while 102,000 (or 81.7%) do not live in most deprived 20% of areas
- Of the 13,700 people of working-age receiving DWP benefits across the city, 9,500 (or 69%) do *not* live in the most deprived 20% of areas
- Of the 11,700 adults aged 25-54 with no qualification across the city, nearly 73% do not live in the most deprived 20% of areas
- Of the 6,700 children living in low income or out-of-work families across the city, more than 65% do not live in the most deprived 20% of areas
- Of the 5,500 older people receiving Pension Credit Guarantee element across the city, 72% do not live in the most deprived 20% of areas

³⁸ Cole, I. et al. (2007) The Moving Escalator? Patterns of Residential Mobility in NDC Areas. CLG Research Report 32 extra.shu.ac.uk/ndc/downloads/reports/The%20NDC%20moving%20escalator%5B1%5D.pdf. See also Bailey, N. and Livingston, M. (2007) Selective Migration and Neighbourhood Deprivation: Evidence from 2001 Census Migration Data for England and Scotland. Centre for University of Glasgow. Available at: www.cppr.ac.uk/media/media_51282_en.pdf. This suggests that higher housing costs in the South of England may reduce the extent to which people do move out of deprived neighbourhoods.



3.8 Hidden Pockets of deprivation

Deprivation in the city at the finer-grained Output Area level

- 3.8.1 Map 1 below shows the IMD 2004 mapped across the city at Super Output Area level, with the colours on the map identifying the most deprived areas across England. Areas shaded dark blue are those areas highly deprived in the context of England, with light yellow areas having low levels of deprivation. The map identifies the most deprived areas across the city are located in the wards of Wensum, Mancroft, Catton Grove and Thorpe Hamlet.
- 3.8.2 Map 2 identifies the IMD 2004 statistically modelled down to Output Areas (OAs)³⁹, and mapped across the city. Again, areas shaded dark blue are those areas highly deprived in the context of England, with light yellow areas having low levels of deprivation.

³⁹ OCSI (2007) Index of Multiple Deprivation 2004, OA Modelled Estimates. See the technical background paper for full details of the methodology. Available from: www.norfolk.gov.uk/ruraldeprivation

Index of Multiple Deprivation 2004

SOAs ranked across East of England

Source: Indices of Deprivation

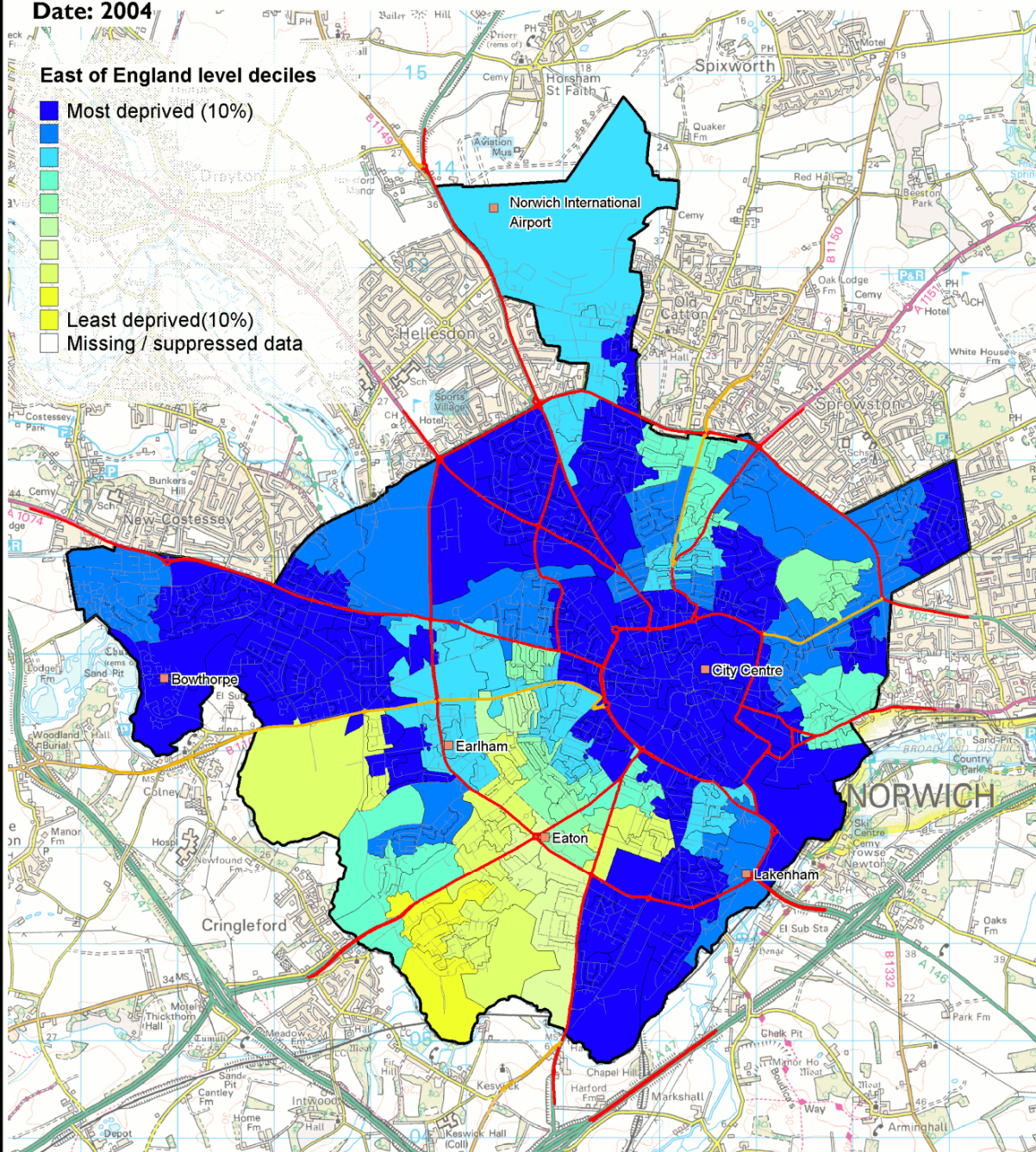
Date: 2004

East of England level deciles

Most deprived (10%)

Least deprived (10%)

Missing / suppressed data



SOAs are Super Output Areas, a statistical geography developed for the Census

Source: Office of deputy Prime Minister. Crown copyright.

Source: 2001 Census, Output Area and Ward Boundaries. Norwich City Council Licence No 100019747

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The colours on this map show 'Regional level deciles', based on the ranking of areas across the East of England

Produced by Oxford Consultants for Social Inclusion, www.ocsi.co.uk, February 2008



Index of Multiple Deprivation 2004, OA Modelled Estimates

OAs ranked across the East of England

Source: Indices of Deprivation

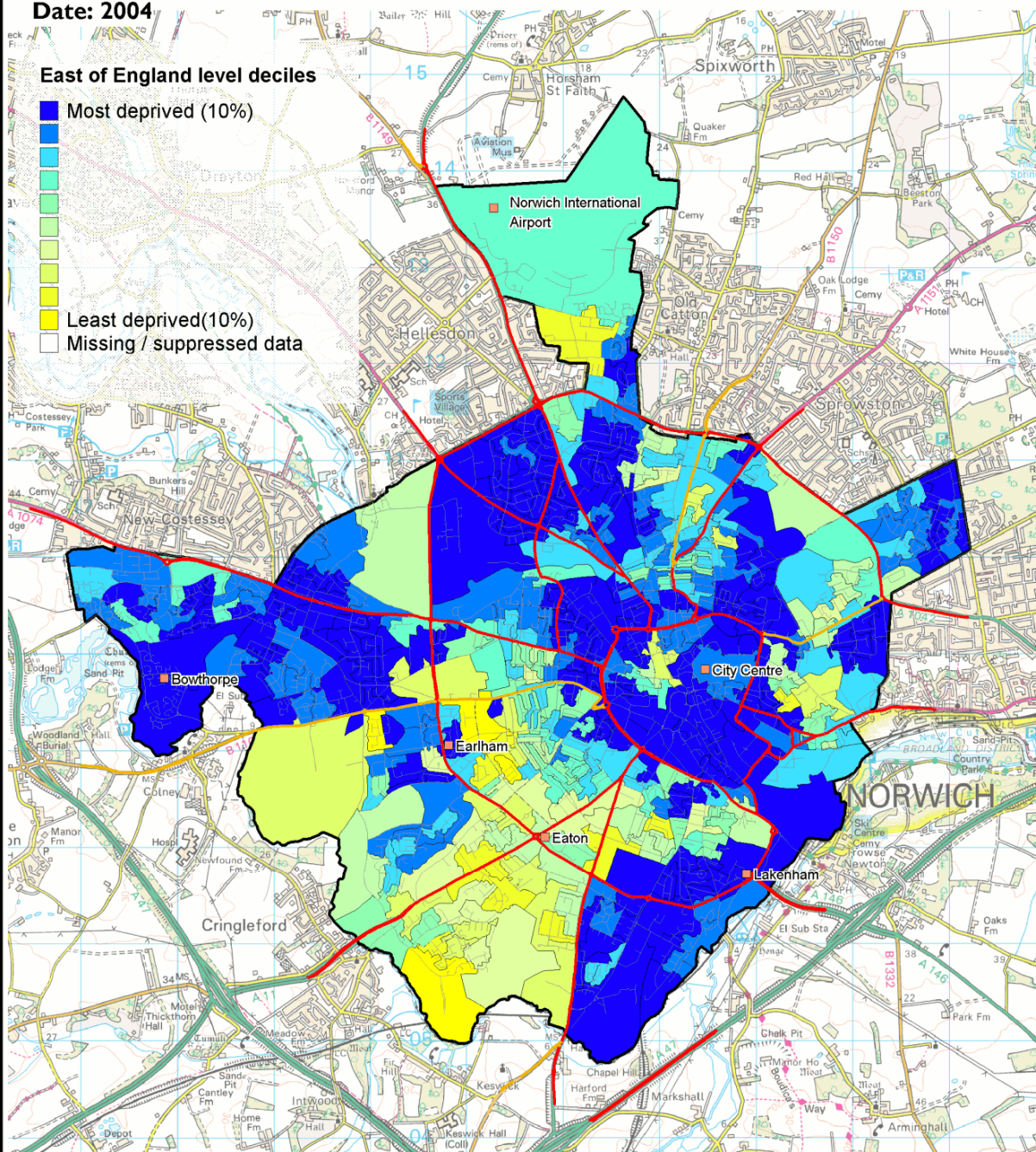
Date: 2004

East of England level deciles

Most deprived (10%)

Least deprived (10%)

Missing / suppressed data



OAs are Output Areas, a statistical geography developed for the Census

Source: Office of deputy Prime Minister. Crown copyright. OCSI Modelled Estimates 2006.

Source: 2001 Census, Output Area and Ward Boundaries. Norwich City Council Licence No 100019747

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The colours on this map show 'Regional level deciles', based on the ranking of areas across the East of England

Produced by Oxford Consultants for Social Inclusion, www.ocsi.co.uk , February 2008



3.8.3 This OA level data provides a finer-grained detail of deprivation levels across the city. The broad distribution is the same as seen with the less-detailed SOA data, with the most

deprived areas across the city located in the wards of Thorpe Hamlet and Mancroft as well as parts of Catton Grove, Wensum and Mile Cross.

3.8.4 Also, smaller pockets of deprivation are uncovered in areas that were not previously identified as being particularly deprived. For example, uncovering high levels of deprivation in areas around Bacon Road and Kingthorn road in University ward and Hobart Square and Hobart lane in Lakenham ward.

- The Output Area (OA) of 33UGGF0003 covering the area of Waterman road, Winchcoomb road and Godric Place adjacent to the hospital in Wensum ward is ranked among the most deprived 10% in the region. However, the Lower Layer Super Output Area that the OA falls within is not ranked among the most deprived 30% in the region
- The Output Area (OA) of 33UGGE0014 covering Bacon Road and Kingthorn road in University ward is ranked among the most deprived 10% in the region. However, the Lower Layer Super Output Area that the OA falls within is not ranked among the most deprived 30% in the region
- The Output Area (OA) of 33UGFX0012 covering the small housing estate on Hobart Square and Hobart lane in Lakenham ward is ranked among the most deprived 10% in the region. However, the Lower Layer Super Output Area that the OA falls within is not ranked among the most deprived 30% in the region.

3.9 Greater Norwich

Norwich LA is significantly 'under bounded', and much of the city lies outside the existing LA boundary

3.9.1 In 2005 the Local Authority District (LAD) of Norwich had a population of 129,500⁴⁰. However, the urban area of Norwich containing the District plus areas outside of the District boundary but geographically connected to the city had a population of 204,000⁴¹. In other words, the District boundary only contains 63% of the city's population, with the remaining 37% lying outside the existing LA boundary.

3.9.2 Greater Norwich refers to the settlement of Norwich (the District plus the surrounding areas that form part of the city). The updated Unitary Authority proposal for Norwich will be based around extending the city's boundary to incorporate the outlying areas of Greater Norwich.

On average, Greater Norwich is less deprived than the District of Norwich

3.9.3 The District of Norwich is the second most deprived District in the region, with an average IMD score of 28.33. The settlement of Norwich is less deprived, with an average IMD score of 20.97. The urban area as a whole is less deprived than a number of other large urban areas

⁴⁰ ONS Subnational population estimates 2005

⁴¹ OCSI estimate from ONS Subnational population estimates 2005 and SOA ONS urban area best fit look up table

in the region, for example: Luton, Peterborough, Grays, Clacton, Great Yarmouth, Lowestoft and Basildon.

- 3.9.4 Lower levels of deprivation in Greater Norwich than the District of Norwich can also be seen in terms of the proportion of working people claiming benefits, with less than 14% of working age adults claiming DWP benefits across the Greater Norwich settlement in May 2007 compared with just under 16.5% across the District of Norwich. The District of Norwich is ranked 81st in times of Local Authorities with the highest proportion of DWP benefit claimants. If Norwich Settlement were a District it would be ranked 126th, i.e. significantly less deprived.
- 3.9.5 There is also some evidence to suggest that recorded crime rates across the city would also be lower if the council boundary was adjusted to incorporate Greater Norwich. Research from the city of Norwich partnership suggests that an adjustment in boundaries “could lead to as much as a 25% reduction in crime rates for Norwich”⁴².

⁴² City of Norwich Partnership - A New Vision for Norwich The Sustainable Community Strategy Draft for Consultation 2007-2020 page 29

Section 4 Challenge 1: Improving outcomes for children in low income and out of work households

4.1 Strategic context

4.1.1 A considerable body of research shows that children are one of the most vulnerable population groups in terms of income deprivation and social exclusion. This vulnerability has been recognised by the government, which has made reducing child poverty one of its key priorities⁴³.

4.1.1 The new single performance framework⁴⁴ identifies a number of potential LAA indicators relating to children living in low income households:

- Proportion of children in poverty (NI 116)
- Achievement gap between pupils eligible for free school meals and their peers achieving the expected level at Key Stages 2 and 4 (NI 102)
- Young people from low income backgrounds progressing to higher education (NI 106)

4.2 What is the evidence across Norwich?

Nearly 30% of the city's children live in 'out of work' households, with lone parent households accounting for more than two thirds of all out of work households in the city

4.2.1 Roughly 6,700 children (30% of all children) across Norwich live in households where all the adults present in the household are 'out of work'⁴⁵. This is well above the regional (16%) and England (20%) levels⁴⁶.

4.2.2 The relatively high levels of children living in 'out of work' households are partly driven by a high proportion of out of work lone parent households in the city. The city has a higher proportion of children living in lone parent households (32% of all children, 7,400 children in total) than the region (21%) and England (26%)⁴⁷. Of these 7,400 children living in lone

⁴³ SEU (2004) The impact of government policy on social exclusion among children aged 0-13 and their families: A review of the literature for the Social Exclusion Unit in the Breaking the Cycle series (ODPM) page 7

⁴⁴ Communities & Local Government (2007). *The New Performance Framework for Local Authorities and Local Authority Partnerships: Single Set of National Indicators*. Available from www.communities.gov.uk/publications/localgovernment/nationalindicator

⁴⁵ HMRC (2005) Working Tax Credit data from. Note that out-of-work households refers to households where parents receive the same level of support as provided by CTC, but where it is paid as child allowances in Income Support or income-based Jobseekers Allowance (IS/JSA) out of work benefits

⁴⁶ *ibid*

⁴⁷ HMRC (2005). Working Tax Credit data

parent households, 60% live in households where the lone parent is out of work, compared with 50% across the East of England and 53% across England as a whole⁴⁸.

Which areas and communities are at risk?

In five LSOAs across Norwich more than 50% of children live in out of work households

- 4.2.3 Two of these LSOAs are located in Wensum, with one each in Bowthorpe, Mile Cross and Mancroft. In the most deprived LSOA in Norwich (LSOA E01026822 in Mancroft) more than four in five children (83%) experience income deprivation.

Children living in out of work households are dispersed across Norwich

- 4.2.4 More than 40% of the city's LSOAs are ranked among the most deprived 20% in the country - in terms of the proportion of children living in out of work households. These LSOAs are dispersed across the city with 11 of the 13 wards containing at least one LSOA among the most deprived 20% in England - in terms of the proportion of children living in out of work households.
- 4.2.5 Data from ID 2007 Income Deprivation Affecting Children shows a similar pattern with 40% of LSOAs ranked among the most deprived 20% including nine LSOAs where more than 50% of children experience income deprivation.
- 4.2.6 The following key indicator has been mapped for this project (maps are available on the accompanying CD):

- ID 2007 Income Deprivation Affecting Children Index

92% of lone parent families are women, accounting for nearly two-thirds of all 'out-of-work' households in the city

- 4.2.7 Children living in out-of-work lone parent households account for more than two thirds (67%) of all children in 'out of work' households in Norwich. Across the city more than 92% of all lone parent households are headed by women.

4.3 What are the implications for future programmes?

- 4.3.1 Children from low income households across Norwich District are less likely to achieve high levels of pupil attainment. In 2006, just over 20% of pupils eligible for Free School Meals in Norwich gained 5 or more GCSE grades A*-C compared with 54.3% of non-FSM pupils. This group is therefore, at greater risk of becoming NEET (see the following section). This 'generational poverty', where children from disadvantaged households are likely to become disadvantaged themselves, is a key challenge facing Norwich.

⁴⁸ HMRC (2005). Working Tax Credit data. Out of work households refers to households where parents receive the same level of support as provided by CTC, but where it is paid as child allowances in Income Support or income-based Jobseekers Allowance (IS/JSA) out of work benefits

- 4.3.2 Lone parents make up a very large proportion of out-of-work households across the city, and face significant barriers in taking up employment or training opportunities. The recent green paper from DWP⁴⁹ highlights significant changes in benefit support for this group, including removal of automatic Income Support entitlement for those lone parents with children over 12 (this age threshold to be reduced to seven in 2010).
- 4.3.3 It is also important to take into account families with one parent in low paid work as well as lone parents – there is little good data on this group at local level, but DWP are looking to develop better information and combine with data on out-of-work households.

⁴⁹ DWP (2007). In work, better off: next steps to full employment. Available from www.dwp.gov.uk/welfarereform/in-work-better-off/in-work-better-off.pdf

Section 5 Challenge 2: Strengthening transition pathways from school into education or employment

5.1 Strategic context

5.1.1 Major changes in the labour market since the 1970s have resulted in a decline in the number and quality of jobs available to unqualified young people, disrupting the traditional post-school routes into manual labour occupations. With a lack of suitable employment routes, those groups not staying on in some form of education or training post-16 are associated with deprivation issues later in life, including unemployment, lower incomes, teenage motherhood, poor health, and low literacy and numeracy skills.⁵⁰

5.1.2 In other words, the transition from school is a major factor in later life outcomes.

5.1.3 The new single performance framework⁵¹ identifies a number of potential LAA indicators:

- Achievement of 5 or more A*-C grades at GCSE or equivalent including English and Maths (NI 75)
- Achievement of a Level 2 qualification by the age of 19 (NI 79)
- Achievement of a Level 3 qualification by the age of 19 (NI 81)
- Inequality gap in the achievement of a Level 3 qualification by the age of 19 (NI 81)
- Inequality gap in the achievement of a Level 2 qualification by the age of 19 (NI 82)
- Participation of 17 year-olds in education or training (NI 91)
- Under 18 conception rate (NI 112)
- The Special Educational Needs (SEN)/non-SEN gap – achieving 5 A*-C GCSE inc. English and Maths (NI 105)
- 16 to 18 year olds who are not in education, training or employment (NEET) (NI 117)

5.2 What is the evidence across Norwich?

5.2.1 Young people are defined as NEET (Not in Education Employment or Training) when they are not participating in employment or involved in any form of training, work based learning or contact with the education system.

5.2.2 In July 2007 there, 400 young people aged 16-18 were NEET across Norwich⁵². Of these, 90 people were classified as “not able to work”

⁵⁰ SEU (2004) *The impact of government policy on social exclusion among young people*

⁵⁰ DfES (2005) *Young People not in Education, Employment or Training: Evidence from the Education Maintenance Allowance Pilots Database, DfES Research Report RR628*

⁵¹ Communities & Local Government (2007). *The New Performance Framework for Local Authorities and Local Authority Partnerships: Single Set of National Indicators*. Available from www.communities.gov.uk/publications/localgovernment/nationalindicator

⁵² Connexions data for Central area (Norwich) for July 2007, provided by Martin Giddings, Norfolk Connexions

Just under 50% of the NEET population in Norwich are located in the wards of Mile Cross, Wensum, Bowthorpe, Mancroft, and Catton Grove

- 5.2.3 Mile Cross has the highest number of children NEET of any ward in Norwich (around 15% of the total NEET across the city)⁵³.

Groups at risk of becoming NEET

1) Pupils failing to get five “good” GCSEs

- 5.2.4 People with low GCSE attainment across Norwich are at greater risk of becoming NEET. Research from the Connexions Partnership suggests that across Norfolk as a whole, more than two in five people failing to gain five GCSEs A*-C become NEET, compared with just 2% of those gaining more than five GCSE grades A*-C.

Pupil attainment across the city is below average although improving

- 5.2.5 In 2007, 51% of pupils gained 5 or more GCSE grades A*-C across the city. This is below the national average (62%) and below the average for NRF areas as a whole (57%).
- 5.2.6 However, GCSE attainment has been improving across the city in recent years with the proportion of pupils gaining 5 or more A*-C increasing by just under 40% between 1997/98 and 2006/07.

However, when English and Maths are taken into account Norwich is still among the bottom 20 authorities in the country in terms of GCSE attainment

- 5.2.7 Just over 34% of pupils across Norwich LA gain 5 or more GCSEs including English and Maths. This is significantly lower than the national average (46.5%).
- 5.2.8 Pupils in low income households are particularly likely to have lower levels of pupil attainment with pupils eligible for Free School Meals less than half as likely to gain 5 GCSE grades A*-C as the city as a whole. In 2006, just over 20% of FSM pupils gained 5 or more GCSE grades A*-C compared with 54% of non-FSM pupils. In total, pupils eligible for Free School Meals made up just under 30% of all pupils failing to gain 5 good GCSE grades A*-C across the city in 2006⁵⁴.

2) Teenage Parents

- 5.2.9 Teenage Parents are at increased risk of becoming NEET. Despite making up less than 4% of the 15-17 year old population, around 12% of the NEET population across Norfolk were

⁵³ Cited in Connexions Norfolk: The NEET Group –Central (Norwich) Area - A Quantitative Analysis of 16-18 year olds Not in Education, Employment and Training (Taken from January 2006 The NEET Group – Norfolk report)

⁵⁴ DfES pupils attainment by FSM 2005/06

teenage parents⁵⁵. Furthermore just under two-thirds (62%) of those who were 16-18 who are NEET and not able to work, are either teen parents, pregnant or caring for a young child⁵⁶.

Norwich has among the highest teenage conception rates in the country

- 5.2.10 Comparable data on teenage parents not in education employment or training for Norwich District is not available, however it is likely to be high, as the city has a significantly higher teenage conception rate than the Norfolk County average.
- 5.2.11 With a teenage conception rate of 59 per 1,000 15-17 year olds in 2003-2005, Norwich District has the 24th highest teenage conception rate in the country, and the highest in the East of England⁵⁷.

Teenage conception rates have been rising across Norwich in contrast to elsewhere in the country

- 5.2.12 While teenage conception rates have been falling across the East, England and other NRF areas alike, they have shown no signs of falling and have actually risen by 2% between 1998-2000 and 2003-2005.

3) Young Offenders

- 5.2.13 The most common individual circumstance of those who are NEET across Norwich but available for employment are those who are 'working with the Youth Offending Team (71 records in January 2006). Just under 40% of all those 16-18 who are NEET and able to work are in contact with the youth offending team⁵⁸.
- 5.2.14 Data from the Youth Offending Team across Norfolk as a whole estimates that only 62% of young offenders were engaged in education employment or training in 2006/07. This is lower than the regional and national averages (both 69%) and the lowest of all the shire counties in the East of England⁵⁹.

4) Young adults with learning difficulties or Special Educational Needs (SEN)

- 5.2.15 Just under 13% of the NEET population across Norwich in 2007 had Special Educational Needs (SEN) (51 people)⁶⁰. Of these, 70% were available for employment.
- 5.2.16 This group are more likely to have lower levels of pupil attainment with only 23% of those with SEN without statements and 6% of those with SEN with statements gaining 5 or more GCSE

⁵⁵ ONS 2003-2005

⁵⁶ Cited in Connexions Norfolk: The NEET Group –Central (Norwich) Area - A Quantitative Analysis of 16-18 year olds Not in Education, Employment and Training (Taken from January 2006 The NEET Group – Norfolk report)

⁵⁷ ONS 2005

⁵⁸ Cited in Connexions Norfolk: The NEET Group –Central (Norwich) Area - A Quantitative Analysis of 16-18 year olds Not in Education, Employment and Training (Taken from January 2006 The NEET Group – Norfolk report)

⁵⁹ Data taken from Youth Offending Team as part of the DCLG Floor Targets 2006/07

⁶⁰ Connexions data for Central area (Norwich) for July 2007

grades A*-C across the county compared with 66% of those with no Special Educational Needs across the county.

5) Young adults leaving care

- 5.2.17 Nine young adults identified as NEET across Norwich were care leavers.
- 5.2.18 There is some evidence to suggest that children in care are at risk of experiencing a cycle of disadvantage, with highly disruptive experiences. Data on the number of children in care or leaving care living in Norwich is not publicly available⁶¹. However, across Norfolk as a whole, there were 55 children in care taking GCSE examinations in 2006. Of these, only 11% gained 5 or more GCSE grades A*-C⁶².
- 5.2.19 Nationally, more than 50% of care leavers were not in education or employment the year after they finished GCSEs⁶³.

Unemployed young adults

- 5.2.20 Research from the Norfolk Connexions partnership suggests that young people in the NEET group are more likely to be unemployed by the age of 21 than their peers. This can be linked to a lack of experience, confidence as well the complex needs that have led them to becoming NEET initially⁶⁴.

31% of all JSA claimants in Norwich aged 16-24⁶⁵

- 5.2.21 There are 800 people aged 16-24 who are unemployed across Norwich, this represents just under one-third of all unemployed people claiming JSA in Norwich are under 25. This is slightly higher than the average across England as a whole (29%)⁶⁶.
- 5.2.22 Young adults who are not in employment are likely to face barriers into entering the employment market due to competition with other more highly skilled individuals.

Which areas and communities are at risk?

- 5.2.23 As highlighted above people with Special Educational Needs (SEN) and pupils who receive Free School Meals (FSM) are particularly at risk of failing to gain qualifications and ending up NEET.

⁶¹ Norfolk County council is responsible for children's services which includes children looked after in care. Data on children looked after by Norfolk is only available at county level.

⁶² Department for Children, Families and Schools (DCSF) 2005/06

⁶³ All figures taken from: Barnados (2006) Failed by the System - The views of young care leavers on their educational experiences. Available at: www.barnardos.org.uk/failed_by_the_system_report.pdf

⁶⁴ Connexions Norfolk: The NEET Group –Central (Norwich) Area - A Quantitative Analysis of 16-18 year olds Not in Education, Employment and Training (Taken from January 2006 The NEET Group – Norfolk report) page 9-10

⁶⁵ DWP Benefit claimants May 2007

⁶⁶ DWP Benefit claimants May 2007

- 5.2.24 There is little evidence of variation in pupil attainment by ethnic group, with 48% of people from white ethnic groups, and 46% of people from non-white ethnic groups across the city receiving 5 or more GCSE grades A*-C in 2005/06⁶⁷. There are insufficient numbers of people from different ethnic minority groups taking exams each year to provide a robust analysis of pupil attainment for different ethnic groups, with only 46 pupils from minority ethnic backgrounds taking GCSEs across Norwich in 2005/06.
- 5.2.25 There is evidence of a gender gap in pupil attainment with 51% of females gaining 5 or more GCSEs compared with 45% of males in 2005/06; however this gender attainment gap is smaller than elsewhere in the country.
- 5.2.26 Norwich city has the lowest performing females of any Local Authority in the East of England at GCSE level. The city also has the third lowest performing males (after Fenland and Stevenage).

There is a wide variation of pupil attainment across Norwich

- 5.2.27 Despite low levels of pupil attainment at GCSE level across the city as a whole, some areas of Norwich perform better than others with more than three quarters of the pupils in two of the city's 13 MSOAs gaining 5 or more GCSE grades A*-C in 2006. These were in MSOAs E02005592 (Nelson) and E02005595 (Easton) to the South West of the city centre. By contrast, only around 36% of pupils in MSOA E02005585 (Mile Cross) and MSOA E02005587 (Crome) in the East of the city gained 5 or more GCSE grades A*-C in 2006.
- 5.2.28 The following key indicator has been mapped for this project (maps are available on the accompanying CD):
- ID 2007 Children / Young people, (Education) Subdomain Score

5.3 What are the implications for future programmes?

- 5.3.1 Those leaving school with poor qualifications find themselves in one of the most highly educated labour markets in the country, competing for employment with students and educated adults. As a result, this group are at greater risk of becoming NEET.
- 5.3.2 In poorer neighbourhoods, and particular communities, there can be low aspirations and fewer positive role models. Tackling low aspirations has been identified as an integral priority as part of the city council's strategy for Unitary status⁶⁸.
- 5.3.3 Research has highlighted an issue of "age limitation" where services are provided until people turn 19, with subsequent support limited⁶⁹. For example, Connexions partnerships only provided support until people turn 19, Youth Justice Board provision is only for those

⁶⁷ Source DCFS PLASC 2005/06

⁶⁸ Unitary status for Norwich: Key stakeholder consultation Norfolk PCT Board 22 May 2007 - www.norfolk-pct.nhs.uk/resources/pdf/board/meet/2007/22may/support/norwichCityCouncil_unitaryconsult220507.pdf

⁶⁹ Social Exclusion Unit (2005) Transitions: Young Adults with Complex Needs (ODPM) page 8

under 17 and initiatives supporting teenage parents only last through their teenage years⁷⁰. This has led to a situation referred to as ‘the invisible early twenties’⁷¹, where support to those in transition is removed when people are in their twenties.

- 5.3.4 It is also important to recognise that transition from school is more of a challenge for those with multiple needs: for example young adults having cope with one or more of the following issues: poor housing; homelessness; substance misuse; mental health issues; poor health; poor education or long-term unemployment⁷². As seen in the analysis above, across Norwich there is evidence that those with complex and additional needs (including those leaving care, with Special Educational Needs, teenage parents and those experiencing deprivation (eligible for Free School Meals)), are particularly likely to find the transition from school difficult.

⁷⁰ SEU (2004) The impact of government policy on social exclusion among young people: A review of the literature for the Social Exclusion Unit in the Breaking the Cycle series (ODPM) page 8

⁷¹ Social Exclusion Unit (2005) Transitions: Young Adults with Complex Needs (ODPM) page 8

⁷² Social Exclusion Unit (2005) Transitions: Young Adults with Complex Needs (ODPM) page 7

Section 6 Challenge 3: Linking those with low skills to the labour market

6.1 Strategic context

Norwich experiences 'skills polarisation'

- 6.1.1 As well as having a higher proportion of degree level qualifications than the national average, the city has a significant proportion of people qualified to below Level 2.
- 6.1.2 Those with no qualifications are at increased risk of experiencing worklessness. This is in part likely to be due to difficulties in accessing employment as a result of competition with other more highly skilled residents across the city. Research from the Social Exclusion Unit (SEU) suggests that this growing demand for a more skilled workforce, combined with an increase in people being educated to beyond statutory age has led to people with no qualifications becoming increasingly disadvantaged⁷³.
- 6.1.3 The new single performance framework⁷⁴ identifies a number of potential LAA indicators relating to this theme:
- Skills gaps in the current workforce reported by employers (NI 174)
 - Working age population qualified to at least Level 2 or higher (NI 163)
 - Working age population qualified to at least Level 3 or higher (NI 164)
 - Working age population qualified to at least Level 4 or higher (NI 165)

6.2 What is the evidence across Norwich?

More than 30% of people in Norwich do not hold a level 2 qualification or above⁷⁵

- 6.2.1 It is estimated that 23,000 working age adults across Norwich city (30.2% of all working age adults) are qualified to below level 2. Basic skills estimates identify almost 7,500 people lacking basic literacy skills; 37,000 lacking numeracy skills and 47,000 lacking basic ICT skills across the city⁷⁶.
- 6.2.2 Those with low skills in Norwich are facing increasing pressure in competing for work across the city:

⁷³ SEU (2004) The impact of government policy on social exclusion among young people: A review of the literature for the Social Exclusion Unit in the Breaking the Cycle series (ODPM) page 5

⁷⁴ Communities & Local Government (2007). *The New Performance Framework for Local Authorities and Local Authority Partnerships: Single Set of National Indicators*. Available from www.communities.gov.uk/publications/localgovernment/nationalindicator

⁷⁵ Level 2 refers to qualifications equivalent to five GCSE grades A*-C

⁷⁶ DfES Skills for Life Survey 2002

People with no qualifications face competition from a number of other groups for employment

1) Competition from those with high skills

- 6.2.3 The most recent estimates suggest that 37% of the economically active population in Norwich District have a degree level qualification or higher. This is well above the Norfolk, East and England averages (25%, 28% and 31.5% respectively⁷⁷).
- 6.2.4 Students are more likely to stay on in Norwich than elsewhere in the country, with the graduate retention rate of UEA estimated at 40% (the second highest of all Universities in the country)⁷⁸.
- 6.2.5 Although people with high qualifications are more likely to be involved in different sectors of the labour market, there are significant numbers of people (more than 1,600)⁷⁹ with degree level qualifications involved in sales, customer service and elementary occupations (typically requiring lower skills).

2) Competition from students

- 6.2.6 The city also has a large student population (over 16,000 students in the UEA and Norwich School of Art and design combined, and an additional 4,900 full time students and 7,200 part time studying at the Further Education College – City College). With the introduction of tuition fees and removal of grants, students are more likely to be involved in part time employment to support their studies, with customer service routes often favoured because they offer flexible hours around studying⁸⁰.
- 6.2.7 Therefore, customer service and elementary occupations (such as retailing), which could provide work for low-skilled individuals, are currently employing a high-skilled workforce. Twenty percent of all elementary occupations across Norwich District are employing people with a level 3 qualification or higher (A-Level or above) compared with only 10% of people in the East of England and 13% of people across England as a whole⁸¹. This is likely to include students from UEA.

3) Competition from others

- 6.2.8 People with low skills across Norwich District are also likely to face competition from more highly qualified people commuting into the city from elsewhere. Currently more than 50,000

⁷⁷ ONS Annual Population Survey 2006.

⁷⁸ City of Norwich Partnership - A New Vision for Norwich The Sustainable Community Strategy Draft for Consultation 2007-2020 page 15

⁷⁹ OCSI analysis of the census 2001 qualifications by occupation group,

⁸⁰ Research from Natwest Bank estimate that 80% of students undertake part time work to supplement their income while at university www.natwest.com/global_options.asp?id=GLOBAL/MEDIA/151

⁸¹ OCSI analysis of the census 2001

people commute into Norwich every day, the highest level of in-commuting outside of London⁸².

- 6.2.9 There has also been a recent rise in in-migration into Norwich city from elsewhere, with Norwich experiencing net migration of just under 6,000 between 2001 and 2006⁸³.
- 6.2.10 Many of these in-migrants are likely to come to Norwich to study, however a significant proportion will be migrant workers coming from both elsewhere in the UK and abroad. In-migrants are typically more skilled than the local population⁸⁴.
- 6.2.11 As a consequence, people with low skills are likely to face increased competition for jobs from these groups also.

As a result, employment and economic activity rates are poor for those with low skills

- 6.2.12 The level of unemployment among individuals with no or unknown qualifications is 6.4% (corresponding to roughly 1,400 adults). This is well above the rate in Norfolk (4.4%), the East of England (3.9%) and England as a whole (5.2%)⁸⁵. Within the same low skills group, the proportion of economically inactive adults is also higher in Norwich (35%), than in Norfolk (30%) the East (29%) and similar to England as a whole (35%)⁸⁶.
- 6.2.13 Those who are employed are overwhelmingly concentrated in low skilled occupations, with just under two-thirds of people with no qualifications (64%) in Norwich employed in sales, customer service, machine operation or elementary occupations. These occupations are more likely to be low paid.

Which areas and communities are at risk?

More than 50% of people aged 25-54 in two LSOAs in Wensum ward have no qualifications

- 6.2.14 Two LSOAs in Wensum (E01026867 and E01026868) have the highest proportion of adults aged 25-54 with no qualification in Norwich: 52% of adults aged 25-54 in each of these LSOAs have no qualifications⁸⁷.
- 6.2.15 In a further sixteen LSOAs across Norwich, more than 40% of adults aged 25-54 have no qualifications (four in Mile Cross, three in Lakenham, two each in Wensum, Catton Grove and Crome and one each in University and Bowthorpe).

⁸² City of Norwich Partnership - A New Vision for Norwich The Sustainable Community Strategy Draft for Consultation 2007-2020 page 15

⁸³ ONS Migration estimates (2002-2006)

⁸⁴ Research from the Joseph Rowntree Foundation identifies high levels of education as an enabling factor encouraging higher levels of migration Nick Bailey and Mark Livingston (2007) Population turnover and area deprivation JRF page 4

⁸⁵ 5.2% for England as a whole. Source: Census, 2001, data refers to adults aged 18-60.

⁸⁶ Census 2001, data refer to adults aged 18-60.

⁸⁷ OCSI analysis of census 2001

Fewer than 60% of adults with no qualifications are engaged in employment in the majority of areas of Norwich

- 6.2.16 The overall employment rate across Norwich District is 68%⁸⁸. However, the employment rate for those with no qualifications is below the Norwich average for all the wards in the city. Fewer than 50% of working age adults with no qualifications in Mancroft ward (47%) are engaged in some form of employment. In a further eight of the thirteen wards in the city, fewer than 60% of adults with no qualifications are in employment⁸⁹.
- 6.2.17 In terms of vulnerable communities, Bangladeshis are more likely to have no qualifications than the average across Norwich, with more than half of the Bangladeshi population (52%) possessing no qualifications. It is worth noting however, that there are relatively few Bangladeshi people in the city (just over 200)⁹⁰. The White British group are less well qualified than all other ethnic groups, with Chinese, Indian and Pakistani groups the most qualified. This is likely to be due to students making up a large proportion of the non-white population in Norwich.
- 6.2.18 In common with the country as a whole, qualification levels are heavily linked with age with 73% of people aged 60-74 having no qualifications across the city, compared with just 11% of those aged 18-24 in 2001⁹¹.
- 6.2.19 The following key indicator has been mapped for this project (maps are available on the accompanying CD):
- People with no qualifications aged 25-54

6.3 What are the implications for future programmes?

- 6.3.1 The *Leitch* report identifies that the national demand for low-skilled employment is expected to reduce over next 10-15 years⁹². This effect is perhaps already being seen across the city. The implication is that employment and activity rates will drop even further for those with low or no qualifications.
- 6.3.2 The evidence highlights the increasing difficulty that low-skilled groups have in competing in the local employment market. The scarcity of, and competition for suitable entry level jobs and progression routes (employment escalators) also implies this group will find it hard to increase skill levels whilst in-work.
- 6.3.3 The link between low-skill occupations and interpersonal skills is important. Many commentators highlight the importance of 'softer' interpersonal, intrapersonal, and social

⁸⁸ Cited in NRF Datasets Norwich: Annex B page 30

⁸⁹ Cited in NRF Datasets Norwich: Annex B page 30

⁹⁰ OCSI analysis of the 2001 census

⁹¹ OCSI analysis of the 2001 census

⁹² Leitch (2006). Prosperity for all in the global economy - world class skills. Available from www.hm-treasury.gov.uk/independent_reviews/leitch_review/review_leitch_index.cfm

skills to employability⁹³. Employers repeatedly highlight these as key: for example, skills such as customer service (41%), oral communication (39%), written communication (36%), team working (34%) and problem solving (34%) all featured in the 2005 National Employer Skills Survey as those most often lacking amongst job applicants to small firms⁹⁴.

- 6.3.4 It is important to consider the role of the main public agencies as employers and to ensure that major developments across the city are linked in to providing work for low-skilled groups; retail trade, hospitality and catering sectors are important in addition to construction.

⁹³ For example, see Mulgan (2005). Learning to serve. Available from www.youngfoundation.org.uk/node/276; Newton & others (2005). What employers look for when recruiting the unemployed and inactive: skills, characteristics and qualifications - DWP Research Report 295. Available from [/www.dwp.gov.uk/asd/asd5/rports2005-2006/rrep295.pdf](http://www.dwp.gov.uk/asd/asd5/rports2005-2006/rrep295.pdf)

⁹⁴ Quoted in Worcester Research (2007) A Review of Regional Skills and Employment Issues to Inform the Development of the South East ESF Framework – SEEDA.

Section 7 Challenge 4: Tackling wider worklessness

7.1 Strategic context

- 7.1.1 Being out of work can have a severe impact on an individual's quality of life – both in terms of the economic implications and in terms of the wider social exclusion implications. The impacts will be felt not only by the individual, but also by partners and dependent children.
- 7.1.2 The SEU identifies worklessness as a key social exclusion indicator, not only in and of itself, but in the way worklessness can reinforce other forms of exclusion, including poor health, mental health problems, low income, and homelessness⁹⁵.
- 7.1.3 People who are out of work can be formally unemployed and actively seeking work, and are claiming out-of-work benefits. Worklessness also covers those people who are unable to find suitable work due to limiting illness, and who are likely to be in receipt of Incapacity Benefit⁹⁶.
- 7.1.4 The new single performance framework⁹⁷ identifies a number of potential worklessness LAA indicators:
- Overall employment rate (NI 151)
 - Working age people on out of work benefits (NI 152)
 - Working age people claiming out of work benefits in the worst performing neighbourhoods (NI 153)
 - People falling out of work and on to incapacity benefits (NI 173)

7.2 What is the evidence across Norwich?

Unemployment levels are falling across the city

- 7.2.1 The unemployment rate is falling sharply across the city with 3.5% of the working age population claiming Jobseekers Allowance (JSA) in May 2007 (2,600 claimants) compared with 5.2% in August 1999 (a fall of over 60%)⁹⁸.

However, the proportion of working age adults claiming JSA across Norwich is still double the regional average

- 7.2.2 In May 2007 more than 2,600 people across Norwich District received JSA (3.5% of the city's working age population). This is roughly double the proportion of people claiming JSA across

⁹⁵ SEU (2004) The impact of government policy on social exclusion among working age people: A review of the literature for the Social Exclusion Unit in the Breaking the Cycle series (ODPM) page 6

⁹⁶ There are also those who are economically inactive, but would like a job (and are not receiving benefits).

⁹⁷ Communities & Local Government (2007). *The New Performance Framework for Local Authorities and Local Authority Partnerships: Single Set of National Indicators*. Available from www.communities.gov.uk/publications/localgovernment/nationalindicator

⁹⁸ Jobseekers Allowance claimants (1999-2007) with denominators taken from ONS sub-national population estimates 2001 to 2005

the East of England (1.8%) and 50% higher than JSA claimant rates across England as a whole (2.4%).

- 7.2.3 The level of long-term JSA claimants is also quite high. Twenty three percent of claimants have been on benefits for over a year. The proportion is 14% in the East and 16% in England⁹⁹.

Claimant flows identify up to 9,500 people have been on JSA over the course of the last year

- 7.2.4 Looking at claimant flows provides a fuller picture of unemployment and labour market change than the stock numbers of claimants in any given month. Over the 12-month period from January 2007 to December 2007, the number of claimants across the city fell from 3,000 to 2,400 – a drop of 600. However, the “on-flow” of new claimants was 7,200, with an “off-flow” of claimants leaving for job or other reasons of 7,700¹⁰⁰.

- 7.2.5 This gives an upper estimate of just over 9,500 for the total number of people who have been on JSA during the course of the year, more than three times the stock figure (this is an upper estimate, as it will double-count those people who come off and then go back on to benefit during the 12 month period).

Worklessness benefit levels are primarily driven by incapacity benefit

- 7.2.6 Illness and disability rates now dwarf JSA claimants as primary reasons for worklessness.
- 7.2.7 Across Norwich LA there are more than two and a half times as many people who are workless through sickness and claiming Incapacity Benefit (IB) 6,900 compared with those who are unemployed and claiming JSA (2,600 claimants)¹⁰¹.
- 7.2.8 The proportion of people claiming IB in Norwich (8.2%) is also above the regional (5.5%) and national (7.1%) rates.

In contrast to JSA levels, the proportion of people claiming IB has been increasing across Norwich

- 7.2.9 The proportion of people receiving Incapacity Benefit across Norwich has increased by 3% between 1999 and 2007¹⁰².

Norwich has higher levels of long-term worklessness than elsewhere in the region

- 7.2.10 Just under one-quarter (23%) of all JSA claimants in Norwich have been on benefits for more than a year, this compared with 14% in the East and 16% in England as a whole¹⁰³.

⁹⁹ DWP August 1999 to May 2007 with denominators taken from ONS sub-national population estimates 2001 to 2005.

¹⁰⁰ Ibid.

¹⁰¹ DWP August 1999 to May 2007 with denominators taken from ONS sub-national population estimates 2001 to 2005.

¹⁰² DWP August 1999 to May 2007 with denominators taken from ONS sub-national population estimates 2001 to 2005.

- 7.2.11 Norwich also has a slightly higher proportion of long-term IB claimants than England and the region, with 85% of IB claimants in the city receiving the benefit for more than a year compared with 83.8% across the East of England and 84.6% across England as a whole.

There is also evidence of additional workless groups in Norwich who are economically inactive but would like a job.

- 7.2.12 Estimates from the Annual Population Survey¹⁰⁴ suggest that 6.9% of working age adults across Norwich District are economically inactive, but would like a job (above the regional (4.4%) and national (5.2%) average). This group is not included in the workless analysis above.

Which areas and communities are at risk?

- 7.2.13 The majority of unemployed people across Norwich are from white ethnic groups, with white people accounting for more than 95% of Jobseekers Allowance claimants across the city¹⁰⁵.
- 7.2.14 Roughly 100 people claiming JSA in 2006 were from non-white groups (October 2006-December 2007). As there is little recent reliable data on the numbers of people from different ethnic minority groups across Norwich, it is difficult to determine whether any particular ethnic minority groups are more likely to be unemployed across the city.
- 7.2.15 However, older data from census 2001 suggests that unemployment among Black African and Black Caribbean groups is above the city average, with 7.3% Black and mixed African and 6.1% Black and Mixed Caribbean people unemployed¹⁰⁶, compared with 4.1% of White British people across the city.

People with a limiting long-term illness are half as likely to be economically active as the population as a whole

- 7.2.16 More than 22,000 people across Norwich had a limiting long-term illness in 2001 (19% of the city's population). This is higher than the proportion with similar health conditions across the region (16%) and England as a whole (17%)¹⁰⁷.
- 7.2.17 Of those with a limiting long-term illness in Norwich, only 32.4% are economically active compared with 64.4% of people across the city as a whole¹⁰⁸. This group are also at greater

¹⁰³ Ibid.

¹⁰⁴ Source: Annual Population Survey April 2006 to March 2007.

¹⁰⁵ DWP: October 2006 to September 2007 JSA claimants by ethnicity

¹⁰⁶ Census 2001. However it is important to recognise that across the city just over 450 people were identified as Black or Mixed African and just over 430 people identified as Black of Mixed Caribbean so numbers are comparatively small

¹⁰⁷ Census 2001

¹⁰⁸ OCSI analysis of Census 2001

risk of unemployment, with 7.3% unemployed compared with 4.1% of the population as a whole¹⁰⁹.

Worklessness levels are also likely to be high among ex-offenders across Norwich

7.2.18 There is evidence to suggest that this group is likely to face a range of barriers to employment including:

- Housing and homelessness problems due to difficulty in finding accommodation on leaving prison
- Lack of education and skills
- Low levels of self confidence and motivation
- Lack of work experience
- Discrimination from employers: evidence from research carried out by the Department for Work and Pensions (DWP) shows that a criminal record currently results in the rejection of an applicant for an estimated 17% of vacancies while for most offences rejection is probable for around half of vacancies.¹¹⁰

More than three quarters of JSA claimants across Norwich are male

7.2.19 Of the 2,600 JSA claimants in Norwich District in May 2007, 2,000 were male (77% of total claimants). Males make up larger proportion of JSA claimants in Norwich than elsewhere in England (73%).

However, females are more likely to be out of work and not actively seeking work

7.2.20 However, economic inactivity rates are higher among females across Norwich with 42% of females (aged 16-74) economically inactive compared with 29% of males¹¹¹. This is likely to be linked to a higher proportion of women involved in childcare and other caring responsibilities than males across Norwich.

7.2.21 The following key indicators have been mapped for this project (maps are available on the accompanying CD):

- Incapacity Benefit Claimants: May 2007
- Jobseekers Allowance Claimants: May 2007

7.3 What are the implications for future programmes?

7.3.1 National research identifies that those coming off JSA are very likely to return within two years – the majority of claims are repeats. Also, after long spells out of work the probability of

¹⁰⁹ OCSI analysis of Census 2001

¹¹⁰ DWP (2001) Barriers to employment for offenders and ex-offenders, DWP Research Report, No 155. Available at: www.dwp.gov.uk/asd/asd5/155summ.asp,

¹¹¹ Census 2001

getting a job falls sharply¹¹². Programme and benefits support should therefore be tailored towards sustainable employment, enabling individuals to maintain employment in a changing labour market. This is emphasised in the Leitch report – “the objectives of the employment and skills systems should be transformed into an integrated objective of sustainable employment and progression”¹¹³ and by the recent Welfare to Work Green paper¹¹⁴.

- 7.3.2 How should programmes tackle barriers faced by particular groups? For example, older groups who are unemployed face a number of additional barriers to employment, with resulting higher levels of long-term unemployment. Those workless for ill health reasons are likely to be long-term workless – around 55% of all Incapacity Benefit claimants across the city have been claiming for more than 5 years.
- 7.3.3 The European Social Fund (ESF) programme for 2007-2013, was launched in October 2007. Programmes will match £2bn of European funding with £2bn from the UK government, with priorities for extending employment opportunities by tackling barriers to work faced by unemployed or disadvantaged people, and training people who are lacking basic skills and good qualifications.
- 7.3.4 There are other implications relating to financial exclusion and indebtedness that are likely to arise as a result of long periods of worklessness. These issues are explored in greater detail below in the low-income section.

¹¹² Simmonds (2007), Welfare to Work Convention. Available from:

www.cesi.org.uk/Events/listpresentations.asp?id=170

¹¹³ Leitch (2006). Prosperity for all in the global economy - world class skills. Available from: www.hm-treasury.gov.uk/independent_reviews/leitch_review/review_leitch_index.cfm

¹¹⁴ DWP (2007). In work, better off: next steps to full employment. Available from:

www.dwp.gov.uk/welfarereform/in-work-better-off/in-work-better-off.pdf

Section 8 Challenge 5: Addressing 'in work' low income

8.1 Strategic context

- 8.1.1 At a citywide level, low earnings can be associated with a poorly performing economy, failing to attract firms providing high wages.
- 8.1.2 At an individual level, people with low earnings are likely to find it difficult to meet the challenges of rising costs (particularly housing costs) and are less likely to have assets or savings. They are also at greater risk of experiencing indebtedness, with money worries linked to increased levels of stress and anxiety, and mental health problems.
- 8.1.3 The Social Exclusion Unit highlight that, despite the minimum wage, people on low wages are still at risk of social exclusion and this can undermine effectiveness of improving the social safety-nets in terms of tackling social exclusion¹¹⁵.
- 8.1.4 The new single performance framework¹¹⁶ identifies the following LAA indicator as potential measurement of low wages:
- Average earnings of employees in the area (NI 166)

8.2 What is the evidence across Norwich?

Resident weekly earnings in Norwich are below the county, regional and national average

- 8.2.1 Data from the Annual Survey for Hours and Earnings (ASHE) shows that the median weekly resident wage in Norwich District in 2007 was £313. This is significantly below the median earnings across England as a whole (£381), and below the median for the East of England (£387) and Norfolk County (£324).
- 8.2.2 Norwich is among the 10% of Local Authorities in the country with the lowest median weekly earnings, with only Great Yarmouth having lower weekly earnings in the East of England.

The lowest earners in Norwich earn around one fifth the median national wage

- 8.2.3 The average wage of the poorest 10% of people in Norwich is just £85 per week. This is only slightly more than one-fifth of the national median wage. Norwich ranks among the ten local authorities in the country with the lowest earning poorest 10%.
- 8.2.4 Norwich exhibits high levels of inequality, with median earnings more than 3.7 times higher than those for the lowest earning 10% across the city. The comparable figure for England is 3.3.

¹¹⁵ SEU (2004) The drivers of social exclusion: A review of the literature for the Social Exclusion Unit in the Breaking the Cycle series (ODPM)

¹¹⁶ Communities & Local Government (2007). *The New Performance Framework for Local Authorities and Local Authority Partnerships: Single Set of National Indicators*. Available from www.communities.gov.uk/publications/localgovernment/nationalindicator

Male earnings across Norwich are significantly higher than female earnings...

- 8.2.5 The median weekly wage for males across Norwich is £393; more than 50% higher than median female earnings across the city (£238). This is likely to be partly linked to a higher proportion of Part-time workers among the female population, although also linked to over-representation of women in relatively low-paid sectors such as health, education, and customer service.
- 8.2.6 The gender pay gap across Norwich is similar to that across England as a whole (with male earnings 1.6 times female earnings in each) and slightly narrower (i.e. a smaller difference between male and female earnings) than across the region and Norfolk county (where males median earnings are 1.8 times higher than female earnings).

Low earnings among Norwich residents are likely to be linked to the low workplace wages provided in the city

- 8.2.7 Median weekly workplace earnings across Norwich District (£320), are also lower than county (£323), regional (£360) and national (£381) averages.
- 8.2.8 However, wages in neighbouring South Norfolk District (£361) are higher than the regional average and potentially provide opportunities for better paid employment among Norwich residents.

Which areas and communities are at risk?

More than one in nine households earn less than £10,000 a year in the majority of wards in Norwich

- 8.2.9 Data from CACI provides estimates of annual earnings at small area across Norwich. The figures look at the proportion of households earning less than £10,000 a year (or £192 per week)¹¹⁷.
- 8.2.10 In eight of the 13 wards in Norwich, more than one-in-nine *equivalised households* earn less than £10,000 a year. University ward has the highest proportion of such households (16%), likely to be linked to the large proportion of student households with low levels of income¹¹⁸.
- 8.2.11 The following key indicator has been mapped for this project (maps are available on the accompanying CD):
- Households earning below £10,000 a year

8.3 What are the implications for future programmes?

- 8.3.1 Low wages offered in Norwich may lead to problems of graduate retention in the long-term as people migrate away from the area in search of higher wages.

¹¹⁷ Data is based on *equivalised households*, adjusted to take into account variations in household size

¹¹⁸ All LSOA level earnings data taken from the Norfolk Data Observatory 2007, based on CACI PayCheck data - www.norfolkdata.net

The low wage economy within the city is potentially linked to factors of geographical isolation

- 8.3.2 Norwich is the largest urban area in the UK not to be linked to other large urban areas by unbroken dual carriageway¹¹⁹. Furthermore, given its geographical location it is more than one and a half hours travel time from all of the largest cities in England¹²⁰. Recent research suggests that improvements to the A-11 to make all sections dual carriageway would provide a £600 million boost to the local economy, improving business access and reducing the peripheral isolation of Norwich¹²¹.

People on low incomes are less likely to have savings and assets and are at greater risk of falling into debt and experiencing financial exclusion¹²².

- 8.3.3 Debt can be a major factor in financial exclusion with people in debt unable to save, or access credit or banking services or have any assets to fall back on. Personal debt accounts for one-third of Citizens Advice Bureau (CAB) enquiries¹²³
- 8.3.4 County Court Judgements (CCJs) provide further evidence of the extent of indebtedness in Norwich. In 2004 alone, more than 1,200 people were issued with county court judgements in relation to personal debt, with a combined value of over 2 million pounds¹²⁴. More than 30% of these county court judgements were issued to people owing more than £1,000¹²⁵.
- 8.3.5 As a result people are more likely to take up loans from private sources. Research from the NELM Development Trust in 1999 found that 9% of people surveyed had loans with doorstep moneylenders¹²⁶, likely to charge high interest rates leading to spiralling repayment costs (the CAB estimate that the lowest interest rate from a doorstep lender currently at 177% APR¹²⁷).

People in debt are less likely to be able to keep up with rent and mortgage repayments

- 8.3.6 Research from the CAB in Norwich suggests that housing costs now account for around 40% of personal income¹²⁸. It is likely that those in debt or with low income are likely to have difficulties managing housing costs.

¹¹⁹ Norfolk County Strategic Partnership: Norfolk Ambition, The County Community Strategy, 2003 – 2023 - Evidence Portfolios: Executive Summaries September 2007 page 8

¹²⁰ London and the core cities.

¹²¹ Atkins Transport Planning, cited in EEDA website www.eeda.org.uk/press_pub_3711.asp

¹²² Financial exclusion refers to “ a lack of access to most or all of the range of financial services enjoyed by the majority of the adult population” cited in Financial exclusion, capability and skills- issues and opportunities paper 12 February 07

¹²³ Andy Cobb, Norwich Citizens Advice Bureau, Norwich City Council Housing Service cited in Financial exclusion, capability and skills- issues and opportunities paper 12 February 07

¹²⁴ Registry Trust Ltd (RTL) 2004

¹²⁵ Registry Trust Ltd (RTL) 2004

¹²⁶ Financial exclusion, capability and skills- issues and opportunities paper 12 February 07

¹²⁷ Andy Cobb, Norwich Citizens Advice Bureau cited in Financial exclusion, capability and skills- issues and opportunities paper 12 February 07

¹²⁸ Financial exclusion, capability and skills- issues and opportunities paper 12 February 07

8.3.7 In 2006 there were 202 mortgage possession orders (DCA) and 187 Landlord possession orders on social and private rented housing at Norwich crown court¹²⁹ for being in serious payment arrears. More than 2,400 households were in rent arrears for more than 5 weeks across Norwich in February 2006 alone¹³⁰. In total, more than £2 million in rent areas was owed to Norwich city council in 2006; this had a negative impact on ability to provide services¹³¹.

¹²⁹ Department for Constitutional Affairs (DCA) Jan-Dec 2006

¹³⁰ Norwich City Council Housing Service cited in Financial exclusion, capability and skills- issues and opportunities paper 12 February 07

¹³¹ Norwich City Council Housing Service cited in Financial exclusion, capability and skills- issues and opportunities paper 12 February 07

Section 9 Challenge 6: Tackling the additional barriers faced by people with mental health issues

9.1 Strategic context

- 9.1.1 Those people with mental health issues face significant additional barriers in terms of employment, health and other aspects.
- 9.1.2 At a national level, the Social Exclusion Unit has focused attention on mental health issues over a programme of research and action plans¹³². The new single performance framework¹³³ identifies a number of potential LAA indicators:
- Adults in contact with secondary mental health services in settled accommodation (NI 149)
 - Adults in contact with secondary mental health services in employment (NI 150)
 - Effectiveness of child and adolescent mental health (CAMHs) services (NI 51).
- 9.1.3 Locally, the most recent Director of Public Health Report identifies that mental health: “is arguably the new Norfolk PCT’s top commissioning priority, certainly as it affects the Norwich locality”¹³⁴. The high levels of mental ill health are being targeted through the Neighbourhood Renewal Fund, with one of the six key themes across Norwich being to “reduce inequalities in health focusing on mental health”.

9.2 What is the evidence across Norwich?

The city shows very high levels of mental health issues

- 9.2.1 An overall indicator of mental health was developed under the Indices of Deprivation 2004. This estimates the levels of adults under 60 suffering from mood or anxiety disorders, based on prescribing, suicides, and health benefits data.
- 9.2.2 Based on this the latest version of this indicator (updated from 1999-2003), a single Super Output Area (SOA) in Mancroft contains the fourth highest levels of mental health issues across England. Additionally, just under two thirds (65%) of the SOAs across the city are in the most deprived 10% of areas in England on this measure.

¹³² See archive.cabinetoffice.gov.uk/seu/page5717.html?id=257 for details of the Social Exclusion Unit work programme.

¹³³ Communities & Local Government (2007). *The New Performance Framework for Local Authorities and Local Authority Partnerships: Single Set of National Indicators*. Available from www.communities.gov.uk/publications/localgovernment/nationalindicator

¹³⁴ DPH report, 2006, Vol2 p41,42

Over half of those out-of-work due to long-term sickness across Norwich have mental health problems

- 9.2.3 Mental illness is the primary cause of worklessness through sickness in Norwich District. 3,800 people in Norwich were claiming Incapacity Benefit in May 2007 as a result of mental health disorders¹³⁵ (54% of all IB claimants across the city). Only three Districts in England (Camden, Oxford and Cambridge) have higher proportions of people claiming IB as a result of mental health reasons. In the Mancroft and Thorpe Hamlet areas of the city, as many as three quarters of IB claimants claim for mental health reasons.
- 9.2.4 By contrast, 40% of IB claimants across the region and 41% of IB claimants across England as a whole claim as a result of mental health reasons.

The numbers out of work for mental health reasons has risen by more than a third in recent years

- 9.2.5 The number of people claiming Incapacity Benefit due for mental health reasons has risen by over 34% between August 1999 and May 2007 across the city.

Which areas and communities are at risk?

The Mancroft area of Norwich has the highest levels of recorded mental health problems across Norwich

- 9.2.6 There are 640 people in Mancroft ward receiving IB as a result of mental health issues (17% of all IB mental health claimants across Norwich). The ward contains an LSOA with the fourth highest rate of mental health issues across England (as measured in the ID 2004 as a combination of mood or anxiety disorders, based on prescribing, suicides, and health benefits data). Also in this area, more than three quarters of IB claims are for mental health reasons.
- 9.2.7 This is likely to be linked to the large numbers of vulnerable adults living in hostels in Mancroft. Research from the Norwich Housing department estimating that there were around 200 hostel spaces in Mancroft¹³⁶.
- 9.2.8 Local analysis identifies a “clear rising relationship ... between rising indicators of ‘social need’ [the Index of Multiple Deprivation 2004] and rising hospital admission rates for mental health problems”.¹³⁷

¹³⁵ OCSI analysis of data from Dept. Work & Pensions (Nov 2006). *Incapacity Benefit Statistics*

¹³⁶ There are an estimated 290 hostel spaces across Norwich, two-thirds in Mancroft and one-third in Thorpe Hamlet. Breakdowns of bed numbers for each hostel is as follows: YMCA has 86 Beds, Throckmorton Yard (YMCA) has 9 beds , St Martin’s House has 33, Carrow Hill House has 22 , Bishop Bridge House has 10 direct access and 20 for move on to supported living , Hinde has 20 beds in the main house and 10 for move on , St Edmunds has 13 beds at the hostel and a half way house in Pottergate , Archway has 8 beds in the hostel and 6 move on spaces , Ripley has 18 Beds , St Matthews 40 (approx). Figures supplied by James Radcliffe, Housing Development Manager Norwich City Council

¹³⁷ DPH report, 2006, Vol2 p41,42

- 9.2.9 However, mental health issues are found across the city, with 70% of LSOAs containing at least 30 residents across the city receiving IB as a result of Mental Health reasons¹³⁸.
- 9.2.10 The following key indicators have been mapped for this project (maps are available on the accompanying CD):
- Incapacity Benefit - Mental Health Claimants: May 2007
 - Indices of Deprivation Mental Health Indicator: 2001-2003

Which groups are most at risk?

- 9.2.11 Particular challenges identified for Norwich include mental health of prisoners and young offenders, self-harm and suicide, drug and alcohol misuse, child psychiatry and mental health in older age¹³⁹.
- 9.2.12 Young men with mental health problems are at high risk of dropping out of education or work, of becoming involved with crime, and they are a particularly high risk group for suicide. Also, parents with mental health problems (particularly lone parents) have very low employment rates, may not receive sufficient family support, and their children may develop emotional problems. Adults with complex needs, such as substance misuse or homelessness in addition to their mental health problems, often struggle to get their needs met by statutory services¹⁴⁰

9.3 What are the implications for future programmes?

- 9.3.1 Analysis of the Labour Force Survey in London identified that people with mental illness have lower rates of employment compared with people with other disabilities: 18% are in employment compared with 44% of other disabled groups (and 76% for non-disabled people)¹⁴¹
- 9.3.2 People with mental health issues face particular barriers to employment, with research from elsewhere identifying that fewer than four in 10 employers (37%) were willing to recruit a person with mental health issues. This compares unfavourably with those on IB as a result of physical illness or disability, with 62% of employers prepared to employ physically disabled people.
- 9.3.3 Larger enterprises are more likely to have the capacity to support people with mental health needs. The larger business structure of Norwich's economy (with more than twice as many enterprises employing 20 or more employees than the regional average¹⁴²) suggests that there are likely to be greater opportunities to support employment for people with mental

¹³⁸ OCSI analysis of data from Dept. Work & Pensions (Nov 2006). *Incapacity Benefit Statistics*

¹³⁹ DPH report, 2006, Vol2 p41,42

¹⁴⁰ Social Exclusion Unit (2004). *Mental Health and Social Exclusion*

¹⁴¹ DMAG Briefing 2007-05 (2007). Disabled people and the labour market in London: key facts, Analysis of the 2005 Annual Population Survey

¹⁴² VAT registered enterprises by sizeband 2006 (ONS/BRU)

health needs compared with elsewhere. Norwich Pathways to work can have a role in providing additional support to those with mental health issues.

- 9.3.4 Linked to the high prevalence of mental health issues across Norwich, the city has among the highest suicide rates in the country and the second highest of any District in the East of England region. This contributes to the relatively low life expectancy among males in the city (see Tackling Health Inequalities section below), with suicide the major cause of death in men under 44 in the UK ¹⁴³.
- 9.3.5 The impact on mental health programmes through the loss of Neighbourhood Renewal Funding also needs to be considered.
- 9.3.6 Research from the Social Exclusion Unit¹⁴⁴ identified 5 main barriers facing those with mental health issues:
- *Stigma and discrimination*: For example, fewer than four in ten employers say they would recruit someone with a mental health problem
 - Professionals across sectors too often have *low expectations* of what people with mental health problems can achieve. There can be limited recognition that returning to work and overcoming social isolation is associated with better health outcomes.
 - There is a *lack of clear responsibility* for promoting vocational and social outcomes for adults with mental health problems. Services do not always work effectively together
 - People can *lack ongoing support to enable them to work*. Links with Jobcentre Plus can be weak.
 - People face *barriers to engaging in the community*, and can struggle to access the basic services they need, in particular decent housing and transport.

¹⁴³ Doyal, L. (2001) Sex, gender, and health: the need for a new approach, *BMJ* 323:1061-1063.

¹⁴⁴ Social Exclusion Unit (2004). *Mental Health and Social Exclusion*.

Section 10 Challenge 7: Reducing health inequalities across the city

10.1 Strategic context

10.1.1 Tackling health inequalities is a national priority, with the single performance framework national target to “reduce health inequalities by 10% by 2010 as measured by life expectancy at birth”¹⁴⁵. Locally, the Sustainable Community Strategy identifies “poorer health associated with areas of deprivation” as one of the key challenges facing the city¹⁴⁶.

10.1.2 The DH Acheson Report provided a comprehensive review of the evidence on inequalities in health in England¹⁴⁷, followed-up by DH work on “Tackling Health Inequalities – 2002 crosscutting review”¹⁴⁸. The Table below highlights some of the major health inequalities for particular groups and geographical areas at national level:

Inequality	
Social class	<ul style="list-style-type: none"> The average life expectancy for a man in social class I is 78.5 years compared to 71.1 years for a man in social class V The infant mortality rate among children in social class I is half that of children in social class V Children in social class V are five times as likely to suffer accidental death as children in social class I Babies born into social classes IV and V have a lower average birth weight than babies born into social classes I and II
Gender	<ul style="list-style-type: none"> Men live on average five years fewer than women
Ethnicity	<ul style="list-style-type: none"> Women of Bangladeshi origin are less than half as likely as those in the general population to take up invitations to cervical cancer screening
Education	<ul style="list-style-type: none"> Lower educational attainment is significantly associated with higher rates of both coronary heart disease and infant mortality
Area-based	<ul style="list-style-type: none"> Men living in the least-deprived wards live on average six years longer than those in the most-deprived wards. The gap for women is 3 years Those living in the most deprived wards spend twice as many years in poor health, both in absolute (years of life) and relative (proportion of life) terms, than those living in the least deprived wards

Source: Department of Health (2002). *Tackling Health Inequalities – 2002 crosscutting review*
Office for National Statistics (2005). *Health Statistics Quarterly*, 25

¹⁴⁵ HMT (2007). *Comprehensive Spending Review: Public Service Agreements*. Available from www.hm-treasury.gov.uk/pbr_csr/psa/pbr_csr07_psaindex.cfm

¹⁴⁶ City of Norwich Partnership (200X). Sustainable Community Strategy.

¹⁴⁷ DH (1998). *The Acheson Report*.

¹⁴⁸ DH (2002) *Tackling Health Inequalities – 2002 crosscutting review*

10.1.3 The new single performance framework¹⁴⁹ identifies a number of potential LAA indicators:

- Self-reported measure of people's overall health and wellbeing (NI 119)
- All-age all cause mortality rate (NI 120)
- Mortality rate from all circulatory diseases at ages under 75 (NI 121)
- Mortality from all cancers at ages under 75 (NI 122)
- Healthy life expectancy at age 65 (NI 137)

10.2 What is the evidence across Norwich?

Norwich is among the 10 Local Authorities in the country with the greatest gender gaps in terms of life expectancy

10.2.1 Men in Norwich can expect to live on average six years less than women – across England the average gender gap is five years. The city's males can also expect to have fewer years of 'healthy life expectancy' (68) than females (73)¹⁵⁰. Just under 4,100 (60%) of those who are workless as a result of sickness (6,900 people across Norwich), are male.

10.2.2 The male life expectancy across Norwich in 2003-2005 was 76.8 years, below the life expectancy for males in Norfolk and the East of England (both 78) and similar to the level across England as a whole¹⁵¹. By contrast, women across the city are expected to live longer (82.4 years) than their counterparts across the East of England (81.8) and England (81.1)¹⁵².

Men living in Mancroft and Thorpe Hamlet ward have nine years less life expectancy than those living in Eaton ward

10.2.3 Life expectancy for males living in Mancroft (71.8 years) and Thorpe Hamlet wards (71.5 for males in) is well below that seen in Eaton ward (80.8 - the ward with the lowest life expectancy across the city)¹⁵³.

10.2.4 This is likely to be linked to the large hostel spaces in these areas with more than 190 hostel spaces in Mancroft and 100 in Thorpe Hamlet. Homeless people living in hostels are likely to have poorer health outcomes and research identifies that they are more likely to have been involved in substance misuse¹⁵⁴.

¹⁴⁹ Communities & Local Government (2007). *The New Performance Framework for Local Authorities and Local Authority Partnerships: Single Set of National Indicators*. Available from www.communities.gov.uk/publications/localgovernment/nationalindicator

¹⁵⁰ OCSI analysis of data from ONS (2001), *Healthy Life Expectancy Statistics*. Healthy Life Expectancy is the average number of years a person would live in good/ fairly good health if he or she experienced the particular area's age-specific mortality and health rates for 2001 throughout his or her life.

¹⁵¹ OCSI analysis of data from Department of Health (DoH) ,2003-2005

¹⁵² OCSI analysis of data from Department of Health (DoH), 2003-2005

¹⁵³ Office for National Statistics (ONS) 1999-2003

¹⁵⁴ There are an estimated 290 hostel spaces across Norwich, two-thirds in Mancroft and one-third in Thorpe Hamlet. Breakdowns of bed numbers for each hostel is as follows: YMCA has 86 Beds, Throckmorton Yard (YMCA) has 9 beds , St Martin's House has 33, Carrow Hill House has 22 , Bishop Bridge House has 10 direct

- 10.2.5 Although the life expectancy gap is smaller for women than for men, however there is still an average life expectancy gap of more than seven years between Eaton (82.6) and Thorpe Hamlet (75.2) wards ¹⁵⁵.

There are significant variations across the city in terms of levels of poor health

- 10.2.6 Residents of in some Super Output Areas in Mancroft ward are more than four times more likely to have a limiting long-term illness than residents in University ward.
- 10.2.7 Nearly two-in-five (38%) of people living in LSOA E01026827 in Mancroft ward have a limiting long-term illness, compared with less than 10% of people in LSOA E01026860 in University ward¹⁵⁶. This is likely to be in part linked to the age profiles of the areas¹⁵⁷.

The most deprived neighbourhoods in Norwich face poor health outcomes not only in relation to the city as a whole but in relation to the country

- 10.2.8 One-quarter of the city's LSOAs are ranked among the most deprived 20% in England based on the Indices of Deprivation 2007. Five of these LSOAs – three in Mancroft, one in Thorpe Hamlet, and one in Crome – are ranked in the most deprived 10% in England in terms of health and disability.
- 10.2.9 Every LSOA in Mancroft ward is ranked among the most deprived 20% of LSOAs in England in terms of health deprivation.
- 10.2.10 The following key indicator has been mapped for this project (maps are available on the accompanying CD):
- ID 2007 Health Deprivation and Disability, Domain Score

10.3 What are the implications for future programmes?

- 10.3.1 The *wider determinants of health* are important here. The DH¹⁵⁸ identifies that actions likely to have the greatest impact over the longer term are:
- improvements in early years support for children and families
 - improved social housing and reduced fuel poverty among vulnerable populations
 - improved educational attainment and skills development among disadvantaged populations

access and 20 for move on to supported living , Hinde has 20 beds in the main house and 10 for move on , St Edmunds has 13 beds at the Hostel and a Half way House in Pottergate , Archway has 8 beds in the hostel and 6 move on spaces , Ripley has 18 Beds , St Matthews 40 (approx). Figures supplied by James Radcliffe, Housing Development Manager Norwich City Council

¹⁵⁵ Office for National Statistics (ONS) 1999-2003

¹⁵⁶ Census 2001

¹⁵⁷ University ward contains the university with a campus population of around 3,000. This is likely to have a significant impact on levels of limiting long-term illness in the area

¹⁵⁸ DH (2003) *Tackling Health Inequalities: A Programme for Action*

- improved access to public services in disadvantaged communities in urban and rural areas
 - reduced unemployment, and improved income among the poorest.
- 10.3.2 Lifestyle behaviours are likely to be a major cause of some of the identified health inequalities. For example, deaths from alcohol related conditions among males are 63 per 100,000 population compared with 24 per 10,000 for females¹⁵⁹. High levels of circulatory disease¹⁶⁰ are likely to be linked to high levels of obesity, with 26% of adults across the city estimated to be obese in 2005¹⁶¹.
- 10.3.3 Modelled data from DH / HSCIC identifies Norwich as having the highest expected smoking prevalence of all Districts in the region with 30% of all adults smoking^[1] in 2005. Despite the high levels of smoking across the city, the numbers of people receiving treatment through the NHS stop smoking have been dropping with the proportion of people registering with the NHS stop smoking service decreasing by over a quarter (26%) between 2003/04 and 2004/05 (in contrast to a rise across England as a whole of 50% over the same period)^[2].
- 10.3.4 A number of initiatives across Norwich are already targeting health behaviours, particularly in the most deprived areas. This matches the emphasis from DH on key *healthy behaviour* interventions contributing to closing the life expectancy gap:
- reducing smoking in manual social groups
 - preventing and managing other risks for coronary heart disease and cancer such as poor diet and obesity, physical inactivity and hypertension through effective primary care and public health interventions – especially targeting the over-50s¹⁶²
- 10.3.5 There is some evidence that health inequalities may be increasing across the city, relative to England as a whole. In 2007, there were more than twice as many LSOAs across Norwich ranked among the most deprived 20% of areas across England than seen in 2004 (21 LSOAs were in the most deprived 20% in 2007, compared with 8 LSOAs in 2004). Although analysis of the NRF indicators (Section 3) identifies that life expectancy trends across the city are rising at similar rates to England and other NRF areas.

¹⁵⁹ OCSI analysis of data from DH (2003/05). Deaths from alcohol attributable conditions (all ages), directly standardised rate per 100,000 population.

¹⁶⁰ The circulatory disease mortality rate across Norwich has fallen from 120 to 91 per 100,000 population between 1996-8 and 2003-2005 (a fall of 24%). This decline is slower than the decline experienced across Norfolk (-30%) the East of England and England as a whole (both 33%) over the same period.

¹⁶¹ Modelled data provides estimates of lifestyle based on the demographic characteristics of people living in an area. Data is taken from DH / HSCIC Healthy Life Style Behaviours modeled estimate 2005

^[1] Modelled data provides estimates of lifestyle based on the demographic characteristics of people living in an area. Data is taken from DH / HSCIC Healthy Life Style Behaviours modeled estimate 2005

^[2] NI Indicator 123 - 16+ current smoking rate prevalence – Information Centre from NHS stop smoking services data.

¹⁶² DH (2003) *Tackling Health Inequalities: A Programme for Action*

Section 11 Challenge 8: Reducing substance misuse levels

11.1 Strategic context

- 11.1.1 Substance misuse can have very serious negative consequences for physical and mental health, as well as for a range of other facets of disadvantage and exclusion.
- 11.1.2 There are estimated to be around 327,000 problem drug users (opiate and/or crack users) in England. Data on alcohol consumption in the UK indicates a growing trend towards more hazardous drinking and increased drinking among particular groups – particularly teenagers and young people¹⁶³.
- 11.1.3 Government strategy is based around tackling a range of issues related to substance misuse. For example, the National Alcohol Harm Reduction Strategy¹⁶⁴ has four major work streams;
- Improving health and treatment, including identifying problems earlier, and developing skills in professionals;
 - Education and communication, including information for schools to educate about sensible drinking and the dangers of ‘binge’ drinking;
 - Tackling crime and disorder including targeting underage sales, alcohol-related violence, A&E attendances and licensing issues;
 - Working with the alcohol industry to develop responsible marketing
- 11.1.4 Locally, the Norfolk DAAT Drug Audit¹⁶⁵ outlines four main aims:
- Reduce the harm that drugs cause to society, communities, individuals and their families
 - Enable people with drug problems to access treatment and support
 - Reduce the availability of illegal drugs on our streets by disrupting drugs markets
 - Prevent today's young people from becoming tomorrow's problematic drug users
- 11.1.5 The new single performance framework¹⁶⁶ identifies a number of potential LAA indicators:
- Drug users in effective treatment (NI 40)
 - 16+ current smoking rate prevalence (NI 123)
 - Alcohol-harm related hospital admission rates (NI 39)

¹⁶³ Figures quoted from the Social Exclusion Unit (2004). *The drivers of social exclusion: Review of the literature*

¹⁶⁴ Cabinet Office (2004). *The National Alcohol Harm Reduction Strategy*. More recent work on taking the alcohol strategy forward identifies the need to ensure that the licensing laws protect young people from alcohol-fuelled crime and disorder; sharpen the focus on the under 18 years, 18-24 year old binge drinkers and harmful drinkers; and promote sensible drinking through investing in better information and communication (DH (2007). *Safe. Sensible. Social – the next step in the National Alcohol Strategy*)

¹⁶⁵ Norfolk Drug and Alcohol Action Team (2004). *2003-4 Drug Audit*

¹⁶⁶ Communities & Local Government (2007). *The New Performance Framework for Local Authorities and Local Authority Partnerships: Single Set of National Indicators*. Available from www.communities.gov.uk/publications/localgovernment/nationalindicator

- Drug-related (Class A) offending rate (NI 38)
- Perceptions of drunk or rowdy behaviour as a problem (NI 41)
- Perceptions of drug use or drug dealing as a problem (NI 42)

11.2 What is the evidence across Norwich?

Drug use

- 11.2.1 There is some evidence of high levels of drug use across Norwich. In 2005/06 900 drug users presented for treatment across Norfolk¹⁶⁷. Although this data is not available for Norwich other data on drug offences suggests that drug users across Norfolk are likely to be concentrated in the city.
- 11.2.2 The rate of drug offences per 100,000 population across the city (40) is more than double the county average (20) in 2005/06 with one-third of all drug offences in Norfolk committed in the city. Norwich drug offence rates per 100,000 population are well above regional (22 per 100,000) and national (26 per 100,000) levels¹⁶⁸.

Alcohol consumption

Norwich is among the 10% of local authorities in England with the highest proportion of people engaged in harmful drinking

- 11.2.3 Model based estimates from the North West Public Health Observatory estimate that more than 6% of people aged 16 or over in Norwich are engaged in “Harmful” drinking - defined as consumption of more than 50 units of alcohol per week for males, and more than 35 units of alcohol per week for females¹⁶⁹. This is the highest proportion of any Local Authority in the East of England.
- 11.2.4 Binge drinking rates (more twice the recommended daily amount in a single session) are also among the highest in the region (second only to Cambridge)¹⁷⁰ with 18% engaged in Binge drinking in 2005.

Norwich has the highest alcohol mortality rate for males of any District in the East of England

- 11.2.5 17 deaths in 100,000 for males across Norwich between 2003 to 2005 were directly attributable to alcohol, well above the national (12 per 100,000) and regional (10) rates¹⁷¹. More than 94% of these deaths were attributable to chronic liver disease¹⁷².

¹⁶⁷ National Drug Treatment Monitoring Scheme and local Drug Action Teams / CSCI Performance Assessment Framework (PAF)

¹⁶⁸ Home Office www.crimestatistics.org.uk/tool/

¹⁶⁹ NWPHE from Health Survey for England, Hospital Episode Statistics, Office for National Statistics mid-year population estimates and mortality data and the Census of Population 2001

¹⁷⁰ DH / HSCIC Healthy Life Style Behaviours modeled estimate 2005

¹⁷¹ Deaths from alcohol-specific conditions (all ages), directly standardised rate per 100,000 population, 2003/05. (NWPHE from Office for National Statistics mortality data and mid-year population estimates)

- 11.2.6 In all, an estimated 10.7 months of life in males and 4.8 months of life in females are lost due to alcohol; this is above the national and regional averages with 8.1 months of life lost among males and 3.6 months lost among females due to alcohol across the East of England and 9.4 and 4.4 respectively across England as a whole¹⁷³.
- 11.2.7 Younger people across Norwich also exhibit high levels of alcohol consumption. The proportion of under 18s who have been admitted to hospital for due to alcohol specific conditions is significantly above the regional and national averages. 78 young adults in 100,000 were admitted to hospital due to alcohol specific conditions in 2005/06 compared with 42 per 100,000 across the East of England and 61 across England as a whole¹⁷⁴.
- 11.2.8 Alcoholism can contribute to worklessness (0.2% of IB claimants in the city claim as a result of alcoholism¹⁷⁵).
- 11.2.9 High levels of drinking also contribute to crime, with more than 13 crimes in 1,000 in Norwich attribute to alcohol. Violent crime levels in particularly are often linked to alcohol consumption (see below).

11.3 What are the implications for future programmes?

- 11.3.1 There are strong links between substance misuse and mental health problems. People with drug and alcohol problems are known to be at increased risk of mental illness, with most drug-related deaths due to mental health and behavioural problems. A co-ordinated approach between traditional mental health and substance misuse services is likely to be needed for those people with both severe mental health problems and problematic substance misuse.
- 11.3.2 In addition, a number of risk factors have been identified for problem drug use: having parents or siblings with problem drug use; family disruption and poor attachment to, or communication with, parents; childhood abuse; childhood conduct disorder; low school grades, truancy and exclusion from school; early age onset of drug use; poor mental health, especially depression and suicidal behaviour; crime; and social deprivation¹⁷⁶.
- 11.3.3 Alcohol misuse is particularly prevalent among homeless people, especially rough sleepers, and among prisoners/those on probation. Certain groups of young people are at increased

¹⁷² Deaths from chronic liver disease including cirrhosis (ICD-10: K70, K73-K74) (all ages), directly standardised rate per 100,000 population, 2005. (Compendium of Clinical and Health Indicators, National Centre for Health Outcomes Development)

¹⁷³ An estimate of the increase in life expectancy at birth that would be expected if all alcohol-attributable deaths among persons aged under 75 years were prevented, 2003-05. (NWPHO from life tables for England [Government Actuary's Department], alcohol-attributable deaths in persons aged under 75 and Office for National Statistics mid-year population estimates.

¹⁷⁴ (NWPHO from Hospital Episodes Statistics and Office for National Statistics mid-year population estimates). Does not include attendance at A&E.

¹⁷⁵ NWPHO from Department for Work and Pensions data and Office for National Statistics mid-year population estimates

¹⁷⁶ Social Exclusion Unit (2004). *The drivers of social exclusion: Review of the literature*

risk of developing alcohol-related problems including children in care, those excluded from school and young offenders. Alongside links to poor health, there are impacts on a range of other deprivation issues including crime levels (and fear of crime)¹⁷⁷.

¹⁷⁷ Social Exclusion Unit (2004). *The drivers of social exclusion: Review of the literature*

Section 12 Challenge 9: Lowering violent crime levels across the city

12.1 Strategic context

- 12.1.1 Crime and fear of crime feature regularly as key issues afflicting individuals and communities.
- 12.1.2 Violent Crime can have a detrimental impact upon people's quality of life in a number of ways: individuals can be physically victimised (e.g. assaulted), materially victimised (e.g. mugged), or psychologically victimised (e.g. afraid to leave the house or walk alone after dark).
- 12.1.3 The negative effects of violent crime are not just restricted to those individuals who are personally victimised, but also transfer to friends, family, neighbours and colleagues. If left unchecked, these problems may become self-reinforcing, as more and more people in an area experience victimisation, either personally or via someone they know. If such problems persist over time, a neighbourhood may gain a reputation as a dangerous place to live, resulting in population out-migration, which can further reinforce the cycle of decline.
- 12.1.4 Reducing crime is a key focus of the Norfolk Local Area Agreement refresh 2006-2009 with key targets on reducing re-offending monitoring perceptions of crime and tackling anti social behaviour. The Norwich Sustainable Community Strategy identifies 'reducing crime and anti-social behaviour' as a key theme¹⁷⁸.
- 12.1.5 The new single performance framework¹⁷⁹ identifies a number of potential LAA indicators:
- Serious violent crime rate (NI 15)
 - Repeat incidents of domestic violence (NI 32)
 - Serious knife crime rate (NI 28)
 - Domestic violence – murder (NI 34)

12.2 What is the evidence across Norwich?

Norwich has a higher overall crime rate than the national and regional averages and the average for NRF areas as a whole

- 12.2.1 There were 82.5 recorded crimes per 1000 population across Norwich District in 2006/07 compared with 78.1 across NRF areas as a whole, 49.2 across the East and 61.1 across England.

¹⁷⁸ New Vision for Norwich: The Sustainable Community Strategy 2007-2020 - Creating a City of Safe and Strong Communities

¹⁷⁹ Communities & Local Government (2007). *The New Performance Framework for Local Authorities and Local Authority Partnerships: Single Set of National Indicators*. Available from www.communities.gov.uk/publications/localgovernment/nationalindicator

12.2.2 However, recorded crime has been falling year on year in recent years across Norwich with the recorded crime rate falling by 25% between 2003/04 and 2006/07 across the city. This is more than double the falls experienced across the East and England as a whole over the same period.

This has been driven by rising levels of violent crime across the city

12.2.3 However, the number of violent crimes has increased by almost 80% between 1999/00 and 2006/07 across Norwich (although this is linked to changes in recording practices).

12.2.4 There were 28.4 violent crime incidents per 1,000 population across Norwich (corresponding to 3,600 incidents), higher than the NRF area average (24.6), East of England (14.6) and England alike (19.3).

12.2.5 Norwich also has higher levels of violent crime than five of the city's fifteen Crime and Disorder Partnership family group (Coventry, Liverpool, Exeter, Plymouth and Newcastle-upon-Tyne).

Alcohol is estimated to contribute to almost 40% of violent crime across Norwich

12.2.6 There were 10.5 alcohol related violent crime incidents per 1000 population across Norwich in 2006/07¹⁸⁰ (37% of all violent crime incidents were attributable to alcohol).

12.2.7 Norwich has the second highest alcohol related violent crime rate (after Watford) in the East of England, with the alcohol attributable violent crime rate almost double the regional average (5.6 per 1000 households).

12.2.8 Due to the relative lack of other significant urban centres in the wider area, a significant number of people from east Norfolk travel to Norwich in the evening. It is estimated that approximately 30,000 people travel into Norwich on Friday and Saturday evenings to experience the nightlife¹⁸¹. This is likely to be increase levels of crime and disorder in the city centre¹⁸².

Domestic Violence accounted for just under one-quarter of all recorded violent crime in Norwich in 2004

12.2.9 Of the 3,800 violent crime incidents recorded in Norwich in 2004, 900 were domestic violence incidents¹⁸³.

12.2.10 Just under two-thirds of domestic violence victims were female (64%) of these, 81% of female fell within the ages of 15 to 44¹⁸⁴.

¹⁸⁰ North West Public Health Authority (NWPHO) from Home Office recorded crime statistics and Office for National Statistics mid-year population estimates 2006/07

¹⁸¹ City of Norwich Partnership - A New Vision for Norwich The Sustainable Community Strategy Draft for Consultation 2007-2020 page 29

¹⁸² City of Norwich Partnership - A New Vision for Norwich The Sustainable Community Strategy Draft for Consultation 2007-2020 page 29

¹⁸³ Norwich County Council: Crime, Disorder and Drugs Audit 2004 – Violent Crime Page 65

12.2.11 Sexual Offences are also high across the city and have been above the national, NRF and regional averages for each of the last five years (there are currently 1.7 Sexual Offences per 1,000 population across the city).

However, acquisitive crime is relatively low across the city

12.2.12 Recorded crime rates for Burglaries, Robberies and Vehicle Theft are below the national average across Norwich, and significantly below the average for NRF areas.

12.2.13 Moreover Vehicle crime rates have fallen by more than half and Burglary rates by just under half across Norwich between 1999/00 and 2006/07.

Which areas and communities are at risk?

The highest overall crime levels in Norwich are situated in Mile Cross in the North of the District

12.2.14 Nine LSOAs in Norwich (11% of the total) are in the most deprived 10% on the ID 2007 crime domain. Of these four are located in Mile Cross, three in Thorpe Hamlet and one each in Mancroft and Catton Grove.

12.2.15 In terms of violent crime, recorded levels were highest in Mancroft (covering the city centre of Norwich). More than one third (36%) of all Violent Offences in Norwich were located in Mancroft ward in 2004¹⁸⁵.

Victims of crime

12.2.16 Females are more at risk of violence in domestic locations, with females accounting for 63% of domestic violence victims. By contrast, more than 80% of domestic violence offenders were male.

12.2.17 However, males are more likely to be victims of non-domestic violent crime with 78% of non-domestic victims male¹⁸⁶. Males also made up just under 90% of the perpetrators of violent crime.

12.2.18 Young adults are significantly more likely to be a victim of non-domestic violent crime with more than two thirds of all non-domestic violent crime victims aged 15-24¹⁸⁷.

12.2.19 The following key indicator has been mapped for this project (maps are available on the accompanying CD):

- ID 2007 Crime, Domain Score

¹⁸⁴ Norwich County Council: Crime, Disorder and Drugs Audit 2004 – Violent Crime Page 71

¹⁸⁵ Norwich County Council: Crime, Disorder and Drugs Audit 2004 – Violent Crime Page 65

¹⁸⁶ Figures are based on a violent crime hotspot area. Norwich County Council: Crime, Disorder and Drugs Audit 2004 – Violent Crime Page 73

¹⁸⁷ Norwich County Council: Crime, Disorder and Drugs Audit 2004 – Violent Crime Page 73

12.3 What are the implications for future programmes?

12.3.1 High levels of violent crime can have a significant impact on fear of crime as well as being more likely to have a lasting traumatic impact on a victim compared with, for example, theft of property. There are also additional costs associated with violent crime, for example to A&E services as well as increasing police presence.

12.3.2 Crime levels across the city are likely to be linked to alcohol with the city having almost twice the rate of alcohol related violent crime incidents as the regional average. An assessment of the impact of 24-hour licensing would be useful.

Measurements of crime rates can be inflated by using resident population denominators

12.3.3 As a result of high levels of in-commuting, the average daytime population in Norwich is 130% of the resident population¹⁸⁸ (the 5th largest daytime net inflow of people in the country). At weekends the night time population is also large due to an estimated 30,000 people travelling to the city to experience the night time economy¹⁸⁹.

12.3.4 Nationally published recorded crime rates are calculated using resident population rather than daytime population as denominator. By not taking into account the numbers of people in the city at any one time, it is likely that the police recorded offence rate represents an overestimate of crime levels in the city¹⁹⁰.

¹⁸⁸ Shaping Norfolk's Future Strategy 2006 – 2015 (county economic strategy)

¹⁸⁹ City of Norwich Partnership - A New Vision for Norwich The Sustainable Community Strategy Draft for Consultation 2007-2020 page 29

¹⁹⁰ City of Norwich Partnership - A New Vision for Norwich The Sustainable Community Strategy Draft for Consultation 2007-2020 page 29

Section 13 Challenge 10: Making best use of migration and population change

13.1 Strategic context

13.1.1 High levels of population turnover can have profound implications in terms of service provision, community stability and cohesion, and neighbourhood change.

13.1.2 It is important to recognise that high levels of population mobility and migration in and out of an area do not necessarily have negative connotations. Turnover can reflect the dynamic nature of a city's economy, for example high levels of in migration into Norwich may be in response to the city's role as a regional economic centre. It may also reflect the role of the city as an entry point for students or young professionals due to the large private rented sector. However, there are also a number of negative consequences with high population turnover, particularly in deprived areas¹⁹¹:

- large number of temporarily vacant dwellings leading to increased vandalism or theft and visually stigmatising an area
- disruption of social networks or ties with the community, which previously provided support with child care or help when ill
- reinforcing social isolation of vulnerable groups
- loss of informal social control and connection with neighbourhoods leading to rising crime and anti-social behaviour in these neighbourhoods¹⁹².

13.1.3 Furthermore, migration flows can reduce the impact of regeneration initiatives aimed at improving outcomes for areas as individuals are likely to move out of deprived areas when they become more affluent– 'those who get on, get out' so that "gains for individuals produced by regeneration initiatives may 'leak out' of their target areas"¹⁹³.

13.2 What is the evidence across Norwich?

Just under 56,000 people migrated into Norwich District between 2001 and 2006¹⁹⁴

13.2.1 Over 80% of this in migration was internal – people moving in from elsewhere in the UK. However, more than 10,500 people migrated into the city from overseas¹⁹⁵. This is the 3rd largest in-migration population of all Districts in the East of England¹⁹⁶.

¹⁹¹ Nick Bailey and Mark Livingston (2007) Population turnover and area deprivation JRF page 5

¹⁹² Nick Bailey and Mark Livingston (2007) Population turnover and area deprivation JRF page 5

¹⁹³ Nick Bailey and Mark Livingston (2007) Population turnover and area deprivation JRF page 10

¹⁹⁴ ONS Local Authority Migration Estimates 2001-2006

¹⁹⁵ ONS Local Authority Migration Estimates 2001-2006

¹⁹⁶ ONS Local Authority Migration Estimates 2001-2006

13.2.2 Given that the UEA and the Norwich School of Art and Design have a combined student population of around 16,000, the high levels of in-migration are to be expected. This effect can be seen elsewhere. For example, the two Districts with a larger number of in-migrants in the East of England between 2001-2006 were Colchester and Cambridge; both of these have significant student populations.

13.2.3 High numbers of in-migrants are also likely to reflect the role of the city as a regional centre and largest settlement for some distance.

While 50,000 people moved out of the area over the same period¹⁹⁷

13.2.4 Levels of out-migration away from Norwich were also high (only Luton and Cambridge had more people moving out of the area between 2001 and 2006¹⁹⁸). This indicates a high level of population churn in the city.

Norwich has experienced population growth of 5% as a result of net migration between 2001 and 2006

13.2.5 The numbers of people moving into Norwich have exceeded the numbers moving out of the city by 5,900 people between 2001 and 2006.

This growth has been largely driven by net international migration

13.2.6 Between 2001 and 2006 10,600 people moved in to Norwich from overseas while 4,500 people moved overseas from the city (an additional overseas population of 6,100 over the period¹⁹⁹).

13.2.7 By contrast, the population moving out of Norwich to elsewhere in the UK has slightly exceeded the population moving into the city from elsewhere in the UK with 45,300 moving into the city between 2001 and 2006 and 45,500 moving out²⁰⁰.

Norwich had the 13th highest net international migration rate between 2001 and 2006 outside of London

13.2.8 There were an additional 6,100 international migrants between 2001 and 2006 across Norwich, roughly equivalent to 5% of the city's baseline 2001 population²⁰¹. In other words, net international migration has led to a 5% population growth across the city (among the 10% largest net international migration rates in the country and the 13th largest outside of London²⁰²).

¹⁹⁷ ONS Local Authority Migration Estimates 2001-2006

¹⁹⁸ ONS Local Authority Migration Estimates 2001-2006

¹⁹⁹ ONS Local Authority Migration Estimates 2001-2006

²⁰⁰ ONS Local Authority Migration Estimates 2001-2006

²⁰¹ ONS Local Authority Migration Estimates 2001-2006

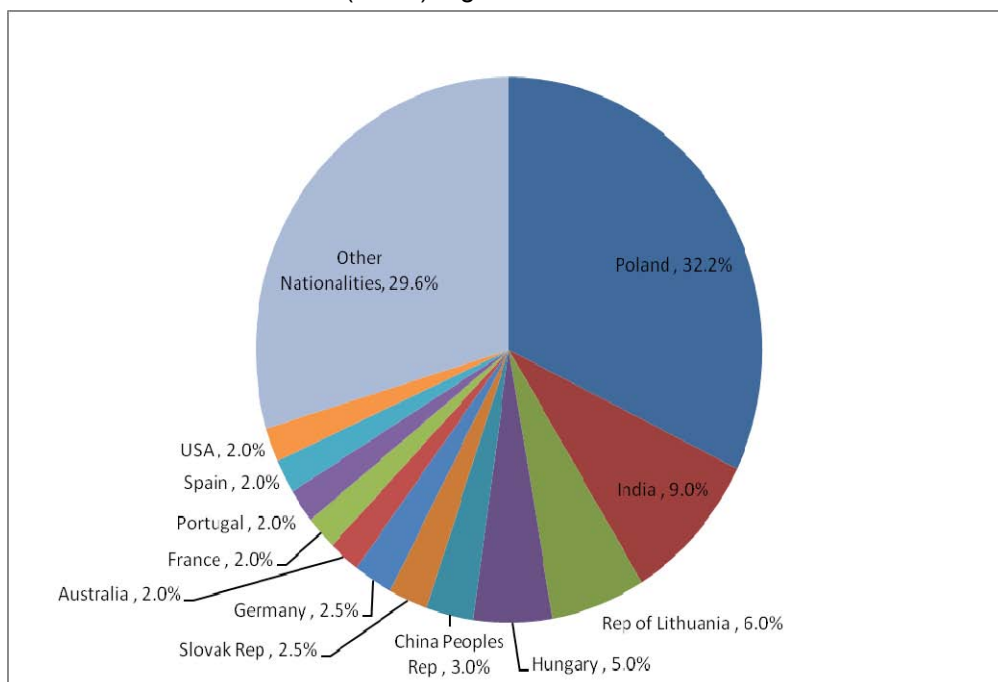
²⁰² ONS Local Authority Migration Estimates 2001-2006

13.2.9 In 2006, 2,350 people moved into Norwich from overseas²⁰³. Of these 80 were Asylum Seekers (3%), 240 were visitor switchers²⁰⁴ (10%), 10 were from the Republic of Ireland and the remainder were recorded on the International Passenger Survey²⁰⁵.

13.2.10 More recent data shows that Norwich District continues to experience high levels of international migration. In 2007 just under 2,000 people registered from overseas for National Insurance numbers (NINo) (a measure of all new workers coming to an area from abroad)²⁰⁶. This represents 2.4% of the total working age population. Norwich is ranked among the 20% of areas in the country with the highest numbers of NINo registrations from overseas workers.

13.2.11 The Figure below examines the breakdown of the city's migrant worker population:

National Insurance Number (NINo) registrations for non-nationals



Source: DWP 2006/7

13.2.12 The largest component of NINo registrations are from Poland, with Polish workers accounting for just under a third of all newly registered workers in the city. The other main nationalities of Norwich migrant workers include Indians, Lithuanians and Hungarians. Norwich has the fifth largest number of registrations from Hungary outside of London (100) and the largest in the East of England.

13.2.13 The large migrant worker population is leading to an increasingly international profile to Norwich's population with 16% of all births in 2006 to a mother born outside the UK²⁰⁷.

²⁰³ ONS Local Authority Migration Estimates 2001-2006

²⁰⁴ Visitor Switchers: People who enter (or leave) the UK as short-term visitors, but subsequently extend their stay to 12 months or longer and so become International migrants.

²⁰⁵ International migration (International Passenger Survey) only includes civilian migration and does not include migration flows from/to the Republic of Ireland

²⁰⁶ DWP National Insurance Number (NINo) registrations to overseas workers, 2006/07

²⁰⁷ ONS 2006

13.2.14 The following key indicator has been mapped for this project (maps are available on the accompanying CD):

- People migrating in or out of the area in the last 12 months (Census 2001)

13.3 What are the implications for future programmes?

Labour Market Competition

13.3.1 As explored in Section 7, people with low skills across Norwich are increasingly being squeezed out of the Labour Market. Rising levels of in-migration are likely to increase competition for employment in the city, with in-migrants typically more skilled than the local population²⁰⁸.

Community cohesion

13.3.2 The growing diversity of the city is likely to present a number of key social cohesion and inclusion challenges. The Commission for Integration and Cohesion has highlighted the importance of English learning in improving social cohesion - recent migrants lacking English language skills can potentially find interaction and integration with local communities more difficult.

13.3.3 However, there is some evidence to suggest that community cohesion is strong across the city with a best value survey in 2003/04 showing that over 81% of residents thinking that race relations have improved in the last year and over 83% thinking community activities have improved²⁰⁹.

13.3.4 However, it is difficult to identify rigorously which local neighbourhoods or groups are most cohesive, in other words to define and identify “community strength”.

Service delivery

13.3.5 Service delivery to emerging migrant communities in the city is likely to present a challenge both in terms of adapting to larger numbers of people moving into the area and in terms of providing for new services to deal with the specific needs of new-comers (language classes, housing administration costs etc). Also, Norwich’s ethnic minority communities are relatively dispersed throughout the city, and service delivery will need to reflect this.

13.3.6 Although there are concerns about pressure of services (specifically on health services which are highlighted in discussions about net in-migration), the evidence is mixed. Research from the LSE suggests that many migrants use relatively fewer public services, in contrast to recent media reports. In general they are less likely to have young children so are likely to

²⁰⁸ Research from the Joseph Rowntree Foundation identifies high levels of education as an enabling factor encouraging higher levels of migration Nick Bailey and Mark Livingston (2007) Population turnover and area deprivation JRF page 4

²⁰⁹ ODPM, Best Value General Survey 2003/04

use social or education services less, and are less likely to register with doctors²¹⁰. Also incoming migrants tend to form larger household units and live in more overcrowded conditions, so exert less pressure on the housing market than internal migrants²¹¹.

Language barriers

- 13.3.7 Language barriers experienced by new arrivals into Norwich may present additional challenges for the city in terms of integration of newcomers, and ensuring they are able to access services and understand their rights.
- 13.3.8 Poor levels of English among newly arrived communities may also result in increased costs for the Local Authority in terms of translation services²¹². Estimates from the Skills for Life Survey 2002 suggest that the city contains just under 1,500 people for whom English is a secondary language²¹³. However, more recent evidence is needed to see the extent to which the numbers with English as an Additional Language are growing across the city.
- 13.3.9 More local evidence is also needed on the wider impacts of migrant workers in the city, or their needs. For example: how long do they stay in the city (on average)? Are their skills being under-utilised? What evidence is there of inequalities issues, for example evidence of low income, out-of-work or poor health benefits take-up? Are particular neighbourhoods changing markedly? Further research would be useful here.
- 13.3.10 Relevant to this area, the new single performance framework²¹⁴ identifies 'Migrants English language skills and knowledge' as a potential priority LAA indicator.

²¹⁰ Although recent data from the ONS does highlight that between 1996 and 2006 the proportion of births to foreign-born mothers increased by 77%²¹⁰. In 2006, 16% of all births in Norwich were to a foreign-born mother²¹⁰.

²¹¹ LSE (July 2007) *The Impact of Recent Immigration on the London Economy* Page 9

²¹² LSE (July 2007) *The Impact of Recent Immigration on the London Economy* Page 68

²¹³ DfES Skills for Life Survey 2002, based modelled estimates derived from pupils with English as an Additional Language (EAL)

²¹⁴ Communities & Local Government (2007). *The New Performance Framework for Local Authorities and Local Authority Partnerships: Single Set of National Indicators*. Available from www.communities.gov.uk/publications/localgovernment/nationalindicator

Appendix A The Index of Multiple Deprivation 2007 in Norwich

A.1 Summary

- Norwich is a highly deprived local authority: in terms of average IMD score it ranks 62nd of 354 LAs in England and 2nd of 49 LAs in the East.
- The situation remains fairly similar to 2004, when it ranked 61st and 1st respectively. Moreover, the same areas that were experiencing the highest deprivation in 2004 are the most deprived in 2007.
- Norwich is especially deprived in terms of Education: ranking 25th of 354 LAs in the country.
- Income and Employment deprivation are also high and in 2007 there are almost 3000 more people experiencing income deprivation than in 2004.
- Norwich is relatively more Health deprived than in 2004: in 2007 there are 21 LSOAs ranking among the 20% most deprived in England whilst there were only 8 in 2004.
- On the other hand, it is relatively less Crime deprived: the number of LSOAs among the 20% most deprived in England has gone from 35 to 24.
- Deprivation in Norwich is wide spread, with nearly 56% of LSOAs ranking among the 30% most deprived in England.
- The level of multiple deprivation is also high. Deprived areas in Norwich are likely to experience Income, Employment, Health, Education and Crime deprivation at the same time.

A.2 Background

A.2.1 The Index of Multiple Deprivation 2007 (IMD 2007) is the Government's official measure of multiple deprivation at small area level. The IMD 2007 updates the IMD 2004 using more recent data.

The IMD is composed of seven different domains

A.2.2 The concept of multiple deprivation underlying the IMD 2007 is that separate types of deprivation exist and are measurable. The IMD 2007 consists of seven types or "domains" of deprivation, namely:

- Employment deprivation
- Income deprivation
- Health deprivation and disability
- Education, skills and training deprivation
- Crime
- Living environment deprivation
- Barriers to housing and services

- A.2.3 There are also two supplementary indices (Income Deprivation Affecting Children and Income Deprivation Affecting Older People).
- A.2.4 Within each domain, several indicators are combined to create a domain-level score and a rank. The former indicates the levels of deprivation in an area; the latter relates the levels of deprivation to other areas across England (or across a region).
- A.2.5 The scores of each domain are also combined to produce the overall Index of Multiple Deprivation 2007. The IMD 2007 and the individual domains are released at Lower Layer Super Output Area (SOA) level²¹⁵.

The full Indices of Deprivation (ID) 2007 contains several measures of deprivation

- A.2.6 The ID 2007 consists of the main IMD 2007 as well as separate scores for the seven domains of deprivation. It also includes the two additional indices of income deprivation in children and older people, as well as six District and county level summary scores. Taken together the Indices are referred to as the Indices of Deprivation 2007²¹⁶.

The methodology has remained substantially the same however there are some changes

- A.2.7 The methodology has essentially remained unchanged and most indicators are equivalent to their ID 2004 counterparts. It is therefore possible to compare ranks between the 2004 and 2007 indices²¹⁷.
- A.2.8 Although most change is likely to reflect real relative differences between the two time periods, some change will be occasioned by the substitution of some indicators. This is especially the case for the Income Deprivation Domain, where new indicators have been included to account for the reforms in the social security system.
- A.2.9 Moreover, some of the change will be due to recalibration of the population estimates (the denominators of the indices) carried out by the ONS.

A.3 Deprivation in Norwich is still high

Norwich is still highly deprived in comparison to other LAs in England and in the East

- A.3.1 According to the Local Authority Summaries of the ID 2007²¹⁸, reported in the table below, Norwich is still a highly deprived local authority, ranking 62nd out of 354 LAs in England, in terms of Average IMD score.

²¹⁵ For more detail on the geographies in this report see Appendix B.

²¹⁶ For a full description of the ID 2007 including the domain indicators and the summary measures see the Methodology section and the Appendix A.

²¹⁷ However, as in 2004, it is not possible to compare the scores.

²¹⁸ Six Local Authority level summaries of the IMD 2007 have been produced. They are described in detail in the Appendix 1.

A.3.2 In 2004, the situation of Norwich relative to other LAs in England was similar, as the rankings of the LA summaries have not shifted significantly since 2004.

Deprivation in Norwich: Local Authority Summaries, 2007 and 2004

	National Rank (where 1 is most deprived and 354 least deprived)		Regional Rank (where 1 is most deprived and 48 is least deprived)	
	2007	2004	2007	2004
Average Score	62	61	2	1
Average Rank	59	55	2	1
Extent	49	50	1	1
Local Concentration	96	90	5	2

Source: OCSI (2008) from IMD 2007 and IMD 2004

A.3.3 Within the region, Norwich is the second most deprived local authority after Great Yarmouth, both in terms of Average IMD Score and the Average IMD rank.

A.3.4 Relative to the region Norwich is currently less deprived than in 2004, when Norwich ranked first on both indicators.

The number of people experiencing Income deprivation has increased since 2004

A.3.5 The *Income Scale* (and its sub indices IDACI and IDAOP) and the *Employment Scale* indicators reported below, give an absolute measure of deprivation as they provide the number of people experiencing income and employment deprivation respectively.

Income and Employment Scale in 2007 and 2004

	Number of people experiencing deprivation	
	2007	2004
Income Scale	24,239	21,460
Income Deprivation Affecting Children (IDACI)	6,501	6,413
Income Deprivation Affecting Old People (IDAOP)	5,257	4,720
Employment Scale (score)	9,539	9,339

Source: OCSI (2008) from IMD 2007 and IMD 2004

A.3.6 In 2007 there are more people experiencing income deprivation than in 2004.

A.3.7 The number of people in income deprivation is 24,239 in 2007 and was 21,460 in 2004. Young children experiencing income deprivation have gone from 6,413 in 2004 to 6,501 in 2007. Similarly the number of old people experiencing income deprivation has grown from 4,720 to 5,257.

A.3.8 The number of people experiencing employment deprivation has increased marginally. There are 9,539 people experiencing deprivation in 2007 as compared to 9,339 in 2004.

A.4 The geographical distribution of deprivation has not changed

The same LSOAs rank among the 20% most deprived in the country in 2007 and 2004

- A.4.1 Of the 79 LSOAs within Norwich, 42 are relatively less deprived in 2007 than they were in 2004 and 32 LSOAs are now relatively more deprived.
- A.4.2 However, the overall area distribution of deprivation has remained nearly unchanged since 2004.
- A.4.3 In fact, although the number of LSOAs ranking among the 10% most deprived in the country has decreased from 11 to 7, almost all the LSOAs that ranked among the 20% most deprived in England in 2004, still rank in that group.
- A.4.4 In 2007, 28 LSOAs in Norwich were among the 20% most deprived in England, all of which were already part of this group in 2004. Only one LSOA, Thorpe Hamlet (E01026851) was among the 20% most deprived in 2004- in 2007 it ranks among the 20 to 30% most deprived LSOAs in England.

Almost all the 10 most deprived LSOAs were already so in 2004

- A.4.5 The national and regional ranking of the 10 most deprived LSOAs in 2007 is provided in the table below.
- A.4.6 With the exception of Wensum (E01026869) and Bowthorpe (E01026793), all the LSOAs below ranked among the 10 most deprived also in 2004.
- A.4.7 Wensum (E01026869) was the 15th most deprived LSOA in Norwich in 2004, whereas Bowthorpe (E01026793) was the 11th.

National and Regional IMD ranks of the 10 most deprived LSOAs in Norwich

LSOA	IMD SCORE	IMD SCORE	IMD 2007	IMD 2004
	NATIONAL	NATIONAL	REGIONAL	REGIONAL
	RANK 2007	RANK 2004	RANKS	RANKS
Mancroft E01026827	1456	3200	25	71
Mile Cross E01026833	1487	1656	26	21
Thorpe Hamlet E01026848	1546	1745	27	24
Crome E01026808	2548	3138	56	67
Catton Grove E01026800	2809	2966	65	60
Wensum E01026867	2885	2729	72	54
Bowthorpe E01026793	3227	3231	82	73
Wensum E01026865	3268	3139	84	68
Mancroft E01026826	3308	3096	86	66
Wensum E01026869	3315	3823	87	95

Source: OCSI (2008) from IMD 2007 and IMD 2004.

However, in comparison to the region, some LSOAs in Norwich are relatively less deprived

- A.4.8 As compared to other areas in the region Norwich is relatively less deprived than in 2004. Whilst in 2007 the proportion of LSOAs in the most deprived 10% has remained the same as in 2004 (38 LSOAs), in 2007 5 less LSOAs are among the 10-20% most deprived of the region.

A.5 Deprivation in Norwich is spatially spread

The Extent and Local Concentration scores suggest that in Norwich deprivation is spread across several LSOAs.

- A.5.1 The Extent and Local Concentration Scores are two summary indicators of deprivation at LA level.
- A.5.2 The Extent score provides a measure of the proportion of people in Norwich that live in the 10% most deprived areas in the country and Norwich ranks as very deprived on this measure (49th out of 354).
- A.5.3 The Local Concentration score gives an indication of the average level of deprivation across the 10% most deprived areas in the District. Norwich ranks as relatively less deprived on this indicator (96th out of 354).
- A.5.4 These two findings must be combined together to understand the distribution of deprivation in Norwich: whilst we know, from the Extent score, that a large number of people live in areas that are highly deprived as compared to England, the Local Concentration score tells us that the most deprived areas in Norwich do not have an especially high level of deprivation.

A.5.5 Taken together these measures indicate that in Norwich, the level of deprivation is highly spread.

55% of Norwich LSOAs are among the 30% most deprived of the country

A.5.6 The above intuition is confirmed by LSOA level analysis which indicates that 44 of the 79 LSOAs in Norwich (over 55% of the total), rank among the 30% most deprived in England.

A.5.7 A similar picture emerges in comparison to the region: 47 of the 79 LSOAs in Norwich (nearly 60% of the total) are among the 20% most deprived in the region.

A.6 Norwich is highly deprived across most domains

A.6.1 As highlighted above, separate types of deprivation exist and contribute to the overall deprivation level. The table below shows the average rank of Norwich, both in respect to England and the East, for the 7 domains of the IMD 2007.

A.6.2 Compared to England as a whole and to the East of England, Norwich scores poorly in most domains with the exception of Barriers to Housing.

- At the national level, Norwich is highly deprived in terms of Education, ranking on the top 10% of all LAs in England (25th out of 354).
- Income and Crime deprivation are also fairly high, with Norwich ranking respectively 57th and 59th out of 354 LAs in England
- At the regional level, Norwich is the most deprived local authority in terms of Health, whilst it scores 2nd on Living Environment and Education.

Norwich ranks of ID domains 2007

Domain	National Rank 2007 (where 1 is most deprived and 354 least deprived)	Regional Rank 2007 (where 1 is most deprived and 48 is least deprived)
Income	57	3
Employment	83	4
Education	25	2
Health	85	1
Crime	59	4
Living Environment	66	2
Barriers to Housing	178	29

Source: OCSI analysis of Indices of Deprivation 2007.

A.7 Education deprivation is still high and Health deprivation is increasing

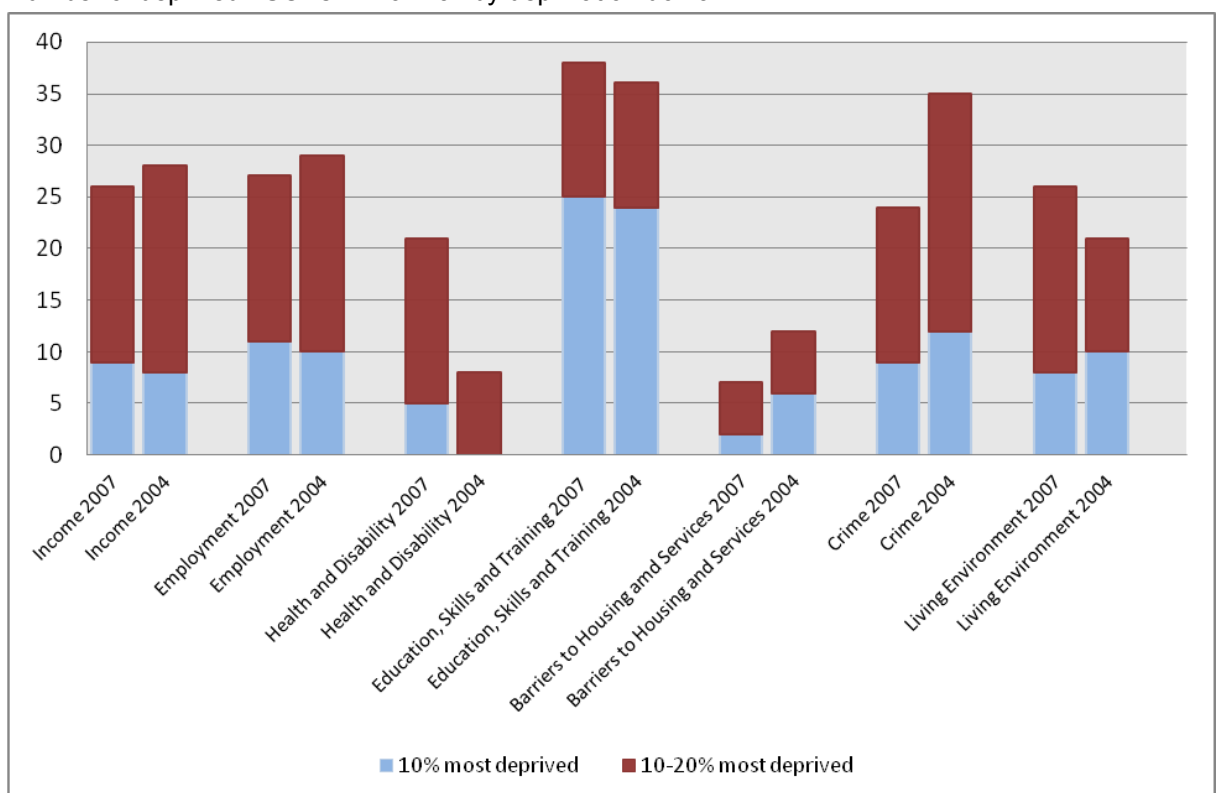
A.7.1 To compare how the domains of deprivation have changed over time, the graph below shows the number of LSOA ranking among the 20% most deprived in England for each domain, both for 2004 and for 2007.

A.7.2 Overall the following situation emerges

- In both 2007 and 2004, Education, Income and Employment deprivation are high
- Norwich is relatively more Education deprived than in 2004. In 2007, there are more LSOAs ranking among the 10% and the 10-20% most deprived areas in the country
- Norwich is relatively less deprived in terms of Crime. In fact, in 2004 35 LSOAs in Norwich (44%) ranked among the most deprived in the country and in 2007 9 less LSOAs rank among the most deprived in the England
- Norwich is relatively less deprived than in 2004 on the Barriers to Housing domain.

A.7.3 The most important thing to notice is the significant relative increase in Health deprivation. In 2004, no LSOA in Norwich ranked among the 10% most deprived in the country. However, in 2007, 5 LSOAs ranked among the 10% most deprived in England and 16 among the 10-20% most deprived.

Number of deprived LSOAs in Norwich by deprivation domain



Source: OCSI analysis of Indices of Deprivation 2007

A.8 There are high levels of multiple deprivation

A.8.1 The levels of multiple deprivation in Norwich are high: Income, Employment, Health, Education and Crime deprivation are highly correlated with each other. This means that if an area experiences one type of deprivation, it is likely to experience the others.

A.8.2 The table below reports the most deprived LSOAs in Norwich and, for each domain, it indicates whether the LSOA is among the 20% most deprived in England.

Multiple deprivation in the 10 most deprived LSOAs in Norwich

Deprivation Domain	Income	Employment	Health And Disability	Education Skills And Training	Crime	Barriers To Housing And Services	Living Environment
Mancroft E01026827	√	√	√	√	√		√
Mile Cross E01026833	√	√	√	√	√		
Thorpe Hamlet E01026848	√	√	√	√	√		√
Crome E01026808	√	√	√	√	√		
Catton Grove E01026800	√	√	√	√	√		
Wensum E01026867	√	√			√		
Bowthorpe E01026793	√	√	√	√			
Wensum E01026865	√	√	√	√	√		
Mancroft E01026826	√	√	√		√		√
Wensum E01026869	√	√	√	√			

Source: OCSI analysis of Indices of Deprivation 2007.

A.8.3 The table confirms that highly deprived areas are likely to be highly deprived on several different domains of deprivation.

A.8.4 In line with the above results of the analysis of deprivation domains, none of the 10 most deprived areas in Norwich experiences deprivation in the Barriers to housing domain and only three experience environment deprivation.

Appendix B Mapped datasets

B.1 Mapped datasets

B.1.1 The following key indicators have been mapped for this project:

- Index of Multiple Deprivation (IMD) 2007
- Index of Multiple Deprivation (IMD) 2004
- ID 2007 Income Deprivation Affecting Children Index
- ID 2007 Children / Young people, (Education) Subdomain Score
- People with no qualifications aged 25-54
- Incapacity Benefit Claimants
- Jobseekers Allowance Claimants
- Households earning below £10,000 a year
- Incapacity Benefit - Mental Health Claimants
- Indices of Deprivation Mental Health Indicator
- ID 2007 Health Deprivation and Disability, Domain Score
- ID 2007 Crime, Domain Score
- People migrating in or out of the area in the last 12 months

B.1.2 These maps have been provided in a separate document and on CD.

B.2 Reading the maps in this report

Areas and boundaries

B.2.1 The majority of maps show information by Census Super Output Areas, which are smaller than wards. Other maps show information for at Output Area

Area size and area information

B.2.2 The maps show the areas as they are geographically, so some areas are much larger than others. But this does not show how many people live there, and it does not reflect any figures. Area information such as proportion of older people, or the proportion of children living in low income households, is represented by the colour that the area is shaded on the map, but not by the size of the area.

Colour Coding

B.2.3 The maps throughout the report are colour coded, that is, each area is shaded with a different colour which represents the information being presented. The map colours range from dark

blue, for areas which have the highest or “most deprived” proportions for the information being shown, to light yellow for areas with the lowest or “least deprived” proportions²¹⁹.

In every map the areas are grouped into ‘deciles’, or 10% groups

- B.2.4 Groups are based on Norwich distribution, where the 10% decile groups are calculated across all of the areas in the District.
- B.2.5 Additionally the map title shows the information being mapped and at what geographical area the data is mapped across (Output Areas or Super Output Areas).

²¹⁹ There are certain exceptions, for example maps showing the proportions of pupils achieving five or more GCSE passes graded A*-C show the areas with the *lowest* levels of such passes shaded blue, i.e. those areas with highest levels of educational deprivation on this measure.

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