

Appendix 2

Plymouth's Child Poverty Needs Assessment 2012

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iii. EXECUTIVE SUMMARY

Tackling child poverty is a key priority for Plymouth. This needs assessment aims to establish the local picture of child poverty to enable the development of a citywide child poverty strategy by April 2013.

CHAPTER 1 - INTRODUCTION

While there is no single definition of child poverty, it is essentially a result of poverty in families. It is not simply due to lack of money in the family but the outcome of economic, environmental and social factors that can damage a child's development and limit or prevent children and young people from having many of the experiences and opportunities that others take for granted.

With such a complex definition, it will come as no surprise that it is very difficult to determine which causal factors result in specific child poverty outcomes as they all interact. This assessment seeks to make sense of how these factors interrelate and impact on children and families living across Plymouth.

Helping children overcome poverty will make a huge difference not only to their lives but to the lives of their families, communities and to society as a whole. Ending child poverty means tackling a wide range of complex issues to improve children's chances in life and empowering families to move themselves out of poverty for good.

CHAPTER 2 - WHAT DOES CHILD POVERTY LOOK LIKE IN PLYMOUTH?

Plymouth has 11,700 children living in povertyⁱ, of which 10,380 are under 18. This equates to much higher than both the regional and national average. This is an increase of 600 children from the previous 12 months.

This Chapter presents data and analysis about child poverty across Plymouth and is organised under three broad sections. The first section looks at financial support and independence, and examines economic activity in Plymouth set in the context of the national and local economy, and includes the level and distribution of worklessness and welfare dependency. It considers those in employment but who may also be living in poverty and examines some of the main barriers to employment and financial independence such as child care provision, transport and financial management. The impact of significant welfare reform is also reviewed.

The section on Family Life and Children's Life Chances reflects on a wide range of factors such as family, home environment, health and education, which contribute to improving the life chances of poorer children and young people. The final section, Communities and Neighbourhoods, reports on the key issues that link poverty and its direct effects within local communities and neighbourhoods, with a focus on the quality of housing as well as crime and community safety issues including anti-social behaviour and domestic abuse. There are also a number of groups that are nationally considered to be at higher risk or more vulnerable to child poverty. This section includes an initial analysis of each of these groups. In addition, it includes a report on how Plymouth is performing against a basket of indicators to

ⁱ Her Majesty's Revenues and Customs, NI 116, 'The proportion of children living in families in receipt of out of work benefits or tax credits where their reported income is less than 60% median income' snapshot as at 31st August 2009.

supplement the income based measure used by Her Majesty's Revenue and Customsⁱⁱ as a basis to monitor the impact of the child poverty strategy once developed.

A summary of key messages is included at the end of each section.

CHAPTER 3 - CONCLUSIONS AND IMPLICATIONS

This final chapter provides some conclusions and implications based on the range of data and intelligence presented in this assessment. These are organised using the Child Poverty Triangle developed by the Child Poverty Unit which acknowledges how the factors that cause and impact child poverty interact. A reduction in child poverty will not take place if a single focus approach is adopted – all stakeholders across Plymouth will have a role to play. It is essential however that the direction of travel has the same destination – the findings in this Chapter attempt to start this journey.

ⁱⁱ Ibid

I. INTRODUCTION

Child poverty matters because it means children suffer both now and in the future. Nearly 12,000 children and young people in Plymouth are currently living in poverty.

While a lack of money in the family remains a central part of the problem, child poverty is the outcome of economic, environmental and social factors that can damage a child's development and limit or prevent children and young people from having many of the experiences and opportunities that others take for granted. Many children living in poverty have an unequal start in life and will become part of a perpetual cycle where they are less likely to achieve their academic potential or secure a job as an adult. They are also more likely to experience a range of health inequalities throughout their lives.

Helping children overcome poverty will make a huge difference not only to their lives but to the lives of their families, communities and to society as a wholeⁱⁱⁱ. Ending child poverty means tackling a wide range of complex issues to improve children's chances in life and empowering families to move themselves out of poverty for good.

I.1 Background

In 1999, the Government made a commitment to end child poverty by 2020. The Child Poverty Act was published in 2010 to deliver on this and places a number of duties on Local Authorities and other local delivery partners to work together to tackle child poverty. These include the development of a local Child Poverty Needs Assessment and Joint Child Poverty Strategy which sets out the measures partners propose to take for the purpose of reducing and mitigating the effects of child poverty. The Act also requires local authorities to take their responsibilities to tackle child poverty into account when preparing or revising their Sustainable Community Strategy.

Child Poverty in Plymouth is being taken seriously. Tackling inequalities is a shared priority for Plymouth City Council and its partners of which child poverty is a key outcome measure for which there is collective responsibility across all partners. Plymouth City Council has also acknowledged the need to develop a child poverty action plan as one of its priority commitments laid out in its Corporate Plan.

In order to deliver on these local commitments and statutory responsibilities, a clear understanding of the extent and nature of child poverty in Plymouth is required. The purpose of this needs assessment is to establish the local picture of child poverty drawing on both quantitative and qualitative intelligence. This approach will enable the development of a citywide child poverty strategy by April 2013. This process will be overseen by a cross party child poverty working group who aim to provide greater visibility and accountability that tackling child poverty is everybody's business.

This is an opportune time to develop the local child poverty strategy for Plymouth. The upcoming Plymouth Plan, due to be endorsed in 2014, will review the city's adopted Local Development Framework core strategy and Sustainable Community Strategy while seeking to build on and where possible combine the city's existing plans. This will focus on the delivery of key priorities and provide an

ⁱⁱⁱ Department for Work and Pensions, 2011

overall framework for the city's sustainable development over the next 20+ years. A local child poverty strategy must be able to feed into this landmark plan to ultimately ensure that the need to address the economic, environmental and social factors that damage a child's life chances are entwined with delivering Plymouth's long term future.

The strategy will also be developed amongst immense change and upheaval for many of our poorest households. The Welfare Reform Act 2012 has introduced fundamental changes to the way welfare assistance is provided including changes to Tax Credits and the Local Housing Allowance. This comes at a time when the rising cost of living is already having an impact on income across the socio-economic spectrum with many people facing redundancy or finding their work hours reduced.

I.2 Evidence and Data Sources

This Needs Assessment has been developed in line with national guidance^{iv}, and covers the following areas:

- Causes and impact of child poverty – providing a summary of key findings of national research on the extent, nature and impact of child poverty
- Local Context – providing an overview of Plymouth
- Financial Support and Independence - including data on the extent of child poverty, parental worklessness, employment and skill levels, barriers to employment and financial management
- Family life & Children's life chances – including links between child poverty and educational achievement, engagement in further and higher education, youth unemployment, health and teenage pregnancy
- Housing and Neighbourhoods – including housing, crime and communities
- 'At Risk' Groups – including a particular focus on at risk and/or vulnerable groups such as low income families, lone parent families and some ethnic minority groups

I.2.1 Quantitative evidence

This assessment draws on data from the following key sources:

- HM Revenue and Customs (HMRC) data – provides an overview of child poverty using the official Department of Work and Pensions definition of poverty. Data used also allows an analysis of both 'in work' and 'out of work' tax credit claimants.
- Department for Work and Pensions (DWP) – this data allows an analysis of benefits dependency across the city. The assessment summarises those claiming job seekers allowance and incapacity benefits/ employment support allowance highlighting areas of entrenched benefit dependency. Also covered by DWP data are lone parents and youth unemployment.
- Department for Education (DfE) – most recently available education attainment data from the DfE allows the demonstration of education attainment inequalities, comparing attainment of free school meal pupils and those not eligible. The DfE data has also been used to report on Not in Education, Employment or Training (NEET) levels and attainment for children who are persistently absent from school or who have special educational needs.

^{iv} Child Poverty Needs Assessment Toolkit, Local Government Improvement and Development, 2010

- Public Health – data covering a variety of health areas has been used to demonstrate inequalities across the city with poorer health represented in areas of higher deprivation and higher dependence on benefits.

In addition to the key sources outlined above, further analysis has been done on other quantitative data covering the following areas; Housing, Deprivation and Community Safety.

Much of this analysis has been previously undertaken in strategic documents such as the Plymouth Economic Reviews one (2011) and two (2012), Children and Young People’s Plan 2011-14, Housing Plan 2012-17, Plymouth Transport Plan 2011 – 2026 and the Alcohol Needs Assessment 2012. The full list of additional data sources are highlighted in the table below;

Table 1.1

Data Source and Date	Description
Department of Work and Pensions, 2012	Households below average income.
Consumer Credit Counselling Service, 2010	Information on debt levels and its causes.
Communities and Local Government, 2010	Indices of Multiple Deprivation demonstrating deprivation levels in Plymouth.
Plymouth City Council Economic Review Issue one, October 2011 & Issue two, June 2012	Data used to describe the skills levels of the population and job market within Plymouth.
Experian Economic Resilience Index, 2010	Data on numbers of the population vulnerable to falling into poverty provided by information services company Experian.
Office for National Statistics NOMIS, 2011	Data used to provide additional information on reliance on benefits in the city.
Overview and Management Scrutiny Board, July 2012	Data outlining the potential impacts of welfare reform in the city.
Plymouth Food Bank	Data outlining the increase in demand for emergency food in the city and the reasons for need.
Plymouth City Council Housing Register	Housing register data used to highlight areas of most need for the national provision of free childcare for eligible two year’s.
Plymouth City Council Childcare Sufficiency Assessment, 2011	Provides information on the capacity of early year’s childcare provision in the city versus need.
Plymouth Citizen’s Advice Bureau, 2010/11	Local data providing breakdown of debt within the city.
Plymouth City Council, Plymouth Local Transport Plan, 2011-2026	Local data on accessibility to transport by area in the city.
Plymouth School Census, 2012	Numbers of school children eligible for free school meals.
National Drug Evidence Centre, National Drug and Treatment System, 2011	Analysis using this data used to demonstrate numbers of children whose parents were accessing drug and alcohol services.

NHS Health and Social Care Information Centre, Lifestyle statistics / Omnibus, 2012	Data reporting smoking prevalence during pregnancy.
Plymouth City Council Strategic Housing Market Needs Assessment, 2009-10	Plymouth housing data including overcrowding, temporary accommodation and housing conditions.
Plymouth Health Visitor Survey, 2010	Data from the survey used to demonstrate some of the key issues facing families with multiple problems.
Plymouth Parent Partnership, Parent Survey, 2010	Survey data used to demonstrate the needs and issues raised by parents.
Devon and Cornwall Police, Crime and Anti-Social Behaviour data, 2011-12	Data used to highlight prevalence of crime, anti-social behaviour and domestic abuse in areas of higher deprivation.

Data may be presented based using the following geographical terms:

- **Neighbourhoods** - Plymouth is made up of six geographical localities within which there are 39 individual neighbourhoods. This map illustrates the localities and neighbourhoods referred to in the analysis within the needs assessment.
- **Local Super Output Areas** - Within each neighbourhood are smaller geographical areas known as Local Super Output Areas (LSOA), again referred to in the analysis. LSOAs are a sub-ward geography averaging approximately 1,500 people.

1.2.2 Qualitative evidence

Qualitative research was undertaken with key stakeholders and practitioners across the city. This evidence has been used to highlight the causes and consequences of child poverty that statistics often do not reveal. Much of the evidence presented relates to barriers to work, living a healthy lifestyle, increasing aspiration, ending social isolation and factors that are limiting families being able to maximise their incomes.

1.2.3 Data limitations

The most prominent issue faced with some of the datasets is the timeliness of the data presented, the best example being the current national measure for child poverty. This measure allows us to measure child poverty locally and benchmark ourselves against other local authorities; however the most recent data available is for August 2009.

In all cases most recent data has been used, and in most cases data from the past 12 months has been used. In some areas there has been a gap in the data available, or the data has not been obtainable. Going forward there may be benefits in making further attempts to use currently missing data to further enhance our knowledge of poverty and its impacts. At this stage there are some key local data gaps in the areas of transport, skills, mental health, smoking and key stage three education attainments. In addition, there remains a lack of up to date intelligence regarding the make-up of Plymouth's families – for example the types of family, size of family and family circumstances. This will be resolved with the full release of the most recent census data over the coming 12 months.

1.3 Defining Child Poverty

There is no one single definition of poverty and the way that it is defined can depend on the type of poverty being studied. With any study of what child poverty is however, a distinction needs to be made between absolute and relative poverty.

- **Absolute poverty** refers to a set standard which is the same in all countries and which does not change over time. Absolute poverty relates to basic subsistence needs such as food, water and shelter.
- **Relative poverty** relates to a standard which is defined in terms of the society in which an individual lives and which therefore differs between countries and over time. Peter Townsend pioneered a relative deprivation approach to poverty that covered a wide range of aspects of living standards, both material and social.

Individuals, families and groups in the population can be said to be in poverty when they lack the resources to obtain the types of diet, participate in the activities, and have the living conditions and amenities which are customary, or at least widely encouraged or approved, in the societies to which they belong. Their resources are so seriously below those commanded by the average individual or family that they are, in effect, excluded from ordinary patterns, customs and activities.

(Poverty in the United Kingdom, Peter Townsend, 1979)

Townsend's definition highlights that poverty is about a lack of resources. Poor people lack capital (both income and wealth), but they can also be resource-poor in other ways: they may lack human capital (such as education or good health), or social capital (such as positive and trustful communities). Yet it is money that, to a large extent, determines whether people are able to compensate for other shortfalls in their lives. That is why a lack of adequate financial resources is the decisive characteristic of poverty.

1.3.1 A local definition of child poverty

A city wide consultation was undertaken in June 2012 to seek people's views on what they understand to be child poverty with a view to agreeing a local definition for use within the child poverty strategy.

The following definition was most preferred and originally developed for use within the Plymouth Children and Young People's Plan 2011-14.

'Child Poverty is essentially a result of poverty in families. It is not simply due to a lack of money in the family. It is the outcome of economic, environmental and social factors and can damage a child's development and limit or prevent children and young people from having many of the experiences and opportunities that others take for granted.'

Plymouth Children and Young People's Plan 2011-14

I.4 Measuring child poverty

There are four dimensions of poverty captured under the Child Poverty Act. They are:

- Relative low income poverty (below 60 per cent median household income)
- Absolute low income poverty (below 60 per cent of median household income at 2010/11 level)
- Persistent low income poverty (below 60 per cent of median household income for three years or longer)
- Material deprivation combined with relative low income (below 70 per cent median household income and suffering from inability to afford essential spending needs)

The most well-known measure **relative low income poverty**, seen below, is used within this needs assessment.

'The proportion of children living in families in receipt of out of work (means-tested) benefits or in receipt of tax credits where their reported income is less than 60 per cent of median income.'

Her Majesty's Revenue and Customs, 2009 (formerly National Indicator 116)

Focusing on relative poverty income recognises a central principle that all children and families should be equipped with the material resources required to participate fully in society so that they are able to access the full range of opportunities that society presents^v.

Evidence shows that at below 60 per cent of the median income, material deprivation becomes a significant problem with families struggling to meet basic needs like food, heating, transport, clothing and the extra costs of schooling like equipment and trips.^{vi} Drawing the line at 60% is accepted across academia and across developed countries. The links between material deprivation and living below 60% median income are strong and the correlation between poor outcome and children living on relatively low income is too strong to ignore.^{vii}

Using the low income relative poverty measure the most recent figures show that child poverty fell nationally by 2% in 2010/11, continuing a downward trend since 1998. This meant that in 2010/11, using a measure of families earning less than £214 per week, 2.3 million (18%) children in the UK were living in poverty^{viii}. In Plymouth this equates to 11,700, of which 10,380 are aged under-16.

This downward trend however is not expected to continue. Under current government policies however, child poverty is projected to rise from 2012/13 with an expected 300,000 more children living in poverty by 2015/16. This upward trend is expected to continue with 4.2 million children projected to be living in poverty by 2020^{ix}.

Considering the broad definition of child poverty illustrated under section 1.3, there is an inherent problem with a child poverty measure based solely on income as it does not take into account other factors such as household debt, life chances and family circumstances. As such, this needs assessment will consider income measures alongside a range of supplementary indicators to ensure that the fuller profile of child poverty in Plymouth is presented.

^v The importance of income in measuring and tackling child poverty, Save the Children, June 2012

^{vi} Child Poverty Map of the UK, March 2011, Campaign to End Child Poverty

^{vii} The importance of income in measuring and tackling child poverty, Save the Children, June 2012

^{viii} <http://www.bbc.co.uk/news/uk-18436795> June 2012

^{ix} Child Poverty Action Group, 2012

I.5 Overview of the Causes and Impact of Child Poverty

Poverty can be such a destructive force because of its long-term grip on families and communities, holding them back generation after generation. The disadvantages and barriers that parents experience are the source of this long-term impact. These barriers have a detrimental effect on children's progression and well-being, which can impact right through into their adulthood, in turn affecting the subsequent generation. The way that disadvantage perpetuates is shaped by the experiences, attainment and outcomes of children growing up in socio-economic disadvantage and by the way that negative parental activities experienced through childhood may repeat in adulthood^x

It is estimated that child poverty costs the UK at least £25 billion each year. Reduced educational opportunities which generate lower skills and productivity and lower taxes are estimated to account for £17 billion, while higher service costs make up the remainder^{xi}.

This section seeks to provide more detail about the causes and impact of child poverty as the introduction to Chapter 2 where the local profile of child poverty is presented and analysed under the following headings:

- Financial support and independence
- Family life and children's life chances
- Communities and neighbourhoods

These headings seek to combine two key frameworks that set out an overarching approach for the development of local strategies to address child poverty. These include the 'Building Blocks Framework'^{xii} developed by the Child Poverty Unit, alongside the framework outlined within the National Child Poverty Strategy: 'A New Approach to Child Poverty: Tackling the Causes of Disadvantage and Transforming Families' Lives'^{xiii}.

^x Allen, G (2011) 'Early Intervention: the next steps' An Independent Report to Her Majesty's Government. <http://www.dwp.gov.uk/docs/early-intervention-next-steps.pdf>

^{xi} Child Poverty Action Group 2012

^{xii} Child Poverty Needs Assessment Toolkit, Local Government Improvement and Development, 2010

^{xiii} HM Government (2011) A new approach to child poverty: Tackling the causes of disadvantage and transforming families' lives

1.5.1 Financial Support & Independence

Employment & Skills

<p>Employment is widely considered to be one of the key drivers of poverty. As well as being a major source of income, work generally improves people’s well-being and mental and physical health, with positive implications for their children. Conversely, being out of work, especially for long periods of time, can have a devastating impact upon people’s confidence, relationships, health and well-being^{xiv}.</p> <p>Despite the focus on raising employment levels in the UK, more than half of children living in poverty are from families where at least one parent is working. Fifty-five per cent of all children living in relative poverty (1.5 million children) in the UK live in a family where at least one adult is in some form of paid employment and this proportion has been increasing in recent years^{xv}.</p>	<p>The quality of employment rather than employment in itself is a key factor. Individuals can suffer recurrent poverty as they become caught in a low pay/no pay cycle caused by insecure low paid work. Jobs that are not of high quality in terms of pay, conditions, flexibility and sustainability will not break the poverty cycle and can be detrimental to health and well-being in the long-term.</p> <p>The risks of poverty, material deprivation and wider disadvantage are much higher in families where no one works. For a child in a workless household, the risk of being in relative poverty (59 per cent) is far higher than the risk for children in families where all adults work (eight per cent)^{xvi}.</p> <p>Most children will remain in the same quarter of the income distribution as their parents, so a childhood spent in poverty increases the likelihood of being poor in later life.</p>
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Effects of Worklessness on Children

<p>There are a number of potential effects on children when income poverty is due to worklessness:</p> <ul style="list-style-type: none"> • Low aspirations for their own futures in the absence of any vocational reinforcement • Lack of reinforcement of work ethic or normalisation of work 	<ul style="list-style-type: none"> • Lack of input/context building in formulating ideas on the world of work from parent • Constraints on social networks to support vocational and personal development • Temptation to supplement personal/ household income through illegitimate means^{xvii}
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^{xiv} Waddell, G and Burton, K (2006) ‘Is Work Good for your Health and Well-Being?’ The Stationery Office; Black, C (2008) ‘Working for a healthier tomorrow: Dame Carol Black’s Review of the health of Britain’s working age population’

^{xv} Households Below Average Income 2008/09

^{xvi} Ibid

^{xvii} <http://democracy.leeds.gov.uk/documents/s52219/Scrutiny%20Inquiry%20-%20Combating%20Child%20Poverty%20and%20Raising%20Aspirations%20Background%20Report.pdf>

Barriers to Employment	
<p>There are a number of barriers facing those who are in poverty due to worklessness or low income employment as follows:</p> <ul style="list-style-type: none"> • Affordable transport and availability of transport links^{xxviii} • Mismatched skills/experience and employer requirements including poor functional skills 	<ul style="list-style-type: none"> • Affordable, available and accessible childcare^{xix} • Low self-esteem impacting confidence to seek employment • Caring responsibilities • Capacity to adapt from unstructured or chaotic lifestyles to work regimes • Fear of financial transition from benefits to work • Changes to in work benefit thresholds/eligibilities
Financial Support	
<p>It is recognised that for a significant number of people, employment is unlikely to provide them with an adequate household income. For the poorest 20% of households in the UK, benefits and tax credits constitute 58% of their gross income^{xx}. It is widely claimed, though it remains contentious, that boosting family incomes can have an immediate impact on improving living standards and has a long term impact on outcomes^{xxi}.</p> <p>Targeting extra financial resource at low income families can have a direct impact on a range of important social policy areas, and where it supports households into work, the financial benefit to the household is greater than the direct financial transfer.</p>	<p>Recent successes in driving down child poverty show that supporting parental employment (with a particular focus on groups with specific barriers to employment e.g. lone parents) and subsidising low paid employment are effective in reducing poverty^{xxii}.</p> <p>The introduction of radical welfare reforms will see targeted welfare expenditure with cuts totalling £18 billion from 2011-14^{xxiii}. The Institute for Fiscal Studies say that “the largest average losses...from the modeled tax and benefit reforms to be introduced in 2012-13 are among those in the bottom half of the income distribution.</p> <p>It is expected that the lowest-income fifth of households will lose about 1.5% of their net income from these reforms, on average.”^{xxiv} The average household will be £200 a year worse off in 2012/13 as a result of tax rises and benefit cuts.^{xxv}</p>

^{xxviii} An estimated four fifths of UK households are in what could be described as ‘transport poverty’. This means more than ten percent of their expenditure goes on transport. <http://www.racfoundation.org/media-centre/transport-poverty>

^{xix} A report by Save the Children and the Daycare Trust highlights that parents on a low income are twice as likely to turn down a job opportunity or leave a job because of child care costs as better off parents^{xix}.

^{xx} Department for Work and Pensions (2010) ‘Households Below Average Income: An analysis of the income distribution ‘94/95-‘08/09’

^{xxi} The importance of income in measuring and tackling child poverty, Save the Children, June 2012

^{xxii} Ibid

^{xxiii} Child Poverty Action Group, 2012

^{xxiv} IFS report ‘Tax and benefit reforms due in 2012-13, and the outlook for household incomes – sourced at <http://www.ifs.org.uk/bns/bn126.pdf>

^{xxv} <http://www.ifs.org.uk/publications/5451>

Financial Management

It's more expensive to be poor!

Banking & Credit: People on low incomes often end up paying more for the services they need because they cannot access mainstream financial products. Over 1.1 million households do not have access to a transactional bank account. Numbers are particularly high amongst lone parent households, those living in social rented accommodation, and those in the poorest 20 per cent of households.⁷³

Food Costs: Many families living in poverty live in areas where public transportation isn't readily available or affordable, and can't afford to own a car. Many of these poor families will be forced to settle for higher-priced 'corner' stores rather than travel to the nearest large supermarket. The way in which we produce and price food has also become a problem. Processed food has become cheaper and more available. Compared to the cost of preparing home-cooked meals consisting of vegetables, soup stock, and fresh meat, it's no wonder that families on a tight income opt for convenient and often cheaper meals.

The Trussell Trust which operates food banks across the country revealed in April 2012 that it was seeing increased demand and had opened 100 new food banks in the last 12 months alone^{xxvi}. The national charity Fareshare also reported in 2011 that its donations were now reaching 35,000 people a day across the United Kingdom, a rise from 29,000 the previous year^{xxvii}.

Anecdotal evidence shows the profile of those in food poverty has changed with an increase in single parents, families on low income and families who have experienced a huge drop in income due to the loss of employment.^{xxviii}

Debt: Unmanageable personal debt can drive a cycle of poverty and distress that is very difficult for families to escape. It reduces household income available to spend, creates further pressures on parents and relationships, and in extreme cases has a significant impact on children's quality of life and life chances.

Poorer households are particularly vulnerable to over-indebtedness and those in the lowest income band are twice as likely (18 per cent) to be in structural arrears (more than three months behind on any bill or payment) than households overall (9 per cent)^{xxix}. The likelihood of being in arrears is also substantially above average for lone parent households (27 per cent), households living in rented accommodation (19 per cent) and those where one or both adults are unemployed (22 per cent)^{xxx}.

It is estimated that one in two people in debt will have a mental health problem^{xxxi}.

Energy Costs: Households are considered by the Government to be in 'fuel poverty' if they would have to spend more than 10% of their household income on fuel to keep their home in 'satisfactory' condition. By 2016, 2.6–3 million households are likely to be fuel poor^{xxxii}. Some groups are at greater risk of fuel poverty – one in five lone parents, and a similar proportion of households in the private rented sector^{xxxiii}.

Low income is a key driver of fuel poverty, whereby around 33% of the poorest fifth of households live in fuel poverty^{xxxiv}. Households using a pre-payment meter are more likely to be in fuel poverty than those using other payment methods^{xxxv}. Research has found that vulnerable households in or on the margins of poverty are forced to pay an extra £ 1.1 billion a year through energy bills above those on higher incomes^{xxxvi}.

^{xxvi} Britain on the breadline as thousands face food poverty, ITV News, April 2012

^{xxvii} 'Big rise' in charity food demand, says Fareshare, BBC News, October 2011

^{xxviii} Breakfast club boom reveals reality of child poverty, Channel 4 News, February 2012

^{xxix} Department for Business, Innovation and Skills (2010) 'Over-indebtedness in Britain: Second follow-up report'

^{xxx} Ibid

^{xxxi} Fitch, C. et al, Debt and mental health: what do we know? what should we do?, London: Royal College of Psychiatrists, 2009

I.5.2 Family Life and Children's Life Chances	
Family and Personal Relationships	
<p>There is conflicting evidence about the extent to which the negative outcomes for poor children are a result of parenting practices^{xxxvii}.</p> <p>Parents living in poverty are much more likely to be facing a range of issues other than material deprivation which may affect their parenting. These include low levels of education and few qualifications, lack of access to jobs and services, isolation, mental/physical ill health and domestic violence.</p>	<p>These factors may act interdependently of each other but are also likely to interact, so that disaggregating their impact on parenting – and on outcomes for children – is extremely challenging^{xxxviii}.</p> <p>In spite of the strong body of evidence linking poverty to poor outcomes, there is equally strong evidence to show that most parents living in poverty are remarkably resilient and possess strong coping skills in the face of the adversity in their lives^{xxxix}.</p>
Early Years Development	
<p>Successes individuals achieve during their adult life can be predicted by the level of cognitive and non-cognitive skills that children already possess on their first day at school.^{xl}</p> <p>These differences in skill levels have been noted after 22 months of life, and by the age of three, poorer children are estimated to be, on average, nine months behind children from more wealthy backgrounds^{xli}.</p>	<p>There is lower participation in pre-school education amongst lower-income families. Even with free entitlement for all 3 and 4 year olds, and some free entitlement for 2 year olds in the most disadvantaged areas^{xlii}.</p>

^{xxxii} Hills, J. Getting the measure of fuel poverty, 2012, Dept. of Energy and Climate Change

^{xxxiii} <http://www.barnardos.org.uk/pricedoutreport.pdf>

^{xxxiv} Marmot Review team (2011) 'The health impacts of cold homes and fuel poverty'

^{xxxv} Department for Energy and Climate Change (2011) Annual Report on Fuel Poverty Statistics. DECC, London. www.decc.gov.uk/assets/decc/Statistics/fuelpoverty/2181-annual-report-fuel-poverty-stats-2011. Pdf.

^{xxxvi} Hills, J (2011) Fuel Poverty: The problem and its measurement. Centre for Analysis of Social Exclusion, London. www.decc.gov.uk/assets/decc/11/fundingsupport/fuel-poverty/3226-fuel-poverty-review-interimreport. pdf.

^{xxxvii} The relationship between parenting and poverty, Joseph Rowntree Foundation, 2007

^{xxxviii} Ibid

^{xxxix} Ibid

^{xl} Field, F. The Foundation Years: preventing poor children becoming poor adults, 2010, HM Government

^{xli} Ibid

^{xlii} Her Majesty's Government 'Families in the Foundation Years' (2011)

Educational Attainment	
<p>While the gap is slowly closing between attainment levels of those on free school meals and other children are smaller than in previous years^{xliii}, children growing up in poorer families still emerge from school with substantially lower levels of educational attainment^{xliiv}.</p> <p>There is also a statistically significant relationship between households owning computers and higher GCSE results^{xliv}</p>	<p>Young people from low-income households are likely to leave school earlier and are around six times more likely to leave without qualifications. They are also more likely to not be in Employment, Education or Training (NEET) in the three years after completing compulsory education^{xlvi}.</p> <p>Being NEET between the ages of 16 and 18 years is associated with later negative outcomes, such as unemployment, lower pay, having a criminal record, poor health, teenage parenthood and negative psychological outcomes.</p>

^{xliii} Aldridge, H. et al, Monitoring Poverty and Social Exclusion 2011, 2011, Joseph Rowntree Foundation

^{xliiv} Goodman, A. and Gregg, P., Poorer children's educational attainment: How important are attitudes and behaviour?, 2010, Joseph Rowntree Foundation

^{xlv} Schmitt and Wadsworth 2004 – is there an impact of household computer ownership on children's educational attainment in Britain, Centre for Economic Performance Discussion Paper No 625

^{xlvi} Department for Education (2010) 'Youth Cohort Study and Longitudinal Study of Young People in England: The Activities and Experiences of 18 year olds: England'

Health Outcomes

The relationship between poverty and ill-health is bi-directional: poverty contributes to ill-health and ill-health contributes to poverty.

There is a social gradient in health – the lower a person’s social position, the worse his or her health. Children born into low-income households are more likely to experience health problems from birth and accumulate health risks as they grow older. In addition, they are less likely to access healthcare.

Physical Health^{xlvii}

Research comparing outcomes of children from families in poverty with those not in poverty shows clear-cut health differences at each stage of the life cycle (Hirsch and Spencer, 2008). The health penalties of poverty start before birth.

Maternal characteristics such as diet and stress levels during pregnancy help to explain why children born into poverty have a much higher chance of a low birth weight, which is associated with extra health risks throughout life.

Children in low income families are also less likely to be breastfed, and more likely to contract various diseases such as asthma, report longstanding illness, be obese and have certain disabilities. Poverty can contribute in various ways to different health conditions, including the knock-on effects of poor maternal health and diet, the diet of children living in poverty, and poor housing, which can influence the contraction of respiratory diseases, for example.

Mental Health^{xlviii}

At least as important as the impact on physical health is the damage that poverty does to psychological and emotional well-being. Children in poverty are substantially more likely to have mental illnesses, with family stress and adverse living conditions playing contributing roles.

Unintentional Accidents and Injuries

Poverty and disadvantage are key factors in unintentional child injury^{xlix} which is a major cause of avoidable ill health, disability and death in deprived communities.

Young people living in the most deprived areas are three times more likely to be hit by a car than those in the least deprived areas; and, overall, children and young people whose parents have never worked or are long-term unemployed are 13 times more likely to die from unintentional injury^l.

Risk Taking Behaviour

Children living in families where their parents or carers are misusing alcohol are more vulnerable to a number of the symptoms associated with child poverty, in particular lower educational attainment, persistent absence from school and earning a lower income in adult life.^{li}

Young people from poorer families are more likely than those from richer families to engage in risky behaviours such as unprotected sex, smoking, drug-taking and truancy^{lii}.

Engaging in several risky behaviours is associated with up to a 20 per cent reduction in GCSE points^{liii}. Poverty is also linked to teenage pregnancy.

Teenage mothers comprise 11 per cent of all NEET 16 to 18 year olds^{liv} and are 20 per cent more likely to have no qualifications than older mothers^{lv}.

^{xlvii} Estimating the costs of child poverty, JRF, October 2008

^{xlviii} Ibid

^{xlix} Field, F., The Foundation Years: preventing poor children becoming poor adults, HM Government, 2010

^l Better Safe than Sorry, Audit Commission and Healthcare Commission, 2007

^{li} World Health Organisation, 2006, *Child Maltreatment and Alcohol*, WHO Fact Sheet

^{lii} Chowdhury, H et al. 'Outcomes in the secondary school years: evidence from the Longitudinal Study of Young People in England' in Goodman, A and Gregg, P (2010) 'Poorer children's educational attainment: how important are attitudes and behaviour?' Joseph Rowntree Foundation

^{liii} Cebulla, A and Tomaszewski, T (2009) 'Risky Behaviour and Social Activities.' DCSF Research Report 173

1.5.3 Communities & Neighbourhoods

The poorer the neighbourhood, the more likely it is to have high rates of crime, poor air quality, lack of green spaces and safe places for children to play^{lvi}.

Neighbourhoods play an important role in the socialisation of children. Individuals judge their position in society in relation to their neighbours so growing up in a deprived neighbourhood often leads to lower aspirations. Young people may copy or learn antisocial behaviour from other people in the area so that poor behaviours are normalised.

Housing

Families living in poor housing are more likely to suffer from a range of health problems including poorer mental health and cognitive development as well as respiratory and stomach problems. Those growing up in the poorest households are more likely to suffer enduring physical and mental health problems in adulthood and have increased risk of severe, long-term and life-limiting illness. Children in these households are more likely than their more affluent peers to have difficulty in sleeping, studying or playing at home which can affect their health, their school lives and their social participation^{lvii}.

There is also strong evidence that poor housing conditions are associated with educational underachievement, with children in better quality homes gaining greater numbers of GCSEs, 'A' levels and degrees, and therefore having greater earning power.

Public Spaces

Public space is of particular value for the wellbeing of low-income children. It can compensate children for a lack of space at home. While studies show that there are more play areas in deprived areas, their quality is generally poorer.

Crime / Antisocial Behaviour

The association between childhood poverty and behavioural outcomes is evident from an early age. Those growing up in low-income households have a greater likelihood of parent-reported behaviour problems, to be excluded from school, take risks, be aggressive, be involved in crime and to self-harm.

The longer term impacts of being involved in crime are well documented with young offenders less likely to achieve a high standard of educational attainment and find it more difficult to gain employment^{lviii}.

People living in disadvantaged areas are more likely to become victims of and to fear crime. In 2005, unemployed people were three times more likely than average to be victims of violent crime and lone parents were more than twice as likely as the average to be burgled.^{lix} Poor households often lack insurance to cover property loss. Crime lowers their property values as well, making it harder to accumulate capital and borrow money. Crime can also hamper commerce and industry in inner cities by raising the operating costs of businesses and scaring away customers and suppliers.

The social impacts of crime are substantial and far-reaching. They include financial, emotional and time cost to victims, costs to the youth justice system and the school system, as well as short and long term consequences for the perpetrator.

^{liv} Local Authority Client Caseload Information System (CCIS) data, November 2009 – January 2010

^{lv} Ermisch, J (2003) 'Does a 'teen birth' have longer term impacts on the mother?' Suggestive evidence from the British Household Panel Study, ISER Working Papers No.2003-32; Institute for Social and Economic Research.

^{lvi} Marmot, M (2010) 'Fair Society, Healthy Lives' p. 78

^{lvii} Hawthorne et al. (2003) 'Supporting children through family change.' Joseph Rowntree Foundation

^{lviii} Griggs, J. and Walker, R., The costs of child poverty for individuals and society: A literature review, 2008, Joseph Rowntree Foundation

^{lix} Palmer, G., Carr, J., and Kenway, P. Monitoring poverty and Social Exclusion, 2005, Joseph Rowntree Trust & New Policy Institute, York.

2. WHAT DOES CHILD POVERTY LOOK LIKE IN PLYMOUTH?

This Chapter presents an overview of Plymouth's economic and social context and illustrates the local profile of child poverty under the following headings:

- Financial support and independence
- Family life and children's life chances
- Communities and neighbourhoods

A Child Poverty Geographical Reference map can found in Appendix I.

2.1 Plymouth's Context

The city's current population is 256,400^x, with an Office for National Statistics' (2010) projection of 269,800 by 2026, much lower than its 2008 projection of 294,400. This makes Plymouth the 15th most populated city in England and Wales.

The population projection also indicates an increase in the proportion of children and older people in the city and a decrease in the proportion of those aged 15 to 64. The population aged over 65 is projected to rise by 11,000 or 27%; while there will be an increase of 7,700 people aged 0-14 – with the birth rate likely to be highest in the poorer parts of the city.

Plymouth faces a number of issues in relation to the city's economy with productivity lagging behind better performing cities such as Bristol, Swindon, Derby and Leeds and more akin with Sunderland and Hull. There are however, significant levels of deprivation, being just above the bottom 20% of local authorities for levels of deprivation.

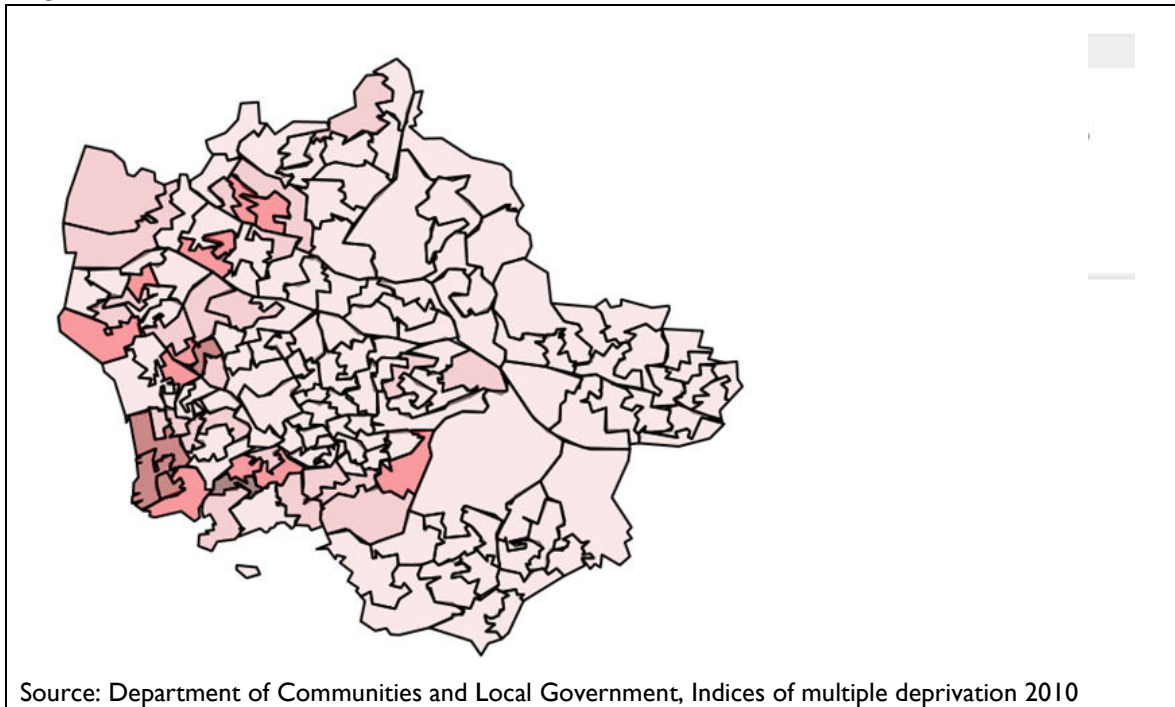
2.1.1 Areas of Deprivation

Plymouth has high levels of deprivation with a number of neighbourhoods among some of the most deprived in the country. The 2010 Indices of Multiple Deprivation highlights that Plymouth is just above the bottom 20% of local authorities for levels of deprivation, being ranked 72 out of 326. Plymouth is most deprived in the domains of income and employment scale.

Figure 2.1 illustrates the distribution of deprivation, highlighting the most deprived neighbourhoods as Devonport, Stonehouse, North Prospect & Weston Mill, East End, Whitleigh, Morice Town, Barne Barton, Honicknowle, Ernesettle and Ham & Pennycross.

^x Office of National Statistics, UK Census 2011

Figure 2.1



Source: Department of Communities and Local Government, Indices of multiple deprivation 2010

Most deprived neighbourhoods	Deprivation score
Devonport	60
Stonehouse	51.39
North Prospect & Weston Mill	42.75
East End	42.67
Whitleigh	41.3

2.1.2 Child Poverty in Plymouth

Plymouth has 11,700 children living in poverty^{lxi} (of which 10,380 are under 18). This equates to 22.1% compared to 21.2% nationally and 16.5% in the South West. This is an increase of 600 children from the previous 12 months.

Nearly 70% of children in poverty (7,945 or 68%) live in lone parent families. Also, more than two fifths (41%) live in families with three or more children^{lxii}.

The map overleaf illustrates the distribution of child poverty with emphasis on the western side of the city, known to contain some of the most deprived neighbourhoods of the city. However, other areas of

^{lxi} Her Majesty's Revenues and Customs, NI 116, 'The proportion of children living in families in receipt of out of work benefits or tax credits where their reported income is less than 60% median income' snapshot as at 31st August 2009

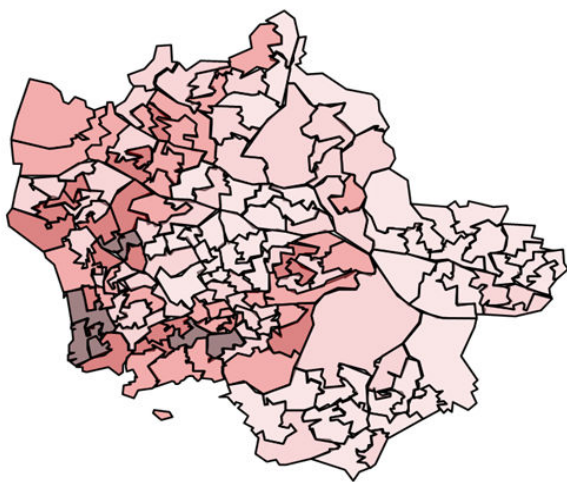
^{lxii} Ibid

the city also contain pockets of poverty, most notably in the neighbourhoods of Efford, Leigham & Mainstone and Plympton St Maurice & Yealmpstone

The highest rate of child poverty can be found in North Prospect with 57.6% of children in poverty in one Local Super Output Area (LSOA) alone. Five other LSOAs have over 50% of children in poverty and these can be found in the neighbourhoods of Devonport, Stonehouse, City Centre & North Prospect / Weston Mill.^{lxiii}

Figure 2.2

Distribution



Source: Her Majesty's Revenues and Customs, 2009

Worst Neighbourhoods

Neighbourhood	Number of children living in poverty
Honicknowle	865
Barn Barton	790
Devonport	780
Efford	715
North Prospect	630

Trend

Using the former NI 116 measure reported above, the trend in child poverty has been relatively steady over the past five years. Given the national economic downturn, increasing unemployment and costs of living, it is likely that the numbers in poverty will have further increased.

2.1.3 Free School Meals (FSM)

Children in families on certain types of benefits such as Income Support and Job Seekers Allowance are entitled to free meals at school. Free Schools Meals data is often used a proxy measure for child poverty and can help shed light on the number of deprived children in Plymouth.

^{lxiii} Ibid

Across the city there are 6,779 children eligible for free school meals^{lxiv}, spread across Schools, Academies and Primaries. The neighbourhoods with the highest levels of Free School Meal eligibility are detailed below. There is a clear correlation between eligibility and the most deprived areas of the city.

Table 2.1

Neighbourhood	% Eligible
Devonport	40.0%
North Prospect & Weston Mill	35.3%
City Centre	35.3%
Stonehouse	34.6%
Barne Barton	34.5%
Efford	31.6%
Morice Town	30.7%
East End	29.8%
Keyham	29.1%
Honicknowle	27.6%

Source: Plymouth School Census January 2012

Although the aim of free school meals is to support the most deprived families, there are many who do not take up the offer. Across all schools in Plymouth^{lxv}, 79% of those eligible used free school meals. Twenty schools had a take up rate in excess of 90% whilst fourteen schools had a take up rate of less than 70%. A recent study by the Institute of Social and Economic Research^{lxvi} suggests that stigma is one of the main reasons behind families not opting for free school meals and local anecdotal evidence concurs with this. Children taking free school meals can be singled out by having to use vouchers or eat separately from their friends. In addition, structural changes to the welfare system may result in a significant number of children and young people no longer eligible to receive Free School Meals. The impact of this is currently being reviewed but, based on current take up numbers, some children may end up not having the one hot meal each day that they currently receive at school.

^{lxiv} Plymouth School Census 2012

^{lxv} There were 14 schools (academies) who did not provide FSM take up data – these cover some large schools and account for over 2000 eligible children.

^{lxvi} <http://www.guardian.co.uk/education/2012/sep/23/free-school-meals-stigma?newsfeed=true>

2.2 FINANCIAL SUPPORT AND INDEPENDENCE

This section examines economic activity in Plymouth set in the context of the national and local economy, and includes the level and distribution of worklessness and welfare dependency. This section also considers those in employment but who may also be living in poverty and examines some of the main barriers to employment and financial independence such as child care provision, transport and financial management. The impact of significant welfare reform is also reviewed.

2.2.1 Plymouth's Economy

Long term unemployment is rising with 10,900 unemployed during the period April 2011 to March 2012 compared to 9,700 in the previous year.^{lxvii} The rate of unemployment (8.1%) is in line with the national average (8.1%) however is high for the region (6.2%).

Plymouth currently has 40,900 working age people (23.8%) considered economically inactive which is similar to the national average (23.5%) but higher than the regional average (21.6%).^{lxviii} Over the past five years, Plymouth has had a high rate of economic inactivity however figures for March 2012 show a significant reduction in numbers. The rate of those defined as long-term sick is still higher than the national and regional averages (25% as opposed to 22.2% and 19.8%). This correlates with the high rate of Employment Support Allowance (ESA) / Incapacity Benefit claimants outlined later in this section. 10,200 working age people in Plymouth were classified as long-term sick during the period April 2011 - March 2012.

Plymouth residents have a lower than average rate of pay at £445 per week as opposed to £503 nationally and £473 regionally.^{lxix} According to the South West Observatory Plymouth Local Profile 2012, the median gross full-time annual pay for Plymouth residents is £23,879 which is below the median for both the South West (£24,922) and England (£26,615). The equivalent pay figure for those working in Plymouth is £25,978, illustrating a tendency for those commuting into the city to be the highest earners.^{lxx} According to the Plymouth City Council Economic Review 2011, 20% of full-time workers in Plymouth recorded annual gross earnings of just £15,900, almost £8,000 below the median value^{lxxi}. It is these people who are particularly vulnerable to in-work poverty.

There are also higher levels of people working in part time jobs. In the first quarter of 2011, 30% of employees were in part time jobs compared to a national figure of 25.7% and South West figure of 28.7%.^{lxxii} Even if there is an increase in new job creation, if they are predominantly low paid and/or part time, this will do little to redress poverty.

^{lxvii} NOMIS Labour Market Profile Plymouth March 2012

^{lxviii} Ibid

^{lxix} Ibid

^{lxx} <http://www.swo.org.uk/local-profiles/>

^{lxxi} Plymouth City Council Economic Review Issue 1, October 2011

^{lxxii} Ibid

Plymouth's Labour Market

Plymouth has a large public sector and military presence which is mostly focused around the dockyard where the deepest deprivation can be found.^{lxxiii} 40% of workers in the city are employed in the public sector which is significantly higher than the UK average (30%)^{lxxiv} and leaves the city particularly vulnerable to public sector job cuts. Plymouth has relatively high levels of employment in the distribution, hotels and restaurants and manufacturing sectors. There are correspondingly low levels of employment in the more productive sectors of banking, finance and insurance.^{lxxv} The Heart of the South West Local Enterprise Partnership (LEP) has job creation as one of its priorities as well as increasing levels of earning and ensuring the city's workforce is equipped with the right skills.^{lxxvi} Also, one of the targets of the Council's Economic Strategy is to increase the employment rate in the city from 74% to 80% by 2016.^{lxxvii}

The number of unfilled vacancies in the city has been falling in the long-term, but the rate of decline has accelerated through the national economic downturn. The ratio of out of work claimants to unfilled vacancy has remained above the UK average over the last 2-3 years, with the gap widening in recent months. This implies a worsening supply and demand mismatch and, subsequently, fewer employment opportunities for the unemployed.

Skills and Qualifications

By comparison with national and regional averages, Plymouth has a lower-qualified workforce overall.^{lxxviii} People of working age in Plymouth are less likely to hold qualifications at levels 2, 3 and 4 than nationally and only one in five adults have a level 4 (degree) or higher qualification compared to one in four nationally.

There is a high rate of outward migration with people moving out of the area when they achieve qualifications as they perceive opportunities to be better elsewhere. A result of this migration dynamic is that the remaining indigenous workforce tends to display characteristics of lower than average skills and ambition.^{lxxix}

Anecdotal evidence suggests that many people looking for work in the city do not possess basic employability skills^{lxxx} alongside poor numeracy and literacy skills thus making it hard for local employers to fill some vacancies. This view is echoed in the Plymouth Manufacturing Sector Growth Plan report^{lxxxi} and solutions recommended by employers included recruiting from other areas of the country, recruiting workers from other countries and recruiting students from overseas. However, the presence of lower skilled jobs is important for the growth of the city as they can be used as a stepping stone to employment in higher skilled jobs.

^{lxxiii} Plymouth City Council Worklessness Plan, October 2011

^{lxxiv} <http://www.heartofswlep.co.uk/key-stats>

^{lxxv} Statement of Skills and Employment Priorities, Plymouth Employment and Skills Board, 2010

^{lxxvi} <http://www.heartofswlep.co.uk/priorities>

^{lxxvii} <http://www.plymouth.gov.uk/localeconomicstrategy>

^{lxxviii} Ibid

^{lxxix} Plymouth City Council, Economic Strategy, 2011 update

^{lxxx} Employability skills refer to skills such as time management, team working and communication

^{lxxxi} Plymouth Manufacturing Sector Growth Plan: Skills and Recruitment Issues, Plymouth Manufacturers' Group and Plymouth Employment and Skills Board, December 2011

Qualitative evidence collected also suggests that while there is a wide range of support currently on offer for basic skills including literacy and numeracy, there have been difficulties engaging with key sectors of the population including lone parents and long term unemployed. This suggests either that the targeting of these services may need to be refined or that additional factors are preventing people from taking up these opportunities to improve their employability.

Plymouth’s Resilience to Economic Pressures

The current economic climate remains extremely challenging and it is essential that this be considered in the context of the government’s deficit reduction measures which will impact on those already in/at risk of poverty across the city, as follows^{lxxxii}[1]:

- The projected and continuing rise in unemployment, particularly affected by the reductions in public funding will increase the risk for those in work and the challenge for those seeking entry
- Uncertainty over the capacity of the private sector to generate sufficient jobs to offset losses from public sector
- Faltering consumer confidence and its effectiveness in stimulating the economy
- The uncertainty of the housing market, particularly impacting those forced to sell to minimise debt and the consequential impact on the rented sector
- Structural changes to out of and in work benefits
- Below cost of living wage rises

An analysis of Plymouth’s economic resilience^{lxxxiii} found that:

- 15% of Plymouth households are at risk of falling into poverty. This ranks Plymouth 174th of 406 local authorities analysed (first being the worst).
- The biggest proportion of these 15% is classed as “low income families occupying poor quality older terraces” (5.8%).
- 2.3% are “often indebted families living in low rise estates”

This index does not provide a definitive measure of resilience, but does support an important message about the economic fragility of the city. Whilst the prevailing economic conditions create challenging circumstances for any area, the city’s underpinning economic weaknesses make these challenges far more daunting. This will have implications for the city’s ability to tackle child poverty.

2.2.2 Out of Work Poverty

Research suggests that workless households are significantly more likely to experience poverty than households in which at least one adult is in work.^{lxxxiv} Also, children growing up without a working adult may be less likely to work themselves^{lxxxv} which maintains the cycle of worklessness and poverty. The following analysis uses benefit claimant data to present a picture of unemployment across the city.

^{lxxxii} <http://democracy.leeds.gov.uk/documents/s52219/Scrutiny%20Inquiry%20-%20Combating%20Child%20Poverty%20and%20Raising%20Aspirations%20Background%20Report.pdf>

^{lxxxiii} Experian Economic Resilience Index - 2010

^{lxxxiv} State of the Nation Report: Poverty, Worklessness and Welfare Dependency in the UK, 2010, HM Government

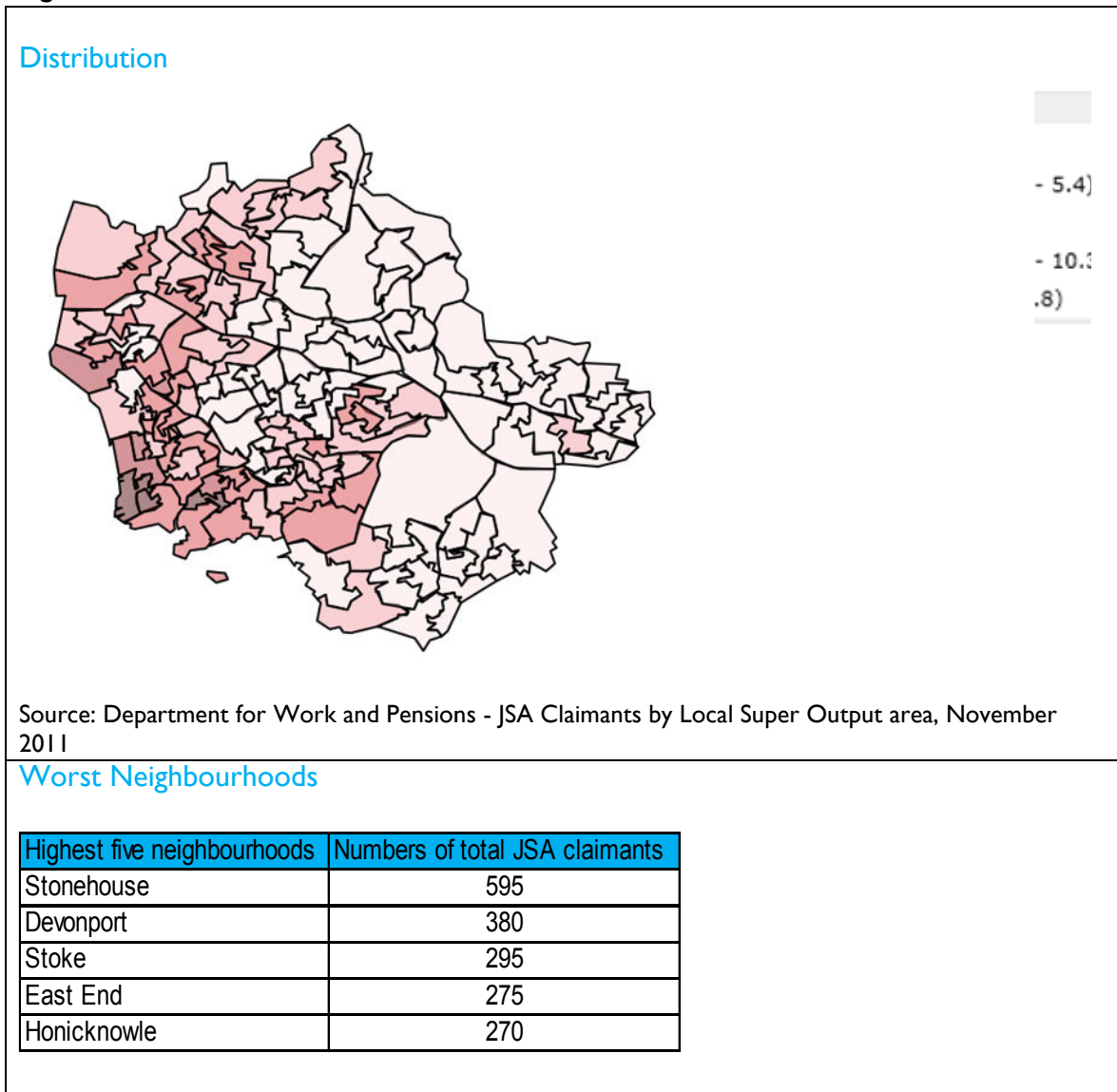
^{lxxxv} Ibid

Plymouth has an average rate of economic inactivity amongst its working age population (23.8% compared to 23.5% nationally and 21.6% regionally). There were 10,900 people aged 16-64 unemployed in the period April 2011 – March 2012, an increase of 1,200 from the previous period.^{lxxxvi}

Job Seeker’s Allowance (JSA)

Job Seeker’s Allowance data does not allow us to map children and families but does provide a useful overview of unemployment across the city and demonstrates the link between deprivation and levels of unemployment. Plymouth has 7,050 people claiming Job Seekers Allowance (4.1%). This is slightly higher than the South West average of 3%, but comparable to the national average (4.1%)^{lxxxvii}.

Figure 2.3



^{lxxxvi} NOMIS Labour Market Profile, April 2011 – March 2012

^{lxxxvii} Ibid

Trend

Levels of long term unemployment have been rising and pose a concern to the city and are a barrier to reducing levels of child poverty.

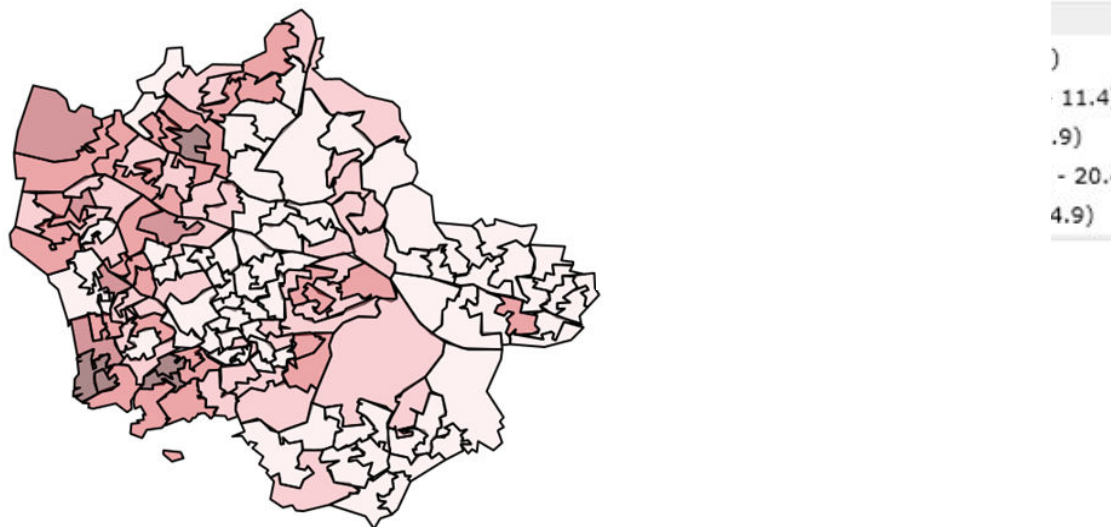
The map above highlights those areas with the highest rate of JSA claimants. Areas with a relatively high rate are situated on the western side of the city covering deprived neighbourhoods such as Devonport, Barne Barton, Whitleigh and North Prospect and Weston Mill. The highest rate of JSA claimants falls within the Stonehouse neighbourhood.

Employment Support Allowance (ESA) / Incapacity Benefits

Plymouth has a higher than average proportion of ESA / Incapacity benefit claimants (8%) compared to the national average of 6.6% and regional average of 5.8%^{lxxxviii}. This correlates with a higher than average number of long term sick.^{lxxxix} 10,200 working age people are classified as long-term sick (25% of those economically inactive) compared to nationally (22.2%) and regionally (19.8%).^{xc}

Figure 2.4

Distribution



Source: Department for Work and Pensions – ESA/ Incapacity benefit claimants by Local Super Output area, November 2011

^{lxxxviii} DWP Employment & Support Allowance/ Incapacity Benefits, November 2011

^{lxxxix} NOMIS Labour Marker Profile, February 2012

^{xc} Ibid

Worst Neighbourhoods and Trend

Highest five neighbourhoods	Number of all ESA/IB claimants
Stonehouse	1235
Devonport	700
Whitleigh	700
Honicknowle	670
St. Budeaux & Kings Tamerton	575

The map above illustrates distribution of ESA / Incapacity benefit claimants. LSOA's where the claimant rates are highest form part of Devonport, Stonehouse and Whitleigh neighbourhoods. Eleven neighbourhoods have LSOA's that fall within the deprivation 'Upper Middle' quintile, these are; Devonport, Stonehouse, Keyham, St Budeaux and Kings Tamerton, Ernesettle, Ham and Pennycross, Honicknowle, Whitleigh, Southway and Efford.

All Incapacity Benefit claims are currently being reviewed and recent figures show that nationally around one-third are being ruled unfit to work.^{xci} As a result, Plymouth is likely to see a decline in the number of Incapacity Benefit claimants who will instead be transferred to Job Seekers Allowance and therefore become economically active. Actual numbers likely to be affected will be 4255^{xcii} people who will see an average reduction of £16.50 in their weekly income equating to £858 annually. An additional 3000+ people will see a change in their income when they are moved from Incapacity Benefit to benefits other than Job Seekers Allowance.

Children in workless households

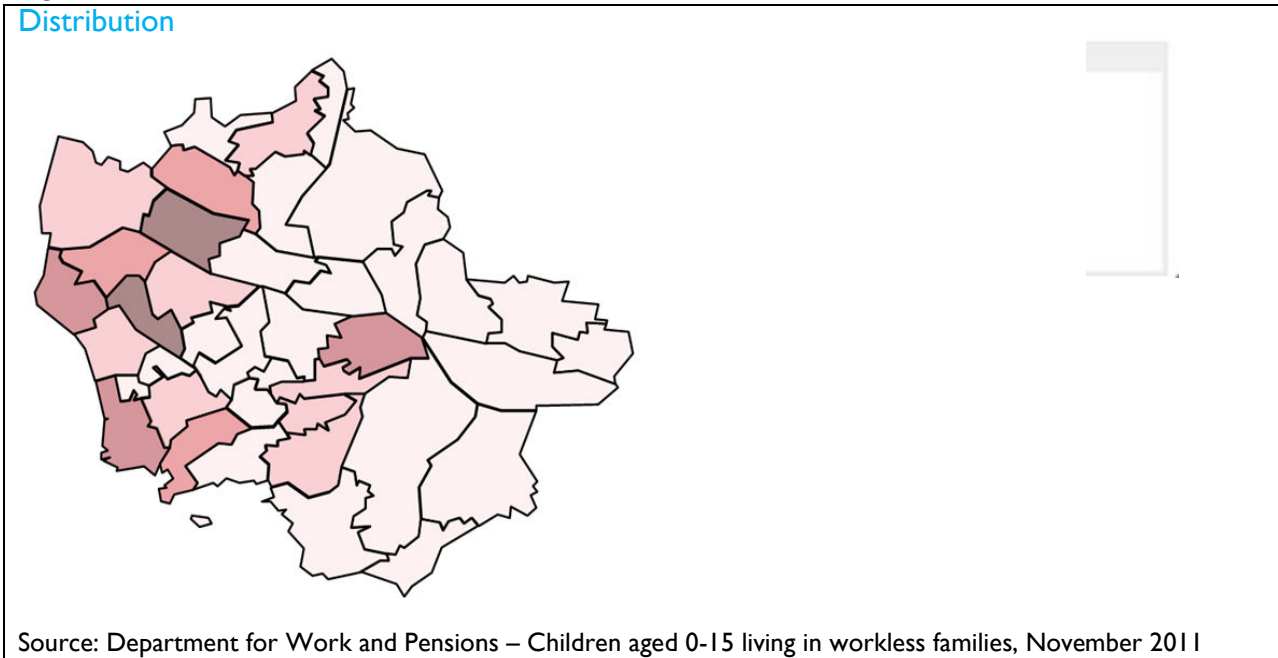
Figure 2.5 illustrates the location of children who are residing in families where at least one parent is out of work. The distribution is similar to overall unemployment represented by JSA claimants and demonstrates that some of our most deprived neighbourhoods are housing the highest numbers of children in "out of work" families.

^{xci} Third of incapacity benefit claimants ruled fit to work – The Guardian 15th March 2012

^{xcii} Welfare Reform – Overview and Management Scrutiny Board – July 2012

Figure 2.5

Distribution



Source: Department for Work and Pensions – Children aged 0-15 living in workless families, November 2011

Worst Neighbourhoods and Trend

No. of children in workless families
860
735
640
590
560

North Prospect and Weston Mill, which had 860 children living in families claiming workless benefits, represents the neighbourhood with the highest number. This compares to just 40 in Mutley, a neighbourhood with a more transient population and less children resident.

Seven further neighbourhoods have more than 500 children resident in workless families claiming benefits, these are; Honicknowle, Devonport, Efford, Barne Barton, Stonehouse, Whitleigh and St Budeaux & Kings Tamerton.

Child Tax Credits

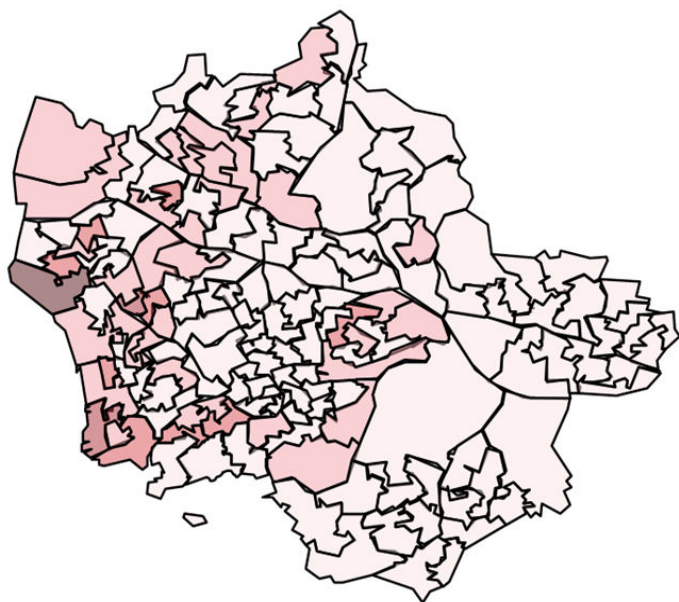
As at August 2010 (most recent data available), there were 6,340 out of work families claiming Child Tax Credits.^{xciii} The map below illustrates the distribution of these families who will often also be claiming additional out of work benefits such as Job Seekers Allowance or Incapacity Benefits.

^{xciii} Her Majesty's Revenues and Customs, Families out of work claiming child tax credit – August 2010

The data shows that the highest numbers of out of work families reside in our most deprived areas. The following neighbourhoods have the highest numbers of out of work families; North Prospect and Weston Mill (430), Stonehouse (410), Honicknowle (405), Devonport (385), Barne Barton (350), Efford (335) and Whitleigh (330).

Figure 2.6

Distribution



nants

5)

168)

Source: Her Majesty's Revenue and Customs – August 2010

Worst Neighbourhoods and Trend

No of out of work families claiming out of work tax credits
430
410
405
385
350

Youth Unemployment

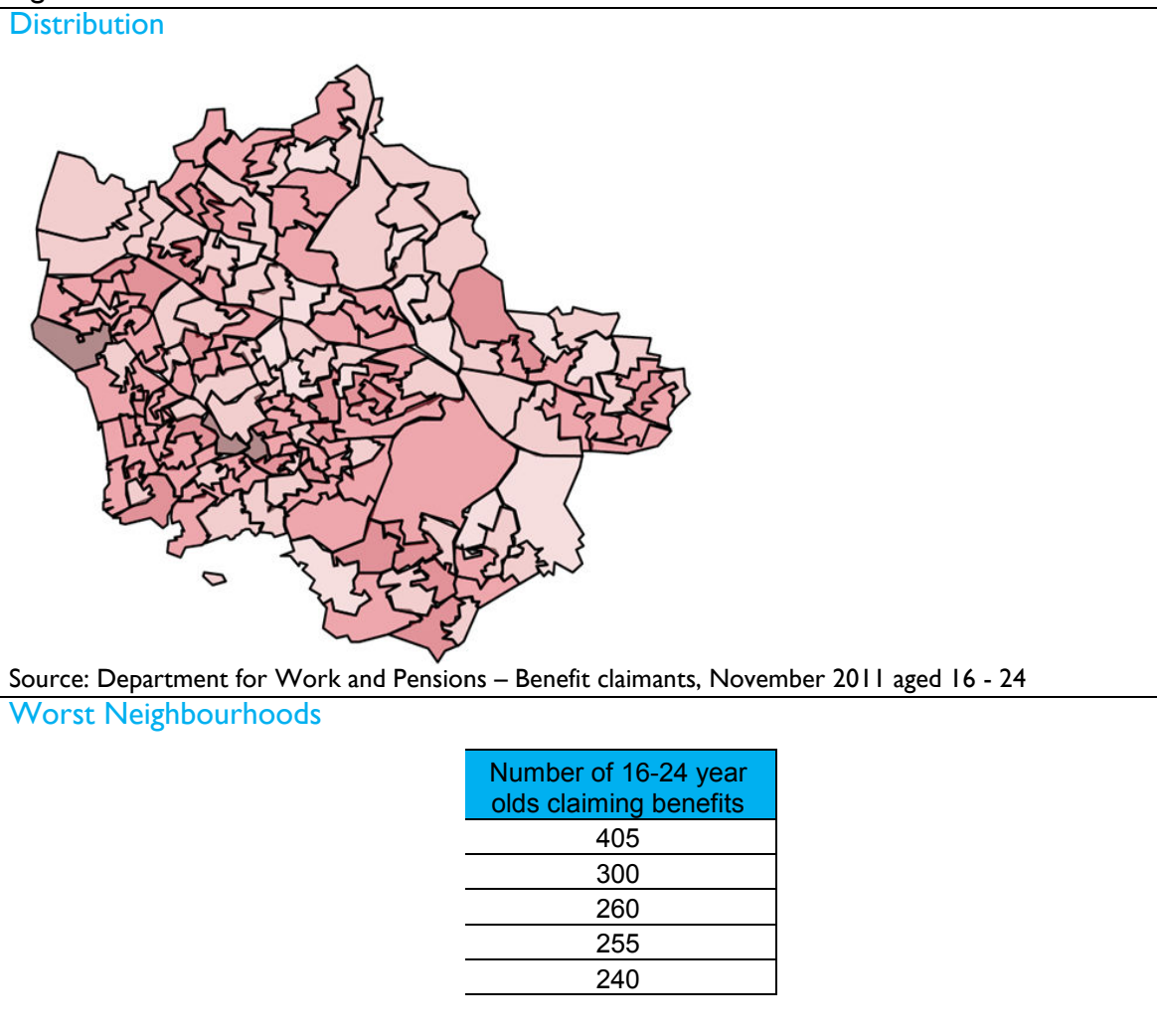
Evidence shows that the longer individuals spend out of work as a youth, the more time they also spend out of work later in life and, when in work, the lower their wages. Young people who are unemployed during a recession can suffer long-lasting damaging consequences.^{xciiv}

^{xciiv} Harkness, S., Gregg, P. and MacMillan, L. Poverty: the role of institutions, behaviours and culture, 2012, Joseph Rowntree Foundation

Plymouth had 2,215 JSA claimants aged 18-24 as at August 2012 equating to 5.7% of the resident population aged 18-24. This is a lower claimant rate than the national average (7.5%) although comparable to the regional average (5.1%).^{xv} While the 18-24 claimant rate is actually below average, young people claiming JSA as a proportion of all JSA claimants is above the national average (34% as opposed to 29%) which reflects the fact that 18-24 year olds in the city comprise a higher proportion of the population than they do nationally.

The map below illustrates the distribution of JSA claimants within the 16 to 24 year old age group, with numbers again higher in more deprived areas. Rising unemployment and a squeeze on employment opportunities will undoubtedly make this cohort of people spread across the city more vulnerable to slipping into poverty.

Figure 2.7



^{xv} NOMIS Labour Market Profile, August 2012

2.2.3 In Work Poverty

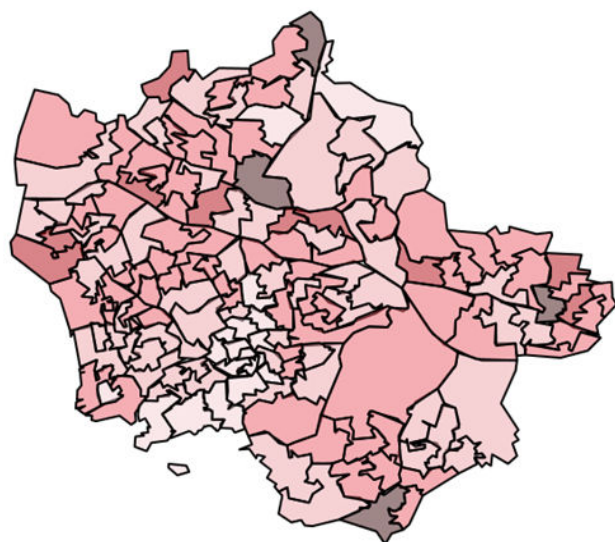
Working families on low incomes are becoming increasingly vulnerable to poverty and nationally, more than half of all children in poverty live in homes where at least one adult works^{xcvi}. The following analysis uses benefit claimant data to illustrate where those who are in work but are still most vulnerable to living in poverty reside across the city.

Child and Working tax credits

As at December 2011, Plymouth had 22,300 families with 39,100 children receiving Child or Working Tax Credits. Figure 2.8 shows the neighbourhoods with the highest rates and numbers of in work families claiming child tax credits. The highest prevalence of in work claimants are in LSOA's that fall within the neighbourhoods of Widewell, Derriford West & Crownhill, Chaddlewood and Goosewell.

Figure 2.8

Distribution



Source: Department for Work and Pensions – In work families claiming child tax credits, December 2011

Worst Neighbourhoods

Highest five neighbourhoods	Numbers of in work families claiming tax credits
Chaddlewood	1585
Honicknowle	1455
Plympton St. Maurice & Yealmpstone	1355
Peverell & Hartley	1275
Plymstock & Radford	1255

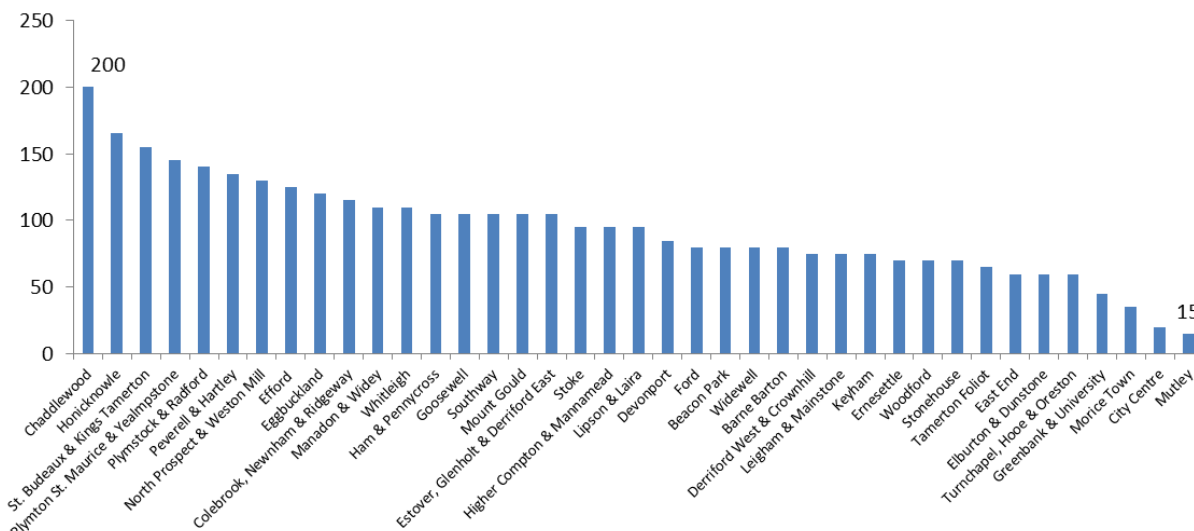
Data on Working Tax Credits provides a breakdown by families who are receiving the family element or below and those in receipt of more than the family element. Families receiving more than the family element are entitled to other help, such as Sure Start Maternity Grants. Families may receive more than

^{xcvi} What Causes Child Poverty, Barnardo's, 2012

the family element if they have disabled or severely disabled children, if they have more than one child, a baby or a young person in the household. Generally, unless the family has a disabled child or a baby, families with an annual income of £35,000 or more will only receive the basic family element or below this.

Figure 2.9 illustrates by neighbourhood the numbers of working families claiming higher than basic family element of working tax credits meaning they are families who will be earning a lower wage and are vulnerable to poverty in some other way such as having a severely disabled child or have more than one child.

Figure 2.9



Department of Work and Pensions In work benefit claimants snapshot - tax credits that are above the basic family element, 2011

When these claimants are mapped, the results highlight that there are high numbers of families fitting this profile spread across the city. This highlights the presence of vulnerable families on low incomes in areas not typically considered as deprived. The highest numbers of claimants come from lesser deprived areas such as Chaddlewood, Plympton St Maurice, Peverell & Hartley and Plymstock & Radford. Data also shows however there are high numbers of families who are in work and claiming in areas of higher unemployment such as the neighbourhoods of Honicknowle, St Budeaux and Kings Tamerton and North Prospect and Weston Mill.

Local evidence suggests that families who meet the profile above are using more services such as debt advice and emergency food providers. One of the most worrying aspects of this issue is the increase in pay day loan companies who are described as 'thriving' by the Charity for Civil Servants^{xcvii}. There is currently a lack of specific data concerning the most vulnerable in-work families in Plymouth which needs to be addressed.

^{xcvii} Breadline Britain day two: hungry school kids and 'cliff edge' poverty, The Guardian, June 2012

2.2.4 Barriers to employment

Childcare

The cost and lack of availability of good quality childcare can make it a barrier to employment opportunities. Childcare includes provision for 0- 5 year olds either in full day care or accessing the 3 and 4 year olds free entitlement of 15 hours, as well as out of school provision and holiday care for older children. The Plymouth City Council Childcare Sufficiency Assessment 2011^{xcviii} reports that although childcare places were generally seen as sufficient, there is considered to be a lack of places in Barne Barton. Parents report that local childcare can be too expensive for parents on a low income and the lump sums required at the start can also be prohibitive. Lack of flexibility is also a concern to parents.

The expansion of the free entitlement for disadvantaged 2 year olds will add a new pressure on existing childcare places. The need to secure sufficient childcare places for disadvantaged two year olds will become part of the Local Authority's statutory duties from September 2013. It has been identified that there will be a predicted shortfall of approximately 350 places in 2013 and a further 1,350 from 2014 when the offer is extended to 40 % of all eligible two year olds in Plymouth.

In order for the city to be able to deliver sufficient childcare places in 2013 a co-ordinated delivery programme will need to concentrate investment and expansion in the following neighbourhoods; Barne Barton, Devonport, Whitleigh, North Prospect, Keyham, Ernesettle and Morice Town. The further extension of free entitlement in 2014 (to 40% of disadvantaged two year olds) will bring further pressures, in preparation for delivery in 2014 investment should be focused in the following neighbourhoods; Stonehouse, Efford, Honicknowle and City Centre.

This would mean an increase in investment in the most disadvantaged areas, namely the North West and the South West of the city which would have a positive impact on the economy and number of jobs created in these areas, and would ease the highest levels of pressure on childcare places.

The programme would look to work with a range of early year's providers from the maintained, private, and voluntary sector to potentially provide capital investment for them to expand their capacity to deliver increased places, as well as provide new provision where there are limited opportunities for expansion encouraging new providers into the childcare market.

^{xcviii} Childcare Sufficiency Assessment, Plymouth City Council, 2011

Transport/ Accessibility

The cost and availability of transport can be one of the main barriers to accessing employment opportunities and local services and facilities. The Plymouth Local Transport Plan 2011-2026 (LTP)^{xcix} recognises some of the key barriers to access such as not being able to afford to buy and run a vehicle and recognises that car ownership is lower in neighbourhoods of poorer health and higher levels of unemployment.

During the daytime few people in deprived areas will find themselves more than 400 metres walk from a bus stop with a frequent service and certainly no more than 800 metres walk. The areas of greatest concern within Plymouth are the lower levels of accessibility of city residents who can reach key employment areas of Belliver, Estover and Langage. Those residents living in the most deprived areas will find it takes more than 30 minutes with their journey often requiring a change of bus to reach these areas. Those who are employed in shift work with early morning starts or late night finishes are more disadvantaged as bus services are fewer and further between at these times. Larger employers such as Orange do organise their own transport for shift workers.

^{xcix} Plymouth Local Transport Plan 2011 – 2026, Plymouth City Council, 2012

2.2.5 Financial Management

The full impact of Welfare Reform^c

Many areas of welfare reform have been identified as having an impact on Plymouth families and the growing difficulty to manage household finance within an already challenging economic climate which has seen the costs of living rise significantly. Five reforms illustrate the extent of this change including:-

- Localisation of Council Tax Benefit
- Replacement of the Social Fund
- Housing Benefit/Local Housing Allowance reforms
- The Benefit Cap
- Universal Credit.

Council Tax Benefit

In April 2013 National Council Tax Benefit (CTB) will be abolished and funding will be localised. The impact of government cuts will fall on 16,500 working age claimants in Plymouth through a reduction in Council Tax Scheme support they receive. Many of these claimants are low income or workless families.

Social Fund

In April 2013 funds previously administered by the Department for Work and Pensions under the national Social Fund, for Crisis Loans and Community Care Grants will transfer to Local Authorities (LA). LAs can use this fund as they see fit to deliver welfare assistance to the most vulnerable. This money is not ring-fenced and there is no duty placed on LAs to deliver any specific type of service. Funding will be transferred at the level spent by the DWP in 2005/6 which was £750,000. This is £350,000 less than spend on the scheme to local people in Plymouth in 2010/11.

The anticipated impact of running a local scheme on reduced funding or which does not effectively target need the impact may include:

- More households with no electricity/food
- Increased pressure on Adult/Children's Social Care and homelessness services
- Increased demands for support from other discretionary funds
- Not achieving our child poverty targets.

Housing Benefit

In April 2013 a Housing Benefit cap will be implemented so that Housing Benefit is no longer provided for 5 bedroom houses. At present 39 families are claiming this rate. There is the potential for a weekly loss of up to £92.30 or a 34% reduction in their benefit income for large families. As a result, people will have less money to pay their rent and are likely to build up debt to landlords, increasing the risk of homelessness. There is likely to be increased pressure on social housing providers from ex-private sector tenants and increases in the number of people who do not pay other debts e.g. Council Tax.

Benefit Cap

A Benefit Cap will be introduced in April 2013 meaning no household can receive more in benefits than an average working family (currently rated at £350 per week for a single person and £500 for a couple). Initial data from DWP indicates that there are 150 families in Plymouth who are going to be subject to the cap. There are 706 children living in these families, 75 of which are currently in social housing. The

^c Data in this section has been sourced from a report submitted to Plymouth City Council Overview and Scrutiny Management Board, 25 July 2012

150 households claim a total of 621 different benefits, an average of 4 per household. 104 of the 150 families have 4 or more children living in the home and 57 are lone parents. The cap means that:

- 75 households will lose up to £50 per week
- 27 households will lose between £51 and £100 per week
- 24 households will lose between £101 and £150 per week
- 21 households will lose over £150 per week
- 3 households unknown tenancy therefore unknown amount

Likely impacts of the application of the benefit cap to our services are: an increase in pressure on front line services such as Adult / Children's Social care and homelessness; more demand on information and advice services in the city; a negative impact on child poverty and lower levels of revenue collection/income generation for our services.

Table 2.2 – Loss of benefit income to the city 2012-13

Welfare change	Numbers Affected	Individual income reduction weekly	Individual income reduction annual	Citywide income reduction annual
New calculation (30th percentile)	6000+ claimants	Average £14.75	Average £766.8	£4,600,800.00
Reduction 5 to 4 bed	30 families	£115.38	£5,999.76	£179,992.80
Incapacity Benefit (IB) to Job Seekers Allowance (JSA)	4255	Average £16.50	Average £858.00	£3,650,790.00
<i>short term low</i>	<i>1418</i>	<i>£3.80</i>	<i>£197.60</i>	<i>£280,196.80</i>
<i>short term high</i>	<i>1418</i>	<i>£17.55</i>	<i>£912.60</i>	<i>£1,294,066.80</i>
<i>long term basic</i>	<i>1419</i>	<i>£28.15</i>	<i>£1,463.80</i>	<i>£2,077,132.20</i>
IB to other/no benefits	3928	Unknown	unknown	potentially £3,370,224.00
Universal Credit	unknown	Unknown	unknown	Unknown
Disability Living Allowance (DLA) removed	2,600 (20%)	Average £49.95	Average £2,597.40	£6,753,240.00
<i>Highest</i>	<i>867</i>	<i>£77.45</i>	<i>£4,027.40</i>	<i>£3,491,755.80</i>
<i>Middle</i>	<i>866</i>	<i>£51.85</i>	<i>£2,696.20</i>	<i>£2,334,909.20</i>
<i>Lowest</i>	<i>867</i>	<i>£20.55</i>	<i>£1,068.60</i>	<i>£926,476.20</i>
Benefit Cap	149 families	n/a	n/a	£1,411,800.00
<i>lose up to £50</i>	<i>75 families</i>	<i>£50</i>	<i>£3,750</i>	<i>£195,000</i>
<i>lose £50 - £100</i>	<i>27 families</i>	<i>£100</i>	<i>£5,200</i>	<i>£270,400</i>
<i>lose £101 - £150</i>	<i>24 families</i>	<i>£150</i>	<i>£7,800</i>	<i>£405,600</i>
<i>lose over £150</i>	<i>21 families</i>	<i>Est. £200</i>	<i>£10,400</i>	<i>£540,800</i>
Council Tax Scheme	18,957 working age	Unknown	unknown	unknown
Social Fund replacement	6880 successful applicants	Unknown	unknown	Unknown
Totals				£20,678,170.40 ^{ci}

^{ci} Based on averages where applicable. Minimum £13 million – Maximum £27 million

Debt

During 2010/11, Plymouth Citizen's Advice Bureau (CAB) dealt with over £43 million of debt. 19% (£8.3million) dealt with priority debts such as rent, council tax and utility debts, all of which can result in imprisonment and/or eviction. 81% (£35.5million) of the work dealt with non-priority debts, including credit cards, loans and overdrafts. It is known that the highest levels of debt in Plymouth are in areas identified as being among the most deprived and as having highest levels of poverty such as Devonport and Stonehouse.

Those in debt become more vulnerable to use services that offer instant cash, be that in the form of internet companies or loan sharks, usually charging extremely high interest on repayments. Citizen's Advice Bureau data shows that 7,525 people received debt advice in 2010/11. It is likely that the actual numbers facing debt related financial difficulty are much higher. The most prevalent debt types are unsecured personal loans, credit cards, water debts and overdrafts^{cii}.

Food poverty

Food Poverty can be defined as the inability to access healthy affordable food whether due to lack of income, transport issues or lack of knowledge or skills around how to cook food.

Nationally, there has been a reported rise in the number of families in food poverty and accessing food banks.^{ciii} These increases have also been reported here in Plymouth with the Plymouth Foodbank reporting a 40% increase in those receiving food to over 4,000 people^{civ} with the proportion of children also increasing. This rise in demand is a strong indication of an increase in people experiencing financial difficulty.

Over a 12 month period within Plymouth, 39% of all vouchers distributed were as a result of benefit delays due to delays in processing new benefits or benefit changes. The highest number of vouchers is provided to residents of St Peter and Waterfront (692 or 31%) which is comprised of City Centre and Stonehouse neighbourhoods. Although wards with higher levels of deprivation tend to have higher numbers of residents accessing the Foodbank, it is worthy of note that residents from all areas of the city have had need to use it.

Fuel Poverty

A household is said to be in fuel poverty if it needs to spend more than 10% of its income on fuel to maintain a satisfactory heating regime.^{cv} As at 2009, an estimated 13,948 (13.3%) Plymouth households were living in fuel poverty.

^{cii} Plymouth Citizen Advice Bureau 2010/11

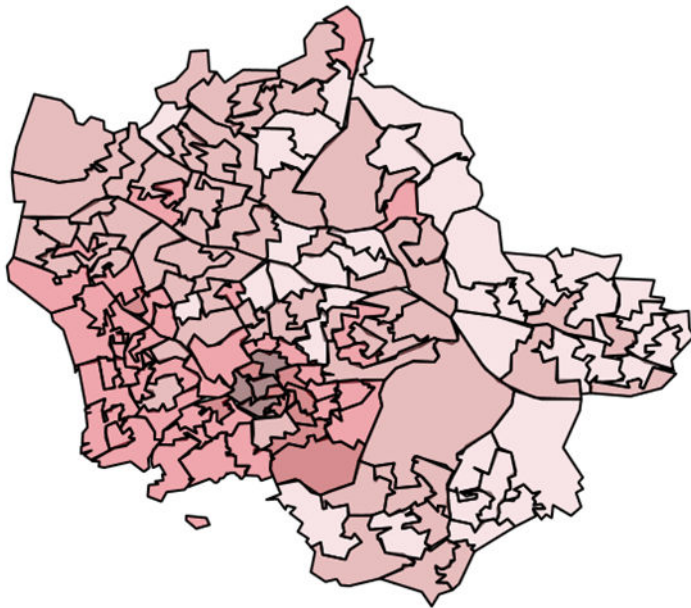
^{ciii} <http://www.itv.com/news/story/2012-04-26/big-increase-in-demand-for-uk-food-banks/>

^{civ} Plymouth Foodbank

^{cv} http://www.decc.gov.uk/en/content/cms/statistics/fuelpov_stats/fuelpov_stats.aspx

Figure 2.10

Distribution



Source: Centre for Sustainable Energy (Bristol University) 2010-2011

The map above illustrates the geographical distribution of fuel poverty across the city highlighting that within Plymouth more deprived areas are clearly more likely to be affected by fuel poverty than those who are living in more affluent areas. However, those areas with the highest levels of fuel poverty are not necessarily those that exhibit other symptoms of child poverty such as health problems, worklessness and educational attainment.

One possible reason for this could be the fact that in the area where these other symptoms are most prevalent, a larger proportion of people will be living in social housing accommodation which is often well maintained and therefore more energy efficient. It is those, often in employment but on low income jobs, who may be home owners or renting in the private sector whose homes may be less energy efficient and who face difficulty in keeping their homes warm. These people are also more likely to be paying for their energy using the 'pay as you go' method as opposed to direct debit schemes; therefore those on lower incomes often end up paying more for their energy. Anecdotally, the cost of utilities can be different, even within tariffs from the same provider, again as a result people may be paying more for fuel than they need, not being aware of cheaper options.

KEY MESSAGES – FINANCIAL SUPPORT AND INDEPENDENCE

- Plymouth residents have a lower than average rate of pay and Plymouth has a high level of part-time workers.
- Overall, Plymouth has a lower qualified workforce alongside a lack of basic employability skills.
- There is a concentration of benefit claimants in some of the most deprived areas to the west of the city
- There is a high rate of long-term sickness and a corresponding high rate of ESA / Incapacity Benefit claimants in the city.
- Eight neighbourhoods have over 500 children living in workless families
- Nearly 70% of children in poverty in Plymouth live in lone parent families with Barne Barton having by far the highest rates.
- There is a need for more flexible and affordable childcare in the city. Demand for childcare in disadvantaged areas is set to increase with the extension of free places to disadvantaged two year olds.
- There is concern over lower levels of accessibility via current transport links to key employment areas of Belliver, Estover and Langage for residents from deprived areas of the city.
- Welfare Reform changes are estimated to impact 20% of the city's population, and will disproportionately affect some of Plymouth's most vulnerable families. This will lead to growing difficulty to manage household finance within an already challenging economic climate which has seen the costs of living rise significantly.
- While more data is required to understand the level and types of household debt across the city, there are clear indications of a growing need for workless and low income households to manage increased financial pressures including payment of bills, credit cards and personal debt.
- Approximately 14,000 Plymouth households are in fuel poverty – many of these are not in the most deprived parts of the city where social housing is most prevalent. This may represent a significant cohort of low income homeowners or families living in the private rented sector.

2.3 FAMILY LIFE AND CHILDREN'S LIFE CHANCES

This section reflects on the wide range of factors such as family, home environment, health and education, which contribute to improving the life chances of poorer children and young people.

2.3.1 Families and parental relationships

Many parents need support, but parents living in poverty can face particular stresses or barriers to providing the positive experiences their children need. Children raised by parents reporting high relationship quality and satisfaction tend to have higher levels of well-being, while intense conflict between parents – whatever their relationship status – has been shown to be detrimental for children's outcomes^{cvi}.

Despite a range of support available for parents across the city, there remains limited quantitative information regarding the quality of relationships between and the needs of parents living within low income households. Information gathered by school based Parent Support Advisors provides an insight into the types of issues being reported by parents during both formal and informal discussions, as follows:

- Managing children's behaviours at home
- Children's learning and development
- Healthy eating on a budget
- Managing stress
- Management of money and debt
- Approaches to parenting
- Understanding teenagers

National research shows that families living on a low income are much more likely to be facing a range of issues other than material deprivation which may affect their parenting for example mental health problems, domestic abuse and worklessness. Based on the criteria^{cvi} outlined for the Department for Communities and Local Government (DCLG) Troubled Families Programme, Plymouth has initially identified 645 families. Analysis of these families draws a strong link between poverty and where these identified families reside.

The highest numbers of identified 'troubled families' reside in the following neighbourhoods; North Prospect & Weston Mill, Honicknowle, Efford, Devonport, Whitleigh, Stonehouse, Barne Barton, St Budeaux & Kings Tamerton, East End and Ernesettle. Eight of these neighbourhoods are among the ten most deprived in the city.

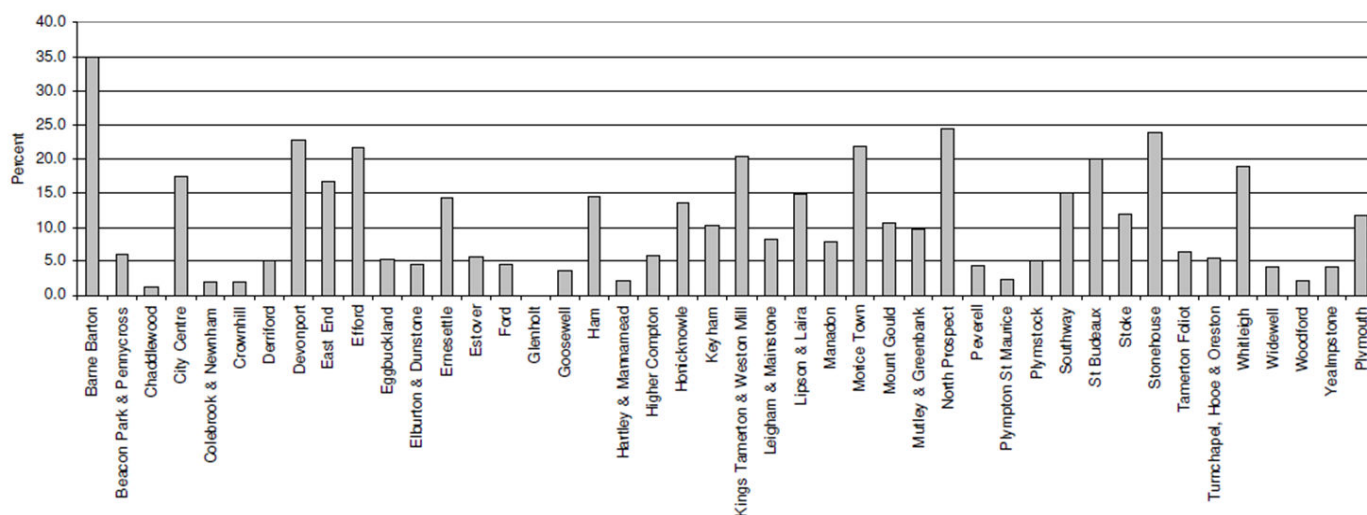
Further data has been generated from the 2010 Plymouth Health Visitor Survey which offers subjective observations on multiple household factors covering the health, social and lifestyle situation of the family together with details of illnesses and disabilities in the family. Key findings are as follows:

^{cvi} Coleman, L and Glenn, F (2009) 'When Couples Part: Understanding the consequences for adults and children. One plus one', Mooney et al. (2009) 'The Impact of Family Breakdown on Children's Wellbeing.' DCSF Research Report 113
^{cvii} The adults in the family are not working, children are not in school and family members are involved in crime and anti-social behaviour

- The 2010 survey identified 1,439 vulnerable families which represent 11.7% of families surveyed^{civiii}.
- Compared to the city average of 11.7%, the North West locality had the highest percentage of vulnerable families (19.1%) and the Plympton locality had the lowest percentage (2.0%).
- Barne Barton neighbourhood had the highest percentage of vulnerable families in 2010 (35.0%). This compares with Chaddlewood where the value was 1.2% in the same period.

The chart below identifies by neighbourhood the percentage of vulnerable families^{cix}.

Figure 2.11



The 10 neighbourhoods with the highest percentage of vulnerable families were; Barne Barton, North Prospect, Stonehouse, Devonport, Efford, Kings Tamerton & Weston Mill, Morice Town, St Budeaux, Whitleigh and City Centre. There is a significant percentage gap in the numbers of vulnerable families living in the most deprived neighbourhoods and least deprived neighbourhoods. Using the 2007 Indices of Multiple Deprivation, the percentage of vulnerable families in the most deprived neighbourhoods was 23.2% compared to 2.8% in the least deprived.

Table 2.3 identifies the selected indicators from the 2010 Health Visitor survey alongside the worst five neighbourhoods for each indicator. These indicators have been selected for the purpose of illustrating where the highest prevalence of families with multiple problems may reside.

^{civiii} A family is classified as vulnerable if they experience four or more of the original 26 health factors which have been collected since the survey process began. This classification of vulnerability is unique to the Plymouth health visitor survey.

^{cix} Neighbourhoods are the pre 2011 43 neighbourhoods and not the newly aligned 39 neighbourhoods.

Table 2.3

2010 Indicator	Worst five neighbourhoods	Most deprived v Least deprived
One or more parent(s) smoke Either reported by a parent or shared with the health visitor on a 'need to know' basis.	North Prospect Barne Barton Honicknowle Ernesettle Whitleigh	Least 18.2% Most 39.3% Diff. 21.1%
Violence in the family This includes physical and verbal violence, either reported by a parent or shared with the health visitor on a 'need to know' basis by another agency.	Barne Barton Devonport North Prospect Morice Town Whitleigh	Least 4.3% Most 19.5% Diff. 15.2%
Depressed/mentally ill parents Either reported by a parent or shared with the health visitor on a 'need to know' basis.	Barne Barton Devonport North Prospect Ham Whitleigh	Least 5.9% Most 14.3% Diff. 8.4%
Parenting problems Where the health assessment has identified parents who find difficulty in providing a consistent, bounded approach to parenting their child/children. This can be reflected in the child demonstrating behaviour that is outside the norm for their age or parents who have a lack of knowledge about issues or lack the incentive to implement a parenting style that produces the best outcomes for the development of children.	Whitleigh North Prospect Barne Barton City Centre Morice Town	Least 1.8% Most 9.4% Diff. 7.6%
Social isolation The separation of individuals or groups resulting in the lack of or minimising of social contact and/or communication. This separation may be accomplished by physical separation, by social barriers and by psychological mechanisms. In the latter, there may be interaction but no real communication.	Stonehouse City Centre Crownhill Manadon Devonport	Least 2.4% Most 7.3% Diff. 4.9%

There are neighbourhoods within Plymouth that appear among the worst areas for a number of the key vulnerability factors outlined above. North Prospect for example is among worst areas for parents smoking, violence in the family, depression and mental illness among parents and parenting problems. Unsurprisingly other neighbourhoods that rank highest across vulnerability factors are among our most deprived such as Morice Town, Barne Barton and Whitleigh.

2.3.2 Educational outcomes

Children growing up in poverty are less likely to do well at school which then impacts on their later life and helps to continue the cycle of poverty. Nationally, there is a significant and persistent attainment gap between pupils eligible for Free School Meals and their peers.^{cx}

Within Plymouth there are clear attainment gaps at all levels, from the Early Years Foundation Stage (EYFS) through to Key Stage 4 and post 16 qualifications.

Early Years

Provisional Early Years attainment data for 2011/12 shows that the percentage of children reaching a 'good level of understanding' has improved in Plymouth on 2010/11. National data is not yet available so the comparisons to regional and national averages below are based on 2010/11 attainment data.

2010/11 data shows that Plymouth;

- Plymouth has a lower rate of children achieving a good level of development at EYFS ^{cx} (56% compared to a national and regional average of 59%).
- There is an achievement gap within Plymouth of 30.9 percentage points between the lowest achieving 20% of children and the median (middle) score. The gap is slightly higher than the regional average but lower than the national average.

Table 2.4 illustrates the worst 10 neighbourhoods for Early Years achievement ^{cxii} within Plymouth.

Table 2.4

Neighbourhood of child residence	% Achieving 78 points at Early Years assessment
Stonehouse	36%
Kings Tamerton and Weston Mill	40.45%
North Prospect	40.60%
East End	42.60%
Morice Town	43.80%
Lipson & Laira	45.30%
Efford	47.70%
Ernesettle	49.00%
Plympton St Maurice	49.20%
City Centre	50%

Source: DfE Early Years Foundation Stage development 2009/10

^{cx} <http://www.education.gov.uk/inthenews/speeches/a00208822/brighton-college>

^{cx} This measure defines children achieving 78 points or more across the scales and at least 6 in each of the scales associated with the Personal, Social and Emotional and Communication, Language and Literacy areas of learning.

^{cxii} NI 72 Achievement of at least 78 points across the Early Years Foundation Stage with at least 6 in each of the scales in Personal, Social and Emotional Development and Communication, Language and Literacy

Early Year’s development scores are worst within Stonehouse neighbourhood and there is 42 percentage point gap between Stonehouse and the best performing neighbourhood of Derriford. Early Years achievement correlates with deprivation in that development was lower in the group of most deprived neighbourhoods than the least deprived (50.5% and 60.4% respectively).

Primary Years (Key Stage 2)^{cxiii}

Provisional attainment data for 2011/12 suggests that the attainment of Plymouth’s key stage 2 pupils has shown significant improvement on 2010-11 and is on a par with national and regional attainment levels in the subjects of English, Reading and Mathematics. Attainment levels are four percentage points lower than the England average for Writing.

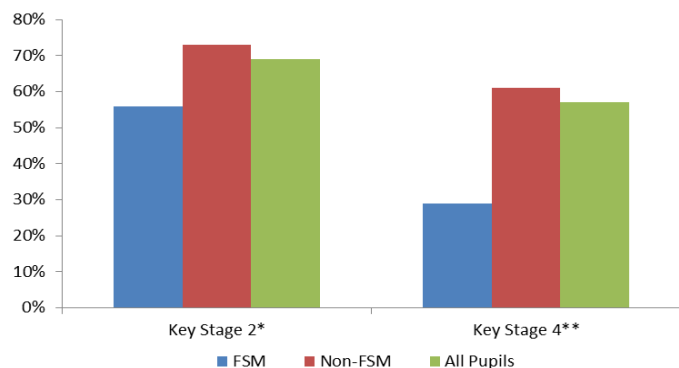
Table 2.5

	English	Reading	Writing	Mathematics
Plymouth	84%	86%	77%	84%
South West	86%	87%	82%	84%
England	85%	87%	81%	84%

Source: % of pupils achieving Level 4 or above in Key Stage 2 tests at maintained schools, Department for Education (Provisional – 2011/12)

As shown on the chart below, there is a clear attainment gap between those eligible for Free School Meals and those not. Attainment data by characteristics for 2011/12 was not available at time of writing so comparisons have been made using 2010/11 data. In 2010/11, the attainment gap at KS2 was 17% which, although considerable, actually represents the smallest gap within the South West.

Figure 2.12



Source: DfE Attainment by Pupil Characteristics 2010/11

*The proportion of pupils achieving level 4 or above in English and Mathematics

**The proportion of pupils achieving 5+ GCSE’s at Grade A*-C including English and Mathematics

^{cxiii} Key Stage 2 refers to the education between the ages of 7 and 11 years

Secondary Years (Key Stage 4)^{cxiv}

GCSE attainment data for 2011/12 has yet to be released by the Department for Education, as a result the following analysis is based on 2010/11 attainment levels.

Table 2.6

	5+A-C Grade's	5+A-C Grades (inc Maths and English)
Plymouth	80.7%	56.5%
South West	76.4%	57.5%
England	78.8%	58.3%

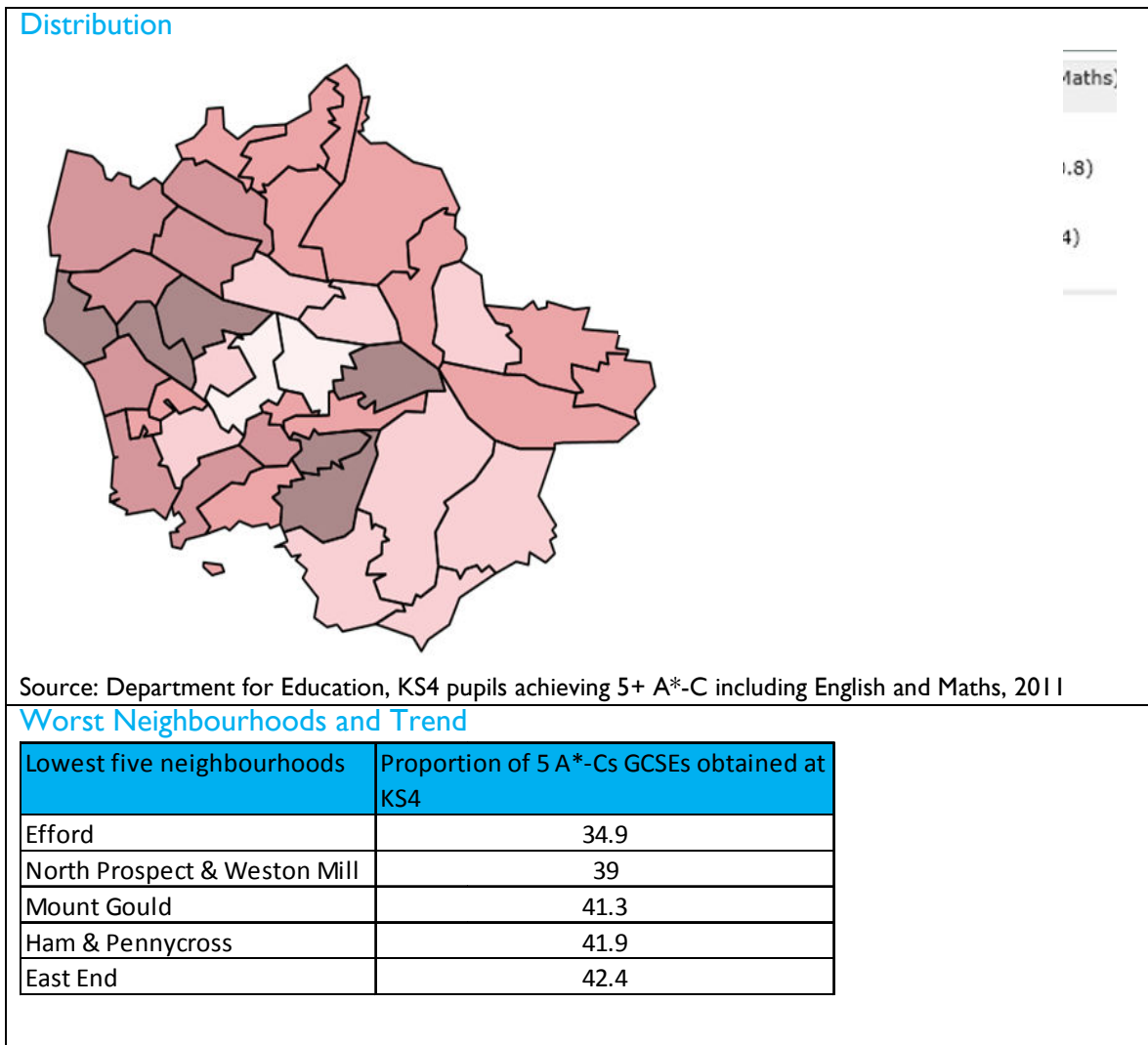
Source: Percentage of pupils at the end of Key Stage 4 achieving at GCSE and equivalents, Department for Education 2010/11

More children in Plymouth are achieving 5 or more A*-C grades at GCSE level than their regional and national counterparts when all subjects are taken into account however, Plymouth falls marginally below the regional and national averages when including Maths and English.

However, attainment levels have been improving for a number of years. The percentage of children achieving 5 A*-C's across all subjects was 80.7% in 2010/11, a rise from 59.8% in 2005/06. A rise has also been seen in attainment including Maths and English, from 42.5% in 2005/06 to 56.5% in 2010/11. The chart overleaf highlights Key Stage 4 attainment by neighbourhood.

^{cxiv} Key Stage 4 refers to the education between the ages of 14 and 16 years and incorporates GCSEs

Figure 2.13



As shown in Figure 2.12, there is also a significant attainment gap (32%) at Key Stage 4 between those eligible for FSM and those not. At Key Stage 4, the percentage of children not eligible for FSM who attained at least 5 GCSE's including Maths and English is more than double that for those who are.

The above data demonstrates a clear link between educational attainment and poverty, with neighbourhoods showing lowest Key Stage 4 attainment being amongst those with higher levels of deprivation. The link between poverty and attainment is further reinforced with the gap in attainment between those eligible for free school meals and those not as evidenced in Figure 2.12.

Post 16 Qualifications

As previously mentioned, children growing up in families living in poverty are less likely to gain qualifications. The table below highlights the qualification gap in Plymouth at age 19 between those who were eligible for free school meals at age 15 and those not eligible.

Table 2.7

Qualification Level	Eligible for free school meals at age 15	Not eligible for free school meals at age 15	Qualification gap
Level 2*	70%	85%	15% points
Level 3**	23%	48%	25% points

* GCSEs grades A*-C, Key Skills level 2, Skills for Life, Functional Skills at level 2

** A levels, GCE in applied subjects, International Baccalaureate, Key Skills level 3

Again, a clear attainment gap is evident, particularly at Level 3 with those eligible for FSM being half as likely to gain a Level 3 qualification.

Not in Education, Employment or Training (NEET)

Measuring the number of young people classed as NEET is a priority indicator for the city and can be a good measure for both levels of youth unemployment and of post 16 education attendance. In Plymouth the percentage of NEETs has fluctuated since 2004^{cxv}, peaking at 8.2% in 2005, with the lowest percentage being recorded last year (2011) at 6.1%. Plymouth has persistently had levels of NEET that are higher than both the national and regional averages; however we perform better against the average of our statistical neighbours^{cxvi}.

As with other measures of unemployment, there is a strong link between where levels of NEET are highest and levels of deprivation. As at the end of the third quarter of 2011/12 the localities with the highest numbers of NEETs were the North West and South West – localities in which some of our most deprived neighbourhoods belong. However, it is also worth identifying that many people who would fall into the NEET category will be subject to multiple needs and the reason for them being in this category will be beyond just educational attainment. The multiple needs of these individuals represent a gap in our analysis.

Tackling the attainment gap

The data above highlights the gap in attainment between those from a deprived background and those from more affluent families. The Joseph Rowntree foundation again highlights that ‘children growing up in poorer families emerge from school with substantially lower levels of educational attainment. Such ‘achievement gaps’ are a major contributing factor to patterns of social mobility^{cxvii}.

Research studies undertaken by the foundation highlight two major areas where policy can potentially close the attainment gap between those from poorer backgrounds and those from more affluent families. It is worthwhile to report these and take them into account when considering a response to child poverty. These two areas are;

^{cxv} Department for Education, 2011

^{cxvi} Plymouth’s statistical neighbourhood for levels of NEET are; Rotherham, Portsmouth, Southend on Sea, Isle of Wight, Telford, Torbay, Bournemouth, Sheffield, Southampton and Peterborough.

^{cxvii} <http://www.jrf.org.uk/publications/educational-attainment-poor-children>

Parents and the family home:

- Improving the home learning environment in poorer families (e.g. books and reading pre-school, computers in teen years).
- Helping parents from poorer families to believe that their own actions and efforts can lead to higher education.
- Raising families' aspirations and desire for advanced education, from primary school onwards.

The child's own attitudes and behaviours:

- Reducing children's behavioural problems, and engagement in risky behaviours.
- Helping children from poorer families to believe that their own actions and efforts can lead to higher education.
- Raising children's aspirations and expectations for advanced education, from primary school onwards.

2.3.3 Health Outcomes

One of the findings of the Marmot Review^{cxviii} was that there is a social gradient to health and that health inequalities result from social inequalities. Children born into low-income households are more likely to experience health problems from birth and accumulate health risks as they grow older.

The following section examines a range of those health outcomes linked to poverty from a local perspective. According to the Plymouth Health Profile 2012, the overall health of people in Plymouth is generally worse than the English average.^{cxix}

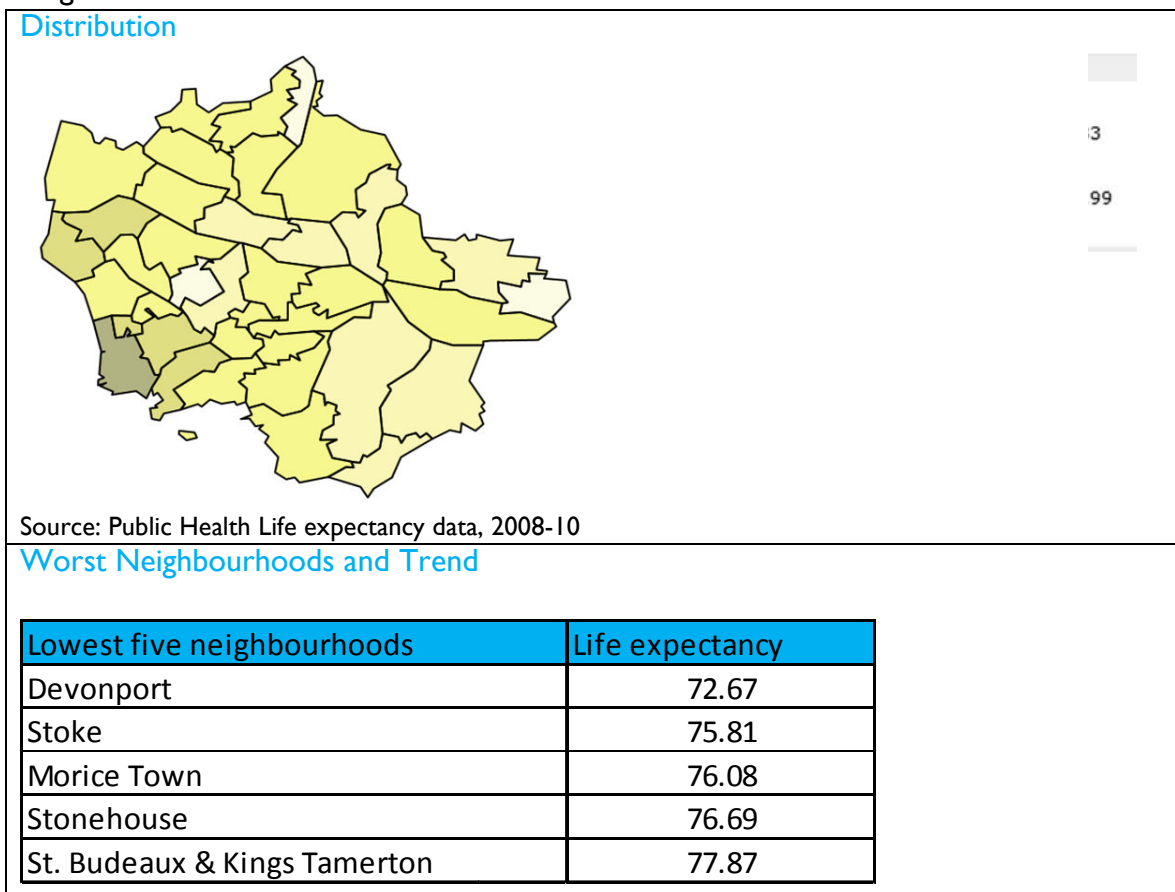
^{cxviii} The Marmot Review, Fair Society, Healthy Lives, 2010

^{cxix} Plymouth Local Health Profile 2012, Public Health Observatory

Life expectancy

Average life expectancy in Plymouth is comparable with the England average. The life expectancy for men is 77.6 years compared to an England average of 78.6 years. For women, average life expectancy is 82 years compared to an England average of 82.6 years. However, there are significant inequalities within the city as illustrated below.

Figure 2.14



This data provides compelling evidence of the link between levels of deprivation and life expectancy. The neighbourhood with the shortest life expectancy is Devonport (72.67 years) which is almost 13 years less than Chaddlewood which has the longest life expectancy of 85.4 years. Whilst in general life expectancy is worse in more deprived areas, there are exceptions to this. For example North Prospect and Weston Mill, a neighbourhood associated with families living in poverty, has a life expectancy that is above the city average. Conversely, Stoke neighbourhood has the second shortest life expectancy however within this neighbourhood there are more affluent areas.

Infant & Maternal Health

Plymouth has a higher than average rate of teenage pregnancy (45.8% compared to 38.1%)^{cox}.

Conception data for 2010/11 shows that 39% of under 16 conceptions occurred in neighbourhoods classed as among the 'most deprived' which compares to 20% in the 'least deprived' neighbourhoods.

There is also a higher than average rate of women who smoke in pregnancy (18.6% compared to 13.7%). Recent NHS figures show that more than one in six pregnant women in Plymouth smoke and this is thought to be linked to the high rate of teenage pregnancies with younger women.^{coxi}

Babies born in low income households have a far greater risk of having a low birth weight which is linked to future health related problems. Within Plymouth, the neighbourhood with the highest proportion of low birth weight babies (18.6%) is Ham & Pennycross. Other neighbourhoods where there are a higher proportion of low weight births are City Centre, Mutley, Greenbank & University, Ford, Devonport and North Prospect & Weston Mill.

Figure 2.15

Distribution



Source: Public Health Low birth weight data, 2010

Worst Neighbourhoods and Trend

Highest five neighbourhoods	Proportion of low birthweights
Ham & Pennycross	18.6
Mutley	16.7
Ford	13.9
City Centre	12.3
Greenbank & University	12

^{cox} Plymouth Local Health Profile 2012, Public Health Observatory

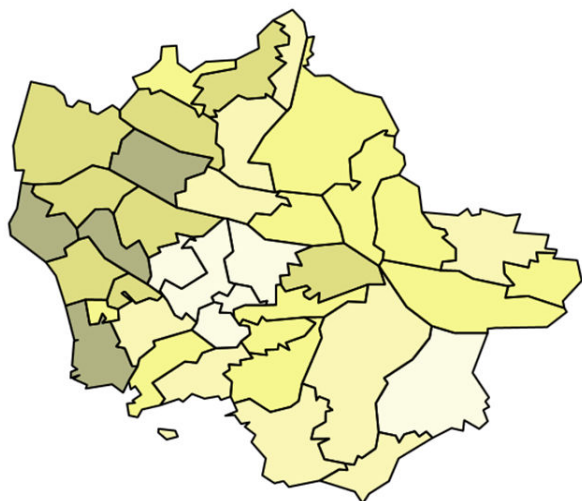
^{coxi} <http://www.thisisplymouth.co.uk/pregnant-women-smoke-Plymouth/story-16812227-detail/story.html>

Breastfeeding

Plymouth has a lower than average rate of breastfeeding initiation (69.4% as opposed to 74.5%).^{cxix} The following maps show the level of intention to breastfeed at discharge and the prevalence at 6-8 weeks by neighbourhood.

Figure 2.16

Distribution



Source: Public Health Intention to breastfeed at discharge, 2010

Worst Neighbourhoods

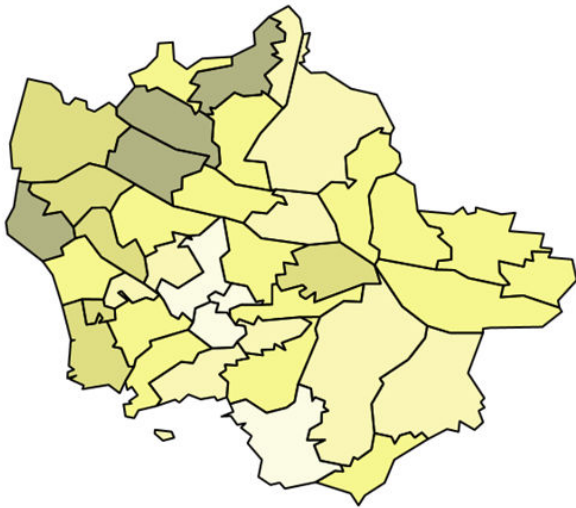
Lowest five neighbourhoods	Proportion of intent to breastfeed at discharge
Barne Barton	30.56
Devonport	32.56
North Prospect & Weston Mill	32.58
Honicknowle	36.62
Keyham	40.35

The link between the deprived areas and those with the lowest breastfeeding rates is again apparent with Devonport having among the lowest rates of intention to and actual breastfeeding. At 6-8 weeks just 22% of children are breastfed. Other neighbourhoods where breastfeeding at 6-8 weeks is lower include Barne Barton, Ernesettle, Honicknowle and Southway, all of which have rates of breastfeeding of less than 24%.

^{cxix} Plymouth Local Health Profile 2012, Public Health Observatory

Figure 2.17

Distribution



Source: Public Health Breastfeeding prevalence at 6-8 weeks, 2011

Worst Neighbourhoods

Lowest five neighbourhoods	Proportion of intent to breastfeed at 6-8 weeks
Honicknowle	12.59
Southway	14.49
Whitleigh	14.95
Barne Barton	20.41
Devonport	23.36

Childhood Obesity

The relationship between poverty and childhood obesity is well established, children in disadvantaged neighbourhoods being significantly more likely to be more obese than more affluent peers^{cxixiii}. Plymouth has a rate of childhood obesity that is not significantly different to the England average. 9.4% of children in reception year (aged 4 – 5) are classed as obese, which is also the England average. For children in year 6 (aged 10 – 11), the percentage of obesity is 18.8%, comparable to the 19% national average.

Considering the slightly higher levels of poverty in Plymouth, it is surprising that childhood obesity rates are not above average however, as shown in the table below, there is considerable variance between the most and least deprived neighbourhoods in both reception year and year 6.

^{cxixiii} Griggs, J. and Walker, R., The costs of child poverty for individuals and society: A literature review, 2008, Joseph Rowntree Foundation

Table 2.8

	Reception	Year 6
Most Deprived	13.1	21.9
Least Deprived	6.4	15
Plymouth	9.4	18.7

Source: Plymouth Public Health, 2010/11

Historical data shows the gap in obesity rates in reception year between the most and least deprived neighbourhoods have increased in recent years although the trend for year 6 is less clear. A gap in our knowledge is to fully understand the reasons behind this inequality gap, anecdotally issues such as supermarkets targeting the local population in how they stock their stores – for example in more deprived areas the emphasis may be less on promoting healthy eating and more on unhealthy products deemed more attractive to customers. Further research into eating habits including the impact of inter-generational unhealthy eating on children would assist us in better understanding the problem.

It is worth noting that although the widening inequality gap is of real concern, there is concern than parents refusing permission to have their child weighed may affect results, any effect of this cannot be quantified.

Unintentional Accidents and Injuries

In 2010/11, the level of unintentional child injury was 122.8 per 10,000 population. This represents a considerable drop from 158.1 per 10,000 population in 2008/09. However, in comparison to the national average, Plymouth has a high rate of hospital admissions due to injury (2,280 per 100,000 population aged 0-17 as opposed to 1,466). Neighbourhoods within Plymouth where the rate of unintentional injuries is highest include North Prospect & Weston Mill, East End, Whitleigh, Morice Town and Barne Barton – each of which is among the ten most deprived neighbourhoods in Plymouth.

Adult Mental Health

Plymouth Adult Mental Health needs assessment published by Public Health in March 2012 identifies that a number of risk factors associated with mental health in Plymouth. Each of these risk factors are considered within this child poverty assessment given links to deprivation and inequalities in the city. Plymouth risk factors to mental health are;

- High levels of socio-economic deprivation; and increased numbers of people in receipt of all benefits, in particular incapacity benefit (subject to welfare reform).
- Poor housing conditions and homelessness.
- Levels of health inequality between neighbourhoods are greater than the national average.
- Increased rates of violent crimes including sexual offences are likely to have an impact on the mental health and well-being of residents.
- A significant number of families are classed as vulnerable and experience risk factors such as violence within the family, particularly in more deprived areas.
- The physical health of people in Plymouth is worse than the national average; and the prevalence of long-term conditions such as diabetes and Coronary Heart Disease is higher than in some comparator cities.

- Alcohol and drug dependence are important issues for Plymouth; over 10,000 people are estimated to be alcohol dependent; and alcohol consumption and admission figures are greater than average.

Some key findings raised in the needs assessment and have been reported given the relevance to child poverty are shown below;

- The mental health needs of Plymouth are estimated to be over 20% higher than would be expected for a city this size, indicating that the City has a high burden of mental ill health^{cxxiv}
- Over 40,000 people are likely to have a common mental health problem such as depression and anxiety, although only half may need specialist treatment.
- The number of hospital attendances for self-harm has been growing, and over twice as many came from the most deprived neighbourhoods as compared to the least deprived^{cxxv}. The 19 and under age bracket had the highest number of attendances to hospital as a result of self-harm, closely followed by the 20-24 age bracket.
- Women with a pre-existing mental health problem may stop, reduce or change their medication during pregnancy or when breastfeeding, and are at increased risk of another episode. In Plymouth in 2010 there were 3,280 live births. The total fertility rate, which is the number of children an average woman at current fertility rates would have over a lifetime, was 1.83^{cxxvi}. With an estimated prevalence of postnatal depression of 12-13%, we would expect around 400 women each year in Plymouth to experience this condition.
- Young people leaving care are at higher risk of having, or developing mental health problems. Reports of the prevalence of psychopathology among children looked after by local authorities vary between 17-89%, which compares with estimates of 3-18% for children outside the care system^{cxxvii}. In the year ending 2011 in Plymouth there were 35 19 year olds defined as care leavers^{cxxviii}.

Child Mental Health

Plymouth is significantly worse than the England average for hospital admissions due to mental health issues for children aged between 0 and 17 (140.7 per 100,000 population compared to 109.4). The graph below shows the estimated number of children in Plymouth likely to suffer from different types of mental health illness^{cxxix}.

^{cxxiv} North East Public Health Observatory. MINI and NPMS Needs Indices Data.

<http://www.mentalhealthobservatory.org.uk/mho/mini> (accessed 2 January 2012)

^{cxxv} Plymouth Hospital's NHS Trust – Emergency Department attendances 2010/11

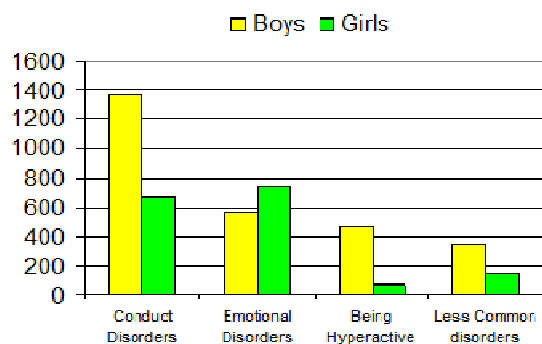
^{cxxvi} Office for National Statistics. Conception and Fertility Rates. <http://www.statistics.gov.uk/hub/population/births-and-fertility/conception-and-fertility-rates>

^{cxxvii} Ford T, Vostanis P, Meltzer H, & Goodman R. Psychiatric disorder amongst British children looked after by local authorities; comparison with children living in private households. *British Journal of Psychiatry*. 2007. 190 319-325.

^{cxxviii} Department for Education. *DfE: Children Looked After by Local Authorities in England (including adoption and care leavers) - year ending 31 March 2011*. <http://www.education.gov>.

^{cxxix} Based on prevalence estimations by Kurtz et al, 1995

Figure 2.18



Source: Children and Young People’s Plan needs analysis, 2010/11

These figures also need to be placed within the context of significant amounts of deprivation across Plymouth compared to the South West and England. Based on this it would be anticipated that these expected numbers could be an **underestimate**. These estimates also only cover the 5-15 year old child population. For many reasons, transition from Child and Adolescent Mental Health services (CAMHS) can be difficult time for vulnerable young people. We know however that even if a young person is in contact with CAMHS, they may not meet service criteria for Adult Mental Health Services (AMHS); and there will be occasions where young people “fall through the gaps”.

An analysis of risk factors as part of understanding the likelihood of developing an emotional wellbeing or mental health problem can also generate more insight into potential areas of need, especially in understanding the various factors that influence a child throughout their early years^{xxxx}, as can be seen by the table below which highlights how certain groups or characteristics are disproportionately affected with regards to poor mental health.

Table 2.9

Impact of risk factors on prevalence of any mental disorder: Risk factor	Expected prevalence of mental disorder
Child with learning disability	22%
Households with no working parent	20%
Parental mental illness	18%
5 or more children in household	18%
Lone parent families	16%
Children living in less prosperous/mixed areas	16%
Parents with no educational qualifications	15%

Source: ONS, 2002, Follow Up Survey

^{xxxx} Kurtz et al, 1995

Drug and Alcohol Misuse

Plymouth has significantly higher rates of hospital admissions due to alcohol^{xxxxi} and children and young people using alcohol^{xxxxii}. Plymouth is also significantly worse for alcohol related admissions to hospital among the adult population.^{xxxxiii} It is known that last year there were approximately 145 children whose parents accessed alcohol treatment provided by Harbour Drug and Alcohol services^{xxxxiv}. In reality, the true number of children living in a family environment where there is an abuse of alcohol is likely to be much higher. The Plymouth Hidden Harm Needs Assessment 2008^{xxxxv} estimates that between 3,900 and 6,500 children are affected by significant parental alcohol misuse in Plymouth. Also, a snapshot of child protection cases in 2011 identified that 314 open child protection cases had alcohol as one of the key parental classifications.

There is a link between where these children live and levels of deprivation with the highest number of cases in the neighbourhoods of Barne Barton, City Centre, Efford and Devonport, all neighbourhoods which are among the most deprived in the city.

Smoking

Plymouth has a higher rate of adult smoking than the England average (25.1% compared to 20.7%)^{xxxxvi} and the rate of children and young people who smoke is slightly higher to the national average (5% compared to 4%)^{xxxxvii}.

The Tobacco plan for Plymouth highlights that Tobacco use is the primary cause of health inequalities within the city and by some distance is the highest cause of preventable deaths. Evidence shows that the more smokers living in a child's family the more likely it is that child will smoke themselves^{xxxxviii}.

There is a strong link between rates of smoking within Plymouth and levels of deprivation. The rate of smoking across all ages is over 30% in the highest quintile of deprivation, which compares to less than 15% within the lowest quintile. Thirteen neighbourhoods have a smoking rate of over 35%, including Devonport, Stonehouse, Morice Town, Barne Barton and Whiteleigh, which represent some of the most deprived neighbourhoods.

^{xxxxi} 92 per 100,000 under 18 population compared to 61.8 nationally, Plymouth Child Health Profile 2012, ChiMat

^{xxxxii} 19% compared to 15% nationally - Plymouth Child Health Profile 2012, ChiMat

^{xxxxiii} Plymouth Local Health Profile 2012, Public Health Observatory

^{xxxxiv} National Drug and Treatment Management System

^{xxxxv} The Plymouth Hidden Harm Needs Assessment (2008)' Hidden Harm Working Group analysis of need'

^{xxxxvi} Plymouth Local Health Profile 2012, Public Health Observatory

^{xxxxvii} Plymouth Child Health Profile 2012, ChiMat

KEY MESSAGES – FAMILY LIFE & CHILDREN’S LIFE CHANCES

- There is a greater concentration of families with multiple and/or complex needs living in the most deprived areas of the city. Multiple and complex needs may include lone parents, disability, health problems, parenting problems or social isolation amongst others.
- There is a significant attainment gap at all levels, from early years foundation stage, Key Stage 2 (primary schools), Key Stage 4 (secondary school) and post 16 education, between those eligible for Free School Meals and those not. Research indicates that, without effective intervention, this trend is established at a very early age and continues with the child into adulthood.
- Areas of lowest scores for Early Years Foundation Stage correlate with areas of highest deprivation.
- At Key Stage 4 (secondary school), the percentage of children from less deprived areas/households (i.e. not eligible for FSM) who attained at least five GCSE’s is more than double that for those where children are in receipt of FSM.
- While relatively stable, the rate of young people post 16 years not in education, employment or training remains a significant concern in light of increasing rates and distribution of youth unemployment.
- There are inequalities in life expectancy with life expectancy lower in more deprived areas. For example the average life expectancy for people in Devonport is nearly 13 years less than those in Chaddlewood.
- Despite improvements in recent years health outcomes for families in the most deprived areas of Plymouth are less positive than their more affluent neighbours with lower rates of breastfeeding (at birth), higher rates of teenage pregnancy, and higher rates of low birth weights.
- Childhood obesity rates are much higher in the most deprived areas of the city than in the least deprived areas.
- Plymouth has smoking rates significantly higher than the England average – this equates to 1 in 4 adults on average – this rises to 1 in 3 adults in areas of deprivation compared to 1 in 7 adults in the least deprived areas.
- 1 in 6 pregnant women in Plymouth smoke, most of who are young mothers from areas of highest deprivation.
- Accurate data on the mental health needs of parents and children is not available, but prevalence rates matched with levels of deprivation indicates a significant need that is not acknowledged by key services across the city.

2.4 COMMUNITIES AND NEIGHBOURHOODS

This section reports on the key issues that link poverty and its direct effects within local communities and neighbourhoods. A key driver and outcome of living in poverty revolves around quality of housing as well as crime and community safety issues including anti-social behaviour and domestic abuse.

2.4.1 Housing

The Strategic Housing Market Assessment update in 2010^{xxxxix} together with the Private Sector Housing Stock Conditions report 2010 provide an extensive overview of the housing situation in Plymouth, raising a number of concerning issues that will directly and indirectly impact on child poverty. It is recommended that these reports are read to fully understand the housing picture of the city.

A snapshot of housing data in February 2012 identified that there were approximately 600 families with three or more children on the Council's housing register who were in receipt of Housing Benefit and Income Support or Job Seekers Allowance. The numbers of these families were highest in North Prospect & Weston Mill, Barne Barton, Devonport, Honicknowle and St Budeaux and Kings Tamerton^{cxl}.

Overcrowding

Families with children living in overcrowded housing will have no or limited space to do their homework, limiting their ability to thrive or to attain the standards that they might have otherwise reached. Overcrowding is an established risk factor to ill health among occupants, in particular the ill-health of children.

There are high levels of overcrowding in Plymouth. Of the 9,671 people currently registered for social housing through Devon Home Choice (DHC), 1,951 (20%) lack a bedroom, and 190 (2%) lack two bedrooms. More worryingly, those who are more overcrowded (by 2 or more bedrooms) are unlikely to be housed through DHC^{cxli}.

The housing register has highlighted a significant number of large families in poverty^{cxlii} who are overcrowded. In September 2011, there were 255 families with 4 or more bed-need seeking properties through Devon Home Choice.

Temporary Accommodation

Despite the success of homelessness prevention initiatives, patterns and causes of homelessness in Plymouth stubbornly persist. Homelessness disproportionately impacts on children and young people (over half of all those who made an approach being in housing need). Most often, these young people and families have been evicted by their parents or family or have suffered from relationships breaking down.

^{xxxxix} Plymouth City Council Strategic Housing Market Needs Assessment 2009 - 2010

^{cxl} Neighbourhoods identified using correspondence address on housing register

^{cxli} Plymouth City Council (2010) Strategic Housing Assessment Update

^{cxlii} Based on household income of £20k or less

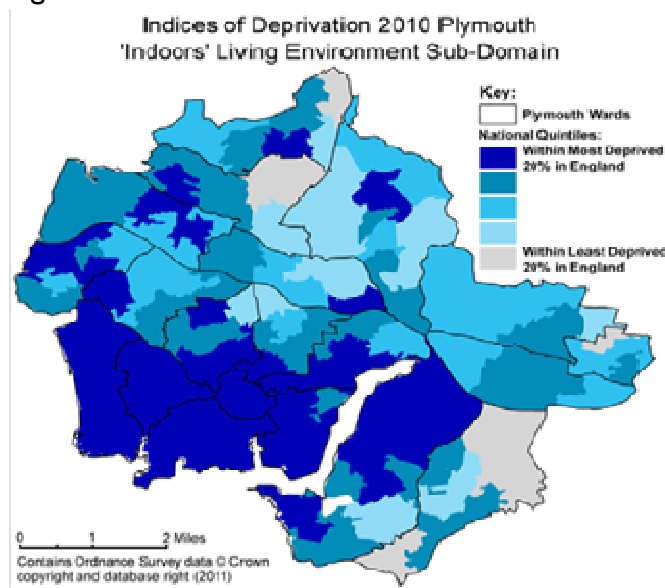
At any one time, approximately 49 homeless families (an average of 87 children) are bringing up their children in temporary accommodation in the city and this figure has increased 31% from 2010/11).

Children living in temporary accommodation are almost twice as likely to suffer from poor health, e.g. respiratory problems, asthma, bronchitis, as other children^{cxliii}. It is also well recognised that the prolonged and transient nature of life in temporary accommodation makes it harder to safeguard vulnerable children^{cxliv}.

Housing Conditions

There is a clear relationship between the areas of worst housing condition, deprivation and health inequalities in Plymouth. The following map illustrates the Indices of Deprivation “indoors living domain” which represents the distribution of housing in poor condition, and without central heating. The map shows that the largest concentration of poorest condition housing and without central heating (dark blue) is found in the south west and central city area which is also the area of oldest housing.

Figure 2.19



Plymouth’s private sector stock is older than the national average with a far higher proportion of medium / large terraced houses (31% compared with 19% nationally). Around 50% of private rented stock is pre 1919 (compared with 40% nationally) and predominates in inner-central neighbourhoods with older, terraced housing.

The age, condition and tenure of housing stock in Plymouth presents a number of challenges, particularly considering the impact of poor housing on health and child poverty. Around 30,000 (33%) private sector homes are classified as non-decent with 25,500 occupied by vulnerable residents.

^{cxliii} Shelter – Against all odds - 2006

^{cxliv} Working together to safeguard children, 2010, Department for Children, Schools and Families

2.4.2 Crime and Community Safety

Youth Offending

Long term trends for youth offenders in Plymouth show a significant drop of 56% in the number of offenders^{cxlv} and the rate of reoffending although it rose slightly in 2010. In 2010, the reoffending rate for young offenders was 37%, slightly higher than the national rate of 34.1%.^{cxlvi}

Data from the Youth Offending Service (YOS) identifies that young offenders are most likely to reside in areas recognised as being among the most deprived and that also have higher levels of crime. However, there is one stand out exception to this with the second highest number of young offenders residing in Plympton. The table below identifies the top 10 areas where young offenders reside.

Table 2.10

Youth Offending Area	Number of young offenders
Devonport	27
St Budeaux	19
Plympton	18
North Prospect	17
Eggbuckland	16
Stoke	16
Whitleigh	15
Efford	15
Stonehouse	15
Honicknowle	15

Source: Number of young offenders by YOS area, Youth Offending Service 2011/12

Crime and anti-social behaviour levels

Crime levels are higher in more deprived areas. Of the neighbourhoods with high rates of crime and anti-social behaviour shown in the tables below, many are among the most deprived.

Table 2.11 Rates of Overall Crime

Neighbourhood	Total Crime rate per 1000 population
City Centre	528.8
Stonehouse	222.8
Morice Town	200.4
Mutley	187
East End	167.9
Devonport	159.7
Barne Barton	122.7
Greenbank & University	117.1
Whitleigh	115.8
Stoke	111.4

Source: Devon and Cornwall Police, 2011/12

^{cxlv} Between 2006 and 2010

^{cxlvi} Ministry of Justice, 2010

Table 2.12 Rates of Anti-Social Behaviour Incidents

Neighbourhood	Anti-Social behaviour incidents rate per 1000 population
City Centre	225.9
Stonehouse	106
Mutley	99.1
Devonport	97.9
Morice Town	87.2
Whitleigh	73.6
Barne Barton	73.6
Ernesettle	73.3
East End	67.1
Honicknowle	63.1

Source: Devon and Cornwall Police, 2011/12

Abuse in the home

Levels of domestic abuse are higher in neighbourhoods with higher levels of deprivation. The neighbourhoods with the highest rate of domestic abuse are shown below and include 7 neighbourhoods that fall within the 10 most deprived in the city.

There were 2,274 domestic abuse crimes recorded by the Police in 2011/12 where a child was present at the time of the incident. The 10 neighbourhoods with the highest rates of incidents where a child is present are shown below and again, there is a pattern of higher prevalence among the most deprived areas.

Table 2.13

Neighbourhood	All Domestic Abuse Incidents resulting in a crime - rate per 1000 population
Morice Town	29.27
Barne Barton	24.66
Devonport	20.18
Whitleigh	15.7
Stonehouse	15.27
Lipson & Laira	12.59
Southway	12.24
Keyham	12.07
Honicknowle	11.84
City Centre	11.81

Source: rates of Domestic Abuse crimes and incidents, Devon and Cornwall Police, 2011/12

2.4.3 At Risk / Vulnerable Groups

There are also a number of groups that are nationally considered to be at higher risk or more vulnerable to child poverty. These finding should warrant a closer review of how services currently target these groups and whether their needs have been considered in terms of their likelihood of being at higher risk of child poverty.

This section summarises some of the key groups vulnerable to poverty focusing on both national evidence and the local picture.

Group	Evidence	Prevalence in Plymouth
<p>Low income working families</p>	<p>Now often referred to as the ‘hidden poor’, working families on a low income are becoming increasingly vulnerable to poverty.^{cxlvii} More than half of all children in poverty (58%) live in homes where at least one adult work.^{cxlviii}</p> <p>According to Oxfam, for people in in-work poverty, working may actually undermine their ability to cope on a low income. There is less time to spend buying the cheapest foods; there may be transport costs involved in getting to work; and without the money to pay for professional child care, a worker may be more reliant on their social support network but less able to reciprocate.^{cxlix}</p> <p>Poor quality work combining elements of low pay, long hours, unsocial shifts and exploitative working conditions has been found to be detrimental to health and wellbeing.^{cl}</p>	<p>As at December 2011 over 22,000 families with over 39,000 children were claiming in work tax credits.^{cli} The data shows that families on a low income are spread across the whole city and not just in recognised deprived areas.</p> <p>Plymouth has a lower than average rate of pay £445 in comparison to both the South West at £473 and the national average of £503.^{clii}</p> <p>An increasing number of people from families described as new to poverty are accessing services such as the Plymouth Food Bank and debt advice providers. Often these families are in work and low incomes have contributed to their need.</p>
<p>Disabled parents and parents of disabled children</p>	<p>Nationally, disabled people are more vulnerable to living in poverty as are parents to disabled children. Over a million children living in poverty are affected by disability according to Barnardo’s.^{cliii}</p>	<p>The highest numbers of disabled people reside in the neighbourhoods^{cliv} of; Stonehouse, Honicknowle, Mutley & Greenbank, Whiteleigh and Stoke. It is not known how many of these are parents or children therefore there is</p>

^{cxlvii} The hidden poor – in work but sinking after years without pay rises, The Guardian, June 2012

^{cxlviii} What causes child poverty? , Barnardo’s, 2012

^{cxlix} Poinasamy, K., When Work Won’t Pay: In-work poverty in the UK, 2011, Oxfam GB

^{cl} Crisp et al. Work and worklessness in deprived neighbourhoods, 2009, Joseph Rowntree Foundation

^{cli} Department for Work and Pensions – In work families claiming child tax credits, December 2011

^{clii} NOMIS, Labour Market Profile Plymouth, 16 February 2012

^{cliii} What causes child poverty? , Barnardo’s, 2012

^{cliv} Neighbourhoods are the pre 2011 43 neighbourhoods and not the newly aligned 39 neighbourhoods.

	Families with disabled children are much more likely to be in poverty because of the higher costs associated with bringing up a child with a disability, and, in some cases, the loss of income involved when a parent has given up work to care for the child.	currently a knowledge gap around this vulnerable group.
Lone Parents	<p>Nationally lone parents are recognised as vulnerable regardless of whether they are in work or not. In lone parent households, 41% of children are living in poverty compared to 23% in two parent families according to Barnardo's.^{clv} Much of this is thought to be due to high levels of worklessness and low out of work benefits.</p> <p>There is a strong link between lone parent families and unemployment. Nationally, employment rates among lone parents are significantly lower than average (57% compared with 72%), while nearly a quarter of all workless households are made up of a single adult and dependent children.^{clvi}</p> <p>Additionally, Barnardo's also report psychological barriers for lone parents getting back into work in that some feel isolated and lack confidence and may also experience poor physical and mental health and be socially excluded.</p> <p>According to the charity Gingerbread, lone parents find it harder to meet childcare costs, are much more likely to be in social housing and are more likely to be in arrears with mortgages and household bills.^{clvii}</p>	<p>Lone parents represent the most vulnerable group to poverty in Plymouth. Data tells us that approximately 70% of children living in poverty are living in single parent families.^{clviii}</p> <p>Nearly 70% of children living in poverty in Plymouth live in lone parent families which equates to 7,945 children. Neighbourhoods with the highest numbers of children living in lone parent families are North Prospect and Weston Mill (1005), Honicknowle (865), Devonport (780), Stonehouse (670) and Efford (660). A gap in our knowledge is the makeup of lone parent families. For example we do not know whether the lone parent is the father or mother or the numbers of children affected.</p> <p>Anecdotal evidence suggests that in some cases lone parents who are out of work feel they are financially better off unemployed. Practitioners report that many lone parents also have low aspirations and feel socially excluded. This can lead to parents feeling more secure on benefits and to fear employment and the responsibility of financial management. Qualitative data also suggests that while many lone families do not formally live with a partner, many do have partners who contribute financially to the household.</p>

^{clv} Ibid

^{clvi} State of the Nation: Poverty, Worklessness and Welfare Dependency in the UK, 2010, HM Government

^{clvii} Statistics, Gingerbread, 2010

^{clviii} Department for Work and Pensions Lone Parent Benefit Claimants, 2011

<p>Young Parents</p>	<p>Data tells us that there is a link between deprivation and teenage conception.^{clix}</p> <p>Nationally it is reported that young parents are more vulnerable to poor physical and emotional health issues as are children to young parents^{clx}.</p>	<p>In Plymouth 39% of under 16 conceptions occurred in neighbourhoods classed as among the ‘most deprived’ which compares to 20% in the ‘least deprived’ neighbourhoods</p> <p>The Food Bank reports that young parents, often excluded from their families represent a user group who need to access free food – although they do not represent the biggest cohort of user.</p>
<p>Large Families</p>	<p>Within large families with three or more children, 35% of children are living in poverty compared to 24% of children from families with two children and 26% of children from one-parent families.^{clxi}</p> <p>Research suggests that parents of children in large families are more likely to be not working, from ethnic minorities, have had their first child at younger ages, be less educated and have a young child^{clxii} - all characteristics linked to living in poverty.</p> <p>Larger families are vulnerable to housing problems particularly overcrowding. Overcrowding can affect a child’s standard of living and can also have a detrimental effect on health and education attainment.</p>	<p>Large families are most prevalent in the neighbourhoods of North Prospect & Weston Mill, Honicknowle, Efford and Devonport.</p> <p>A snapshot of housing data in February 2012 identifies that there were approximately 600 families with three or more children on the Council’s housing register who were in receipt of housing benefit and income support or job seekers.</p> <p>The housing register also identifies that a significant number of large families are in poverty, many of whom are living in overcrowded conditions.</p>
<p>BME Families / Asylum Seekers</p>	<p>Research states that those from BME communities are a vulnerable group to living in poverty. Within Black or Black British households, 47% of children live in poverty. This rises to 58% in Pakistani and Bangladeshi households, compared with 26% in White households.^{clxiii}</p> <p>Higher worklessness and lower educational attainment are contributing factors for the high rate of poverty among BME communities.</p>	<p>6.6% of Plymouth’s population is from a BME community, this population has trebled over the past ten years^{clxiv}.</p> <p>The South West and South East localities have the highest proportions of populations from a BME community. There are currently 20 unaccompanied Asylum Seeking children aged between 17 and 19 in the city^{clxvi}.</p>

^{clix} Deprivation teen pregnancy boost, BBC News, February 2007

^{clx} Farrington, D., Understanding and preventing youth crime, 1996, Joseph Rowntree Foundation

^{clxi} What causes child poverty? , Barnardo’s, 2012

^{clxii} Bradshaw, J. et al, Child Poverty in large families, 2006, Joseph Rowntree Foundation

^{clxiii} What causes child poverty? , Barnardo’s, 2012

^{clxiv} Knowing our Communities, Social Inclusion Unit, 2012

	<p>Asylum seeking families and their children are among the most disadvantaged groups in the country. Asylum seeking families are not allowed to apply for permission to work for the first 12 months of their application. Not only does this force them to rely on state benefits but denies them the chance to integrate into their community and reduces the chances of them finding employment if they are given refugee status.^{clxiv}</p>	
Migrant Workers	<p>The economic downturn has led to a reduction in work opportunities for migrant workers, putting financial hardship on these communities. An increase in domestic abuse among migrant worker families has been reported^{clxvii}.</p> <p>Financial difficulty has meant migrant workers are more vulnerable to partake in petty crime or be exploited by criminal gangs^{clxviii}.</p>	<p>There are approximately 500 Western Europe migrant workers in the city. This community is dwarfed by numbers of migrant workers from Eastern Europe; there are an estimated 4,500 Russian/ Polish speaking migrant workers^{clxix}.</p>
Workless Households	<p>The UK has the highest proportion of children whose parents do not work, compared to other European countries. Low out-of-work benefits mean that most of these children are poor.^{clxx}</p> <p>Growing up in a workless family is associated with lower educational attainment, reduced aspiration to gain employment and future worklessness.^{clxxi}</p> <p>The economically inactive make up around ¾ of workless households in the UK.^{clxxii}</p>	<p>There are over 6,000 families in Plymouth that claim out of work tax credits^{clxxiii}. Numbers of families claiming out of work tax credits are highest in the neighbourhoods of North Prospect & Weston Mill, Stonehouse, Honicknowle, Devonport and Barne Barton.</p> <p>Plymouth has a higher than average rate of economic inactivity and a high percentage of long-term sickness.^{clxxiv}</p>

^{clxvi} Ibid

^{clxiv} Ibid

^{clxvii} Amber Initiatives – supporting organisation for migrant workers in Plymouth

^{clxviii} Ibid

^{clxix} Ibid

^{clxx} What causes child poverty? , Barnardo's, 2012

^{clxxi} A New Approach to Child Poverty: Tackling the Causes of Disadvantage and Transforming Families' Lives, 2011, HM Government

^{clxxii} Harkness, S., Gregg, P. and MacMillan, L. Poverty: the role of institutions, behaviours and culture, 2012, Joseph Rowntree Foundation

^{clxxiii} HMRC, Families claiming out of work tax credits, August 2010

^{clxxiv} NOMIS, Labour Market Profile Plymouth, 16 February 2012

KEY MESSAGES – COMMUNITIES AND NEIGHBOURHOODS

- Plymouth has high levels of families with children living in overcrowded housing. The number of homeless families requiring temporary accommodation remains stubbornly high despite intervention to prevent this from happening.
- 33% of Plymouth's private sector stock across the city is old and considered non decent – this equates to around 30,000 private sector homes, occupied by 25,500. There is not enough data at present to determine how many house families living in poverty.
- Social housing, located predominantly in the West of the city is often well maintained and more energy efficient than older private sector housing. The age, condition and tenure of private sector housing stock in Plymouth is of concern and may be impacting on the health of the most vulnerable families.
- Deprived neighbourhoods in the city are most likely to experience higher levels of crime, antisocial behaviour and domestic abuse. However patterns of youth offending across the city are less clear cut with less deprived areas seeing similar number of offenders as the more deprived areas.
- Further work needs to be undertaken to better understand how services currently target those groups considered more vulnerable to poverty and whether their needs have been fully considered in service planning.

2.5 Child Poverty Performance Indicators

In order to illustrate child poverty in Plymouth and benchmark against national averages analysis of our performance against a basket of indicators has been undertaken. A number of these have been reported in this needs assessment in addition to the nationally recognised income based measure NI 116. The full list of indicators can be found in Appendix II.

In addition, a neighbourhood indicator checklist can be found in Appendix III.

3. CONCLUSIONS AND IMPLICATIONS

3.1 Key areas for consideration

Tackling child poverty cannot be achieved with a single faceted approach. Poverty damages. It damages childhoods; it damages life chances; and it damages us all in society.

Responses to child poverty will therefore need to be identified and organised in a way that makes sense of how child poverty impacts on the context of child, family, home & community. The Child Poverty Pyramid^{clxxv}, developed by the Child Poverty Unit enables this approach as it represents an understanding of the factors that have the largest and most direct impact on child poverty. The underlying assumption is that to be effective, the city must focus attention on these factors, which are prioritised into a hierarchy of tiers over the short, medium and long term to show their impact on reducing child poverty.

Figure 3.1 - Child Poverty Pyramid



The conclusions within this Chapter have been grouped under each of these tiers in order to focus attention on what needs to be addressed within a local child poverty strategy. This approach will also

^{clxxv} Department for Work and Pensions, Child Poverty Unit

allow stakeholders from a range of backgrounds to understand what role they may need to play to tackle such an important issue.

3.2 Factors that directly influence families' resources and incomes today

- 3.2.1 One in five Plymouth children are living in poverty based on household income levels. There are areas of significant child poverty in the city – 8 areas have child poverty rates in excess of 50%.
- 3.2.2 While the majority of child poverty is located in the South West and North West of the city, there are growing pockets in more affluent parts of the city. As the majority of data predates the recession, actual levels of child poverty could be higher than reported in this needs assessment.
- 3.2.3 In-work child poverty poses a significant risk to the city - the income based measure of child poverty, while a significant indicator of material deprivation does not capture a large number of in work low income families. Evidence suggests that such households now at an increased risk of child poverty fall just above the 60% median rate but are struggling following substantial changes to the welfare system and rising costs of living.
- 3.2.4 Financial top ups for low income families in the past has succeeded in lifting a significant number of families out of poverty. For some families is it the difference between being able to heat the home or buy food. The reduction in household income following the introduction of structural welfare reforms is likely to have most impact on Plymouth's most vulnerable families – this will severely impede the city's ability to reduce its child poverty rates and action to mitigate such impact is urgently required. It will also be essential to ensure that joined-up advice and guidance can make a real difference and enable people living in poverty to navigate their way through understanding the new benefit entitlements.
- 3.2.5 Quantitative and qualitative data point to a growing and worrying trend of out of work and in work low income families being less able to manage their finances. With upcoming changes in the payment of benefits along with rising living costs, this is likely to result in marked increase in demand for both debt and budget management advice services. Opportunities to reduce household costs for vulnerable families including energy bills and repayment of debt should be explored, for example expansion of credit bank facilities, programmes promote energy efficiency e.g. insulation, creation of local energy cooperatives and increased installation of water meters in most deprived areas.

3.3 Factors that directly influence families' ability to enter and sustain well paid employment in the short and long term

- 3.3.1 The direction and scope of the future growth of Plymouth is intrinsically linked to the city's ability to sustainably reduce its numbers of children living in poverty. Key issues that will need to be addressed include the creation of more full time and/or higher paying employment opportunities in line with regional and national averages, alongside a strengthening of efforts to raise the skills levels of adults in line with what employers need and want. This must include a focus on basic skills including literacy and numeracy alongside other employability skills. This will also provide additional opportunities for many parents to engage with their own children's learning for example reading books before bedtime and supporting their child with homework.
- 3.3.2 The constant number of young people from the most deprived areas who are not in education, employment or training alongside worrying trends of youth unemployment must prompt much closer dialogue and horizon scanning between schools and colleges of further education with city employers. This will ensure that the emerging skill sets are matched with job availability and the needs of employers.
- 3.3.3 The child care sufficiency audit shows that parents are generally happy with the range and cost of childcare provided across the city, links with the growth agenda need to be more closely formed to ensure that any growth in the employment market, including training and education, are matched with accessible and affordable child care opportunities. The expansion of the free entitlement for disadvantaged 2 year olds will add a new pressure on existing childcare places. The need to secure sufficient childcare places for disadvantaged two year olds will become part of the Local Authority's statutory duties from September 2013. It has been identified that there will be a predicted shortfall of approximately 350 places in 2013 and a further 1350 from 2014 when the offer is extended to 40 % of all eligible two year olds in Plymouth.
- 3.3.4 Children in lone parent households are more likely to be in poverty than those in two parent households, accounting for 70% of all child poverty households. Strategies to tackle child poverty will need to take account of this group, for example supporting adequate childcare options and flexibility for those who wish to work.
- 3.3.5 The areas of greatest concern within Plymouth are the lower levels of accessibility of city residents who can reach key employment areas of Belliver, Estover and Langage. Those residents living in the most deprived areas will find it takes more than 30 minutes with their journey often requiring a change of bus to reach these areas. Those who are employed in shift work with early morning starts or late night finishes are more disadvantaged as bus services are fewer and further between at these times. A triangulation of further research and planning is required to better understand the links between, but not limited to areas of employment and training, child care provision and public transport routes.
- 3.3.6 While it has reduced in recent years, the significant gap in educational attainment at all levels, from early years through to post 16 education between children and young people in the least and most deprived areas of Plymouth contributes to an on-going cycle of poverty within families. It is essential that continued efforts both inside and outside the school environment are targeted towards children from the most deprived areas. Additional resources such as

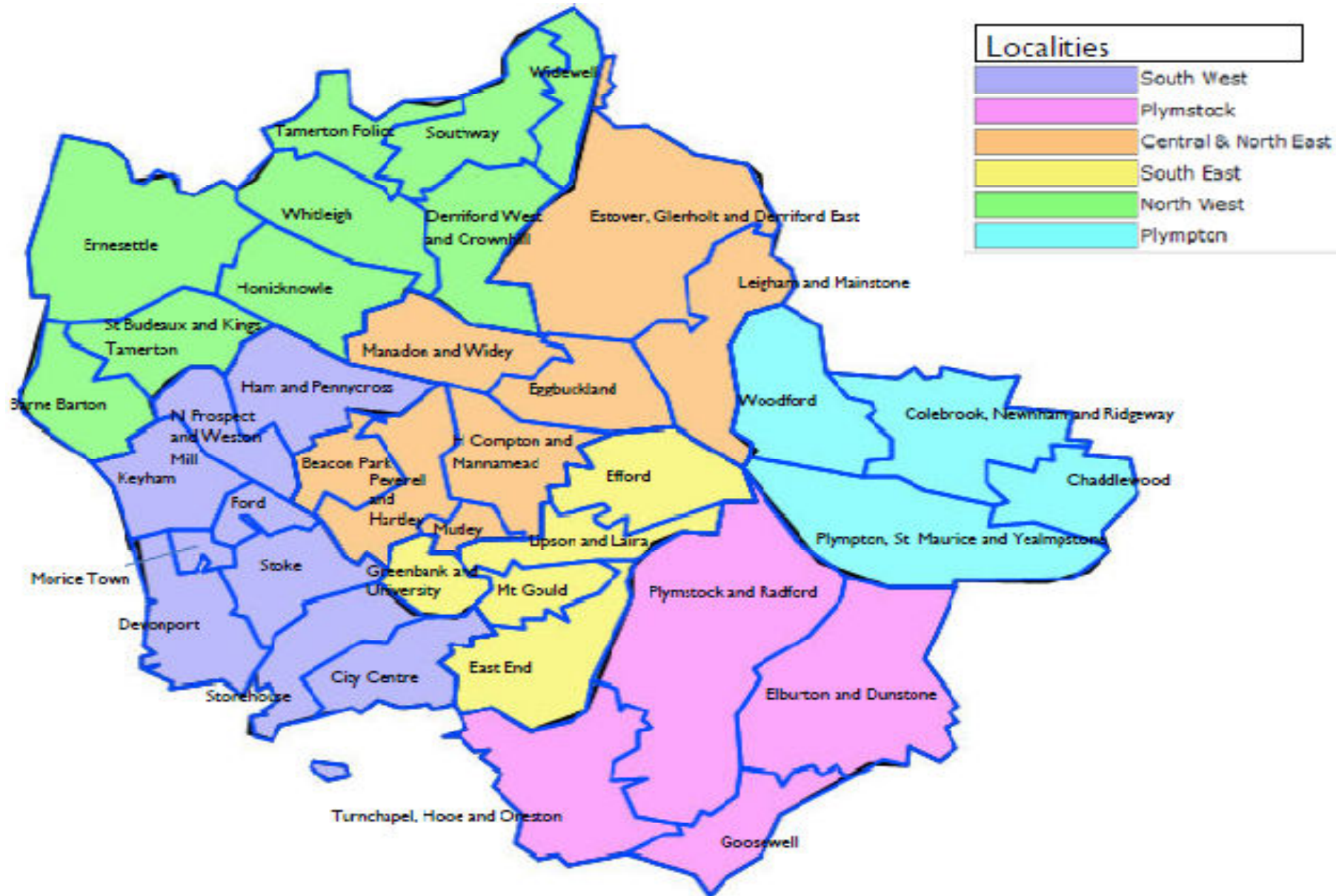
the Pupil Premium should be used to aid this process in collaboration with services that work alongside families in recognition of the importance of family life and relationships to enhance the learning experience of children and young people.

3.4 Factors that indirectly influence families' ability to enter and sustain well paid employment and escape poverty now and in the future

- 3.4.1 Children living in poorer households are much more likely to face multiple family based issues both as a cause and as a result of poverty. There is a clear need for targeted, joined up support to be provided to these families but it is essential that such support be based on the needs of the family as a whole rather than the individual members in isolation of each other. Ease of access to such support will be critical to what is often a disenfranchised and isolated group of families.
- 3.4.2 Key areas to be addressed should include parental and child emotional wellbeing and mental health, domestic abuse, worklessness and skills, along with healthy lifestyle issues including alcohol misuse and smoking. The need to enable aspirations within such families will also play a key part in improving outcomes for these children. The current programme for prevention and early intervention addresses many of these concerns but service provision must not be limited to children and young people focused services only but should extend to services for adults, including health, as well as services aimed at improving housing, reducing worklessness and building adult skills. A real challenge in the current economic climate will be how to provide targeted support to those families at risk of poverty, who so often miss out on services and support that are diverted to meet more complex needs.
- 3.4.3 There are profound and well established health inequalities across Plymouth. Health issues of concern with regards to children's outcomes include teenage pregnancy, low birth weight, breastfeeding, childhood obesity, smoking and mental health, all of which correlate directly with areas of highest deprivation.
- 3.4.4 While interventions that target individual lifestyle behaviours can have limited impact, it is essential to also look at improving health status by addressing the social determinants of health, or the conditions in which people are born, grow, live, work and age. Using this approach, the health status of children and parents can be improved through factors such as education, employment, working conditions, housing along with good quality health care services.
- 3.4.5 There are serious concerns about the numbers of families with children who are living in non- decent private sector housing. While not all will be considered as living in poverty, the waiting list for social housing remains substantial and with limited data available, assumptions must be made that a large proportion are living in the private rented sector. This may also account for the constant numbers of families presenting as homeless each month. That the majority of old housing stock in many deprived areas is social housing gives some level of assurance that these homes are better maintained.
- 3.4.6 However, the issue of overcrowding cannot be resolved without an increased number of new and affordable homes being built that are able to house larger families in particular. However, the obstacles facing low income families from buying their own home will not be overcome in

the current climate and innovative ways to enable poorer families to live in decent houses will need to be found in the short and long term.

Appendix I: Child Poverty Geographical Reference Map



Appendix II Child Poverty Indicator Overview*

Life Chances					
Indicator	Plymouth	England Average	England best	England worst	Comparison with England Average
% Obesity in primary school age children in reception 2010/11	9.4	9	4.8	14.7	
% Obesity in primary school age children in Year 6 2010/11	18.8	18.2	9.8	26.5	
Population - Life expectancy at birth - male 2008-10	77.6	78.9	85.1	73.6	
Population - Life expectancy at birth - female 2008-10	82	82.8	89.8	79.1	
Child health, % low birthweight 2010	7.3	7	4.3	11.5	
% Under 18 conception rate 2010	44.5	32.8	6.2	64.7	
% Prevalence of breastfeeding at 6-8 weeks 2008/09	34.2	45.4	82.7	18.1	
% GCSE 5*A-C Attainment of SEN Statemented Children - English and Maths	11.6	8.6	21.8	2.8	
% Achievement of 5 or more A*-C grades at GCSE or equivalent, including English and Maths 2010/11	56.8	58.2	74.7	40.8	
% 78 points achieved across Foundation Stage with at least 6 points in each scale 2010/11	56	59	87	48	
% Achievement of KS2 level 4 pupils eligible for free school meals 2010/11	56	57	71	40	
% Achievement of KS2 level 4 pupils not eligible for free school meals 2010/11	73	78	89	66	
% Achievement of KS4 5A*-C GCSE pupils eligible for free school meals 2010/11	29.2	33.9	68.9	18.1	
% Achievement of KS4 5A*-C GCSE pupils not eligible for free school meals 2010/11	61.1	62.2	79.9	47.9	
Number of households living in temporary accomodation (end of Quarter 4 11/12)	101	155	0	3,176	

* The above comparisons are based on data extracted from LG Inform (from Local Government Association) and compares the Plymouth value against the England average for all local authorities.

RAG RATING	
Plymouth's value is over 15% worse than England average	
Plymouth's value within 15% of England average	
Plymouth's value is better than England average	

Appendix II Child Poverty Indicator Overview*

Financial Support					
Indicator	Plymouth	England Average	England best	England worst	Comparison with England Average
JSA Claimant count, total claimants - number (resident population aged 16-64)	6515	3935	4	49294	
JSA Claimant count, number claiming for over 12 months	1665	1029	0	15970	
Employment & Skills					
Indicator	Plymouth	England Average	England best	England worst	Comparison with England Average
% Proportion of population aged 19-64 for males and 19-59 for females qualified to at least Level 2 or higher 2010/11	71.1	69.9	90.2	48.8	
% Proportion of population aged 19-64 for males and 19-59 for females qualified to at least Level 3 or higher 2010/11	51.1	52.3	76.3	29.7	
% Proportion of population aged 19-64 for males and 19-59 for females qualified to at least Level 4 or higher 2010/11	26.7	31.9	65.6	12.8	
Population - Number with no qualifications - aged 16-64 10/11	7.4	10	2.3	20.9	
Overall employment rate	70.2	72.1	85.9	56.2	
Percentage of 16 to 18 year olds who are not in education, employment or training (NEET) 2011	8.4	6.2	0.9	11.8	

* The above comparisons are based on data extracted from LG Inform (from Local Government Association) and compares the Plymouth value against the England average for all local authorities.

RAG RATING	
Plymouth's value is over 15% worse than England average	
Plymouth's value within 15% of England average	
Plymouth's value is better than England average	

Appendix III - Child Poverty Indicators - Neighbourhood Checklist

Neighbourhood	Violence in the family	Domestic Abuse	Depressed/ mentally ill parents	Parenting Problems	Social isolation	Overall crime	Youth Offending	Anti-Social Behaviour	1 or more parents smoke
Barne Barton	/	/	/	/					/
Beacon Park									
Chaddlewood									
City Centre		/		/	/	/		/	
Colebrook, Newnham & Ridgeway									
Derriford West & Crownhill					/				
Devonport	/	/	/	/	/		/	/	
East End						/			
Efford									
Eggbuckland							/		
Elburton & Dunstone									
Ernesettle									/
Estover, Glenholt & Derriford East									
Ford									
Goosewell									
Greenbank & University									
Ham & Pennycross			/						
Higher Compton & Mannamead									
Honicknowle									/
Keyham									
Leigham & Mainstone									
Lipson & Laira									
Manadon & Widey					/	/			
Morice Town	/	/	/	/				/	
Mount Gould									
Mutley						/		/	
North Prospect & Weston Mill	/		/	/			/		/
Peeverell & Hartley									

Neighbourhood	Violence in the family	Domestic Abuse	Depressed/mentally ill parents	Parenting Problems	Social isolation	Overall crime	Youth Offending	Anti-Social Behaviour	1 or more parents smoke
Plymstock & Radford									
Plymton St. Maurice & Yealmpstone							/		
Southway									
St. Budeaux & Kings Tamerton							/		
Stoke									
Stonehouse		/			/	/		/	
Tamerton Foliot									
Turnchapel, Hooe & Oreston									
Whitleigh	/		/	/					/
Widewell									
Woodford									

Neighbourhood	Level 4 at key stage 2	EYFS % Achieving 78 points at Early years assessments	Life expectancy	Intention to breast feed on discharge	Proportion of intent to breastfeed at 6-8 weeks	Low Birthweight	Fuel Poverty*	Child & Working Tax Credits Claimants	Free School Meals
Barne Barton				/	/				/
Beacon Park									
Chaddlewood								/	
City Centre						/			/
Colebrook, Newnham & Ridgeway									
Derriford West & Crownhill									
Devonport			/	/	/				/
East End		/					/		/
Efford									/
Eggbuckland									
Elburton & Dunstone									
Ernesettle									
Estover, Glenholt & Derriford East									
Ford						/			
Goosewell									
Greenbank & University	/					/	/		
Ham & Pennycross						/			
Higher Compton & Mannamead									
Honicknowle	/			/				/	/
Keyham				/					/
Leigham & Mainstone	/								
Lipson & Laira									
Manadon & Widey									
Morice Town		/	/				/		/
Mount Gould	/						/		
Mutley						/	/		
North Prospect & Weston Mill		/		/					/
Peverell & Hartley								/	

Plymstock & Radford								/	
Plymton St. Maurice & Yealmpstone								/	
Southway				/					
St. Budeaux & Kings Tamerton		/	/						
Stoke			/						
Stonehouse	/	/	/			/			/
Tamerton Foliot									
Turnchapel, Hooe & Oreston									
Whitleigh				/					
Widewell									
Woodford	/								

Neighbourhood	IMD 2010 (Deprivation)	NI116 "Proportion of children living in families in receipt of out of work benefits or tax credits where their reported income is less than 60% median income"	JSA Claimants	ESA / Incapacity Claimants	Number of children living in families claiming workless benefits	Lone parents claiming benefits	16 - 24 year olds claiming benefits	5+ A*-C GCSE grades	Vulnerable families
Barne Barton					/	/			/
Beacon Park									
Chaddlewood									
City Centre									
Colebrook, Newnham & Ridgeway									
Derriford West & Crownhill									
Devonport	/	/	/	/	/	/	/		/
East End	/		/					/	
Efford		/			/	/		/	
Egguckland									
Elburton & Dunstone									
Ernesettle									
Estover, Glenholt & Derriford East									
Ford									
Goosewell									
Greenbank & University									
Ham & Pennycross								/	
Higher Compton & Mannamead									
Honicknowle		/	/	/	/	/	/		
Keyham									
Leigham & Mainstone									
Lipson & Laira									
Manadon & Widey									
Morice Town									
Mount Gould								/	
Mutley									

Neighbourhood	IMD 2010 (Deprivation)	NI116 "Proportion of children living in families in receipt of out of work benefits or tax credits where their reported income is less than 60% median income"	JSA Claimants	ESA / Incapacity Claimants	Number of children living in families claiming workless benefits	Lone parents claiming benefits	16 - 24 year olds claiming benefits	5+ A*-C GCSE grades	Vulnerable families
North Prospect & Weston Mill	/	/			/			/	/
Peverell & Hartley	/								
Plymstock & Radford									
Plymton St. Maurice & Yealmpstone									
Southway									
St. Budeaux & Kings Tamerton				/			/		/
Stoke			/						
Stonehouse			/	/		/	/		/
Tamerton Foliot	/								
Turnchapel, Hooe & Oreston									
Whitleigh				/			/		
Widewell									
Woodford									

* Data taken from Plymouth Informed – Yellow Indicates the six neighbourhoods with the most values recorded