

Advice Services in Nottinghamshire

An Analysis of Need and Supply

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City of Nottingham
Social Services Department
Policy Team



Summary

Using material provided by the Lord Chancellor's Department, need for various sorts of advice services have been mapped by ward across both the City of Nottingham and the Greater Nottingham conurbation. This has been compared with information gathered from agencies to show the residential origin, ethnic background and nature of advice sought in a two-week period in September 2000. Nineteen agencies from the public and not for profit sectors in the City of Nottingham participated in this research. These agencies either exist to give advice, or give advice as a by-product of their core activity.

The participation of all the major not for profit advice providers in the City allows an effective illustration of the whole market for provision.

The maps and charts themselves are their own best summary. The Key Conclusions section tries to identify areas where there are advice shortfalls.

If the agencies are neighbourhood based then most give advice to residents in that locality. If they are City Centre based they have a significantly greater likelihood of providing services to residents from across the City.

Most agencies' service users broadly reflect the ethnic mix of the populations they seek to serve, notwithstanding the need to recognise the general tendency for individuals from ethnic minority groups to be over represented amongst groups suffering from unemployment, deprivation and social exclusion, and thus considered more likely to need free advice of the sort detailed here.

Of course there are exceptions to these broad generalisations but it is hoped that the report illustrates these clearly.

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Introduction

This report seeks to illustrate the findings from a major analysis of advice work being carried out in the public and not for profit sector in the City of Nottingham. This work has been carried out to inform both the work of the Greater Nottingham Community Legal Service Partnership (GNCLSP), and the City Council Social Services Department Best Value Review of Advice Services.

The broad purpose of the report is to illustrate the need for advice services using the Predictive Needs Models published by the Legal Services Commission (LSC) March 2000.

The report then seeks to illustrate the volume, geographical distribution and nature of advice being sought in the City of Nottingham.

Nineteen agencies in the City participated in the exercise, seeking to record enquiries across 16 categories of advice. By mapping the residential location of as many of these advice seekers as possible, together with the nature of their enquiries, it is hoped that clear comparisons can be drawn between the predicted need for help and its actual supply.

This work will help to inform the provision and development of future services across the City.

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Acknowledgements

The help and co-operation of all the services that participated in the collection of this information is gratefully acknowledged. A large number of staff and volunteers took a significant amount of time to participate in the data recording necessary for this report to be produced. They did this whilst continuing to meet the needs of their service users at all times.

The City Council Social Services Department Policy Team Administrative Support staff, Kirti Patel-Sidat and Sylvia Rowe, inputted large quantities of data to allow the information to be analysed.

Thanks should also be recorded to Steven Brookes and Stephen Weaver of the City Social Services Information & Systems Team who produced the Predictive Needs Maps, and to Sarah Royles and Jan Punter from Nottinghamshire County Council IT Division's GIS Team who produced all of the supply maps and charts that make up the bulk of the report.

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Methodology

In the light of a variety of data recording methods in place across the agencies the GNCLSP Steering Group felt the only valid approach to this research would be to ask all agencies to participate in the data gathering using a standard methodology. Agencies were thus asked to commit to gathering data using common forms and guidance notes, which were available in the Appendix. These notes were self explanatory, with the recording form also illustrated.

It was felt desirable that all agencies gathered the information at a similar time. With this in mind, and to prevent the exercise becoming unduly time consuming, a two-week period was selected in September 2000. Apart from two, all agencies participated in the same two weeks. Those two agencies could not participate due to building work going on in their projects. They were, however, able to participate in adjoining weeks.

It was considered that this 'snapshot' approach was a viable method of measuring and comparing enquiries, although it is to be recognised that this particular piece of research does not seek to assess the level or complexity of help sought in any particular field. It can therefore be assumed that these enquiries span the full range of complexity that each particular agency expects to deal with.

Two small providers did not respond to the invitation to take part in this exercise. However, since advice was not part of their core activity it is considered that the absence of information from those organisations is unlikely to make a fundamental difference to the overall picture presented here.

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The Data

Most agencies were able to collect information in full. However only fully recorded postcodes are capable of being mapped. Where clients were unable or refused to give a postcode, or where postcodes were not recorded for other reasons, those enquiries are not registered on either the scatter plots or the shaded maps. However the queries are recorded in bar chart query counts so the totals here do register all recorded enquiries.

As can be seen from the recording sheets a significant amount of data was recorded about methods of enquiry, type of advice sought, ethnicity of client, multiple contacts and such like. Reasons of time have prevented all of these being analysed. An analysis has been made of the type of enquiry by agency and of the different advice areas by all agencies. In addition the ethnic profile of each agency's clients has been analysed. Where the services deliver a service in a specific neighbourhood the ethnic profile of the appropriate wards is illustrated, as is the ethnic profile of the City as a whole.

It would be possible to carry out further analysis of the data collected. In order to enable interested parties to carry this out the original data has been placed on the City Council Social Services website. The original Microsoft Excel tables for all participating agencies can be seen at www.nottinghamcity.gov.uk/welfare/rights. However the postcodes detailed on this site are not full codes in order to ensure the confidentiality of service users.

It will be noted that not all categories of legal advice are illustrated on the maps and charts. This is because a wide range of advice areas only registered a small number of enquiries. These have been grouped together under 'other'. Anyone wishing to obtain further details on the categories grouped in this way can look at the information on the website. The main categories of advice sought were in the fields of debt, welfare benefits, consumer/general contract, employment,

housing and immigration and nationality. Clients who were signposted on to other agencies were also mapped.

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The Maps and Graphs

Four types of maps are included in the report:

❖ Predictive Needs Model Maps (Shaded)

These maps seek to use a number of weighted components to predict the need for advice in particular subjects by local authority ward. It is important to note that they predict the need for **advice**. For example, in presenting these maps it is notable that a common misconception of audiences is that the map illustrating the need for employment advice indicates the distribution of people needing advice about getting employment. It does not. Whilst unemployment is a component of the indicator, so too is employment, with factors designed to take into account stability of the local labour market as a further indicator of people who may have problems at work.

Maps for wards across the whole Greater Nottingham CLS Partnership area are included to illustrate the picture of predicted need across the whole conurbation.

Predictive needs model maps are not available for all categories of law.

A full report on the models *Predicting the Need for Legal Services* is available from the Need Assessment Group, Policy and Legal Department, Legal Services Commission, 85 Gray's Inn Road, London WC1X 8AA.

❖ Distribution of Advice Seekers by Category of Law (Shaded)

These maps illustrate the residential origin of advice seekers by category, they have been positioned next to the respective predictive needs maps for easy comparison. They illustrate all advice seekers by category of law seen at all agencies where full postcodes were available. The shading represents the same information as shown on the scatter plots but with the density shaded for clarity.

❖ Distribution of Advice Seekers by Category of Law (Scatter Plots)

Illustrates the same information as the shaded version above, with each dot representing an enquirer. Again they only illustrate enquirers whose full postcode was collected. However it should be noted that where two or more people with the same postcode made an enquiry on the same subject, or if the same person made a similar enquiry again during the two week period it is not possible to illustrate two dots, one on top of the other.

❖ Distribution of Clients by Agency (Scatter Plots)

A scatter plot map has been produced for each participating agency showing the geographical distribution of their clients during the two-week survey period. Once again incomplete postcodes could not be plotted (which explains the absence of maps in respect of two agencies) and repeat visits or duplicate postcodes cannot be observed on the maps.

- [View the Maps and Charts](#)

The following graphs are included in the report.

❖ Number of Advice Seekers by Category of Law and by Agency

These bar charts, placed following the appropriate need and supply maps, illustrate the number of advice seekers by category of law for all participating agencies. Unlike the maps, enquiries without postcodes, and duplicate enquiries by people with the same postcode are registered on these graphs. This gives a complete total of the recorded advice sought during the two-week period.

Also clear is the prevalence of enquiries in particular areas of advice amongst the respective agencies.

Number of Advice Seekers by Type of Advice for Each Agency

These bar charts illustrate the number of clients at each agency, and the nature of their enquiry during the two-week snap shot. Again this details all recorded enquiries, and illustrates the portfolio of enquiries each agency receives.

Ethnic Breakdown of Advice Seekers by Agency

These bar charts illustrate the ethnic origin of enquirers by agency. Categories have been grouped into the following classifications: Chinese, Black, (includes Black-African, Black-Caribbean and Black Other), Indian, Irish, Pakistani, White, Other and Not Known, which have been grouped from the Commission for Racial Equality recommended categories for monitoring systems illustrated on the recording chart in the appendix.

Where services are primarily neighbourhood focussed the ethnic profile of the surrounding wards is also illustrated for comparison, as is the ethnic profile of Nottingham as a whole. Where services are focussed across the City only the ethnic profile of the whole city is illustrated. The ethnic profile of the appropriate wards and the City as whole is from the 1991 Census. This explains the absence of the category 'Irish', which appears in the CRE classifications and the 2001 Census but was not used in the same way in the 1991 Census and so cannot be illustrated in the columns for locality or City average.

- [View the Maps and Charts](#)

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Key Conclusions

The maps and charts are powerful presentational tools in their own right, and significant conclusions can be drawn from each one.

This summary attempts to pick out a few key themes of relevance to the Greater Nottingham Community Legal Service Partnership, the City Council as a major funder and provider of advice services and to advice providers themselves. Beyond this it is hoped the information will be of help in assisting agencies develop their services and inform bids for funding.

The maps and charts listed below are available to view or download in pdf format. To view pdf documents you must have Acrobat Reader on your machine. You can download it by clicking on the image below and following the instructions on the Adobe site. The links will open a new browser window and as they are quite large files, may take a while to download.



Useful information on pdf files and their accessibility is available at <http://access.adobe.com>

The Maps and Charts

Need for welfare benefit advice

- * The maps show similarities between patterns of need and patterns of advice seekers in many areas of the City apart from Beechdale, Bilborough, Radford, Forest and parts of Bulwell, where need would appear to be higher than supply.

[People in need of welfare benefit advice by ward with area committee boundaries](#)

[People in need of welfare benefit advice by ward with electoral division boundaries](#)

[Distribution of Welfare Benefits Advice Seekers by District Ward \(all agencies\)](#)

[Distribution of Welfare Benefits Advice Seekers \(all agencies\)](#)

[Number of Welfare Benefits Advice Seekers by Agency](#)

Need for debt advice

- * The maps suggest a shortfall in the number of people seeking debt advice in three areas where the predictive needs model suggests need should be high. These are Strelley ward, Radford ward and Park ward.

[Households in need of debt advice by ward with area committee boundaries](#)

[Households in need of debt advice by ward with electoral division boundaries](#)

[Distribution of Debt Advice Seekers by District Ward \(all agencies\)](#)

[Distribution of Debt Advice Seekers \(all agencies\)](#)

[Number of Debt Advice Seekers by Agency](#)

Need for housing advice

- * Comparison between need and supply suggests demand is lower than would be anticipated in Lenton, Park, Radford and Forest wards, with lower levels of supply in what might be

anticipated to be higher need areas.

[People in need of housing advice by ward with area committee boundaries.](#)
[People in need of housing advice by ward with electoral division boundaries.](#)
[Distribution of Housing Advice Seekers by District Ward \(all agencies\)](#)
[Distribution of Housing Advice Seekers \(all agencies\)](#)

[Number of Housing Advice Seekers by Agency](#)

Need for employment advice

- * The employment advice model is a complex one, seeking to factor in weightings by type of industry (construction, wholesale and retail, hotels and restaurants etc). It also factors in unemployment, whilst attempting to reflect rates of Industrial Tribunal claims, dismissals and injuries. Certain aspects of the model orientate it towards location of employment rather than residency which would explain the high need assessment for Park ward, but the lower level of advice seekers there.

[People in need of employment advice by ward with area committee boundaries.](#)
[People in need of employment advice by ward with electoral division boundaries.](#)
[Distribution of Employment Advice Seekers by District Ward \(all agencies\)](#)
[Distribution of Employment Advice Seekers \(all agencies\)](#)

[Number of Employment Advice Seekers by Agency](#)

Need for health and community care advice

- * This model is not a model representing the numbers of people who need advice about their own state of health, rather it reflects the number who may need to seek advice or assistance about the services (or inability to access them for example) provided in this field. Not enough people sought advice in the areas of health and community care for it to register outside the 'other' category. Unless this advice is being provided predominantly in the private sector, or by other bodies that did not participate here, this could be a cause for concern.

It is possible that further investigation needs to be carried out about where people access help and advice regarding their rights to, and treatment by, health and community care services.

[People in need of health and community care advice by ward with area committee boundaries.](#)
[People in need of health and community care advice by ward with electoral division boundaries.](#)

Consumer General Contract

- * The CLS has only identified population size as a key indicator of need in this area, citing research that suggests disputes about faulty goods and services are evenly spread across income groups. Need has not been mapped in this area, but enquiries are illustrated.

It is notable that a certain number of advice seekers from outside the City seek information and help here. The fact that the City is a major retail centre is likely to account for this.

[Distribution of Consumer Advice Seekers by District Ward \(all agencies\)](#)
[Distribution of Consumer Advice Seekers \(all agencies\)](#)

[Number of Consumer and General Advice Seekers by Agency](#)

Immigration & Nationality

- * Need for immigration and nationality advice has not been mapped. However this exercise indicates a fair amount of immigration and nationality advice being sought in Nottingham. These enquiries have been mapped appropriately.

A lower number of advice seekers than might be expected from Trent ward is noticeable.

[Distribution of Immigration and Nationality Advice Seekers by District Ward \(all agencies\)](#)

[Distribution of Immigration and Nationality Advice Seekers \(all agencies\)](#)

[Number of Immigration and Nationality Advice Seekers by Agency](#)

Other

- * Categories included as 'Other' were: Mental Health, Clinical Negligence, Family & Matrimonial, Personal Injury, Public Law, Community Care, Education, Actions Against the Police and Miscellaneous enquiries. Please see Appendix for details of what these categories include.

[Distribution of Other Advice Seekers by District Ward \(all agencies\)](#)

[Distribution of Other Advice Seekers \(all agencies\)](#)

[Number of Other Advice Seekers by Agency](#)

Signposting

- * A significant number of advice seekers are signposted by agencies on to other organisations, and some agencies do this more than others. Whilst this in itself is an appropriate way of ensuring enquirers know about the specialist providers they should see, it may be illustrative of the need for publicity and information strategies that help enquirers select the most appropriate agency in the first place.

[Distribution of Signposting Advice Seekers by District Ward \(all agencies\)](#)

[Distribution of Signposting Advice Seekers \(all agencies\)](#)

[Number of Signposting Advice Seekers by Agency](#)

Agency Maps & Charts

- * These maps and charts illustrate the residential origin of advice seekers by agency during the research period. They also illustrate clearly the number and type of advice sought on the bar

charts. Also illustrated is the ethnic profile of service users as recorded during the research period.

Agencies

Nottingham City Council

City Housing Department Choice Centre

[Geographical Distribution of Clients](#)
[Clients of the City Housing Advice Team Service](#)
[City Housing Choice - Ethnic Profile of Clients](#)

City Trading Standards Advice Centre

[Geographical Distribution of Clients](#)
[Clients of the City Trading Standards Advice Service](#)
[City Trading Standards Advice Centre - Ethnic Profile of Clients](#)

City Treasury Phonebank/Counter Visitor

[Geographical Distribution of Clients](#)
[Clients of the City Treasury Phonebank/Counter Service](#)
[City Treasury Phonebank/Counter - Ethnic Profile of Clients](#)

Treasury Tenants Advice Unit

[Geographical Distribution of Clients](#)
[Clients of the Tenant's Advice Unit Service](#)
[City Treasury Tenant's Advice Unit - Ethnic Profile of Clients](#)

City Treasury Welfare Benefits Visitor

[Geographical Distribution of Clients](#)
[Clients of the City Treasury Welfare Benefits Service](#)
[City Treasury Welfare Benefits Visitor - Ethnic Profile of Clients](#)

City Welfare Rights Service

[Geographical Distribution of Clients](#)
[Clients of the City Welfare Rights Service](#)
[City Welfare Rights Service - Ethnic Profile of Clients](#)

Bulwell Advice Centre

[Geographical Distribution of Clients](#)
[Clients of the Bulwell Welfare Rights Service](#)
[City Welfare Rights Bulwell Advice Centre - Ethnic Profile of Clients](#)

Voluntary Sector

Actions Agency

[Geographical Distribution of Clients](#)
[Clients of the Actions Centre Service](#)
[Actions - Ethnic Profile of Clients](#)

Age Concern Nottinghamshire

[Geographical Distribution of Clients](#)
[Clients of the Age Concern Service](#)
[Age Concern - Ethnic Profile of Clients](#)

Base 51

[Clients of the Base 51 Service](#)
[Base 51 - Ethnic Profile of Clients](#)

Bestwood Advice Centre

[Geographical Distribution of Clients](#)
[Clients of the Bestwood Advice Centre Service](#)
[Bestwood Advice Centre - Ethnic Profile of Clients](#)

Clifton Advice Centre

[Geographical Distribution of Clients](#)
[Clients of the Clifton Advice Centre Service](#)
[Clifton Advice Centre - Ethnic Profile of Clients](#)

Meadows Advice Centre

[Geographical Distribution of Clients](#)
[Clients of the Meadows Advice Centre Service](#)
[Meadows Advice Centre - Ethnic Profile of Clients](#)

Nottingham & District Citizens Advice Centre

[Nottingham & District CAB Distribution of Clients](#)
[Clients of the Nottingham & District CAB Service](#)
[Nottingham CAB - Ethnic Profile of Clients](#)

Law Centre

[Geographical Distribution of Clients](#)
[Clients of the Nottingham Law Centre Service](#)
[Nottingham Law Centre - Ethnic Profile of Clients](#)

Racial Equality Council

[Clients of the Racial Equality Council Service](#)
[Nottingham & District Racial Equality Council - Ethnic Profile of Clients](#)

Shelter

[Geographical Distribution of Clients](#)
[Clients of the Nottinghamshire Housing Advice Service](#)
[Nottinghamshire Shelter - Ethnic Profile of Clients](#)

Sherwood Advice Centre

[Geographical Distribution of Clients](#)
[Clients of the Sherwood Advice Centre Service](#)
[Sherwood Advice Centre - Ethnic Distribution of Clients](#)

St Anns Welfare Rights Advice Centre

[Geographical Distribution of Clients](#)
[Clients of the St Ann's Advice Centre Service](#)
[St Ann's Advice Group - Ethnic Profile of Clients](#)

Total Enquiries Table

Total number of enquiries dealt with by Nottingham City 'Not for Profit' Agencies during a 2 week period in September 2000.

Type of Contact (See appendix for details)	Number	Percentage	Annual Projection
Debt	540	12	14,040
Welfare Benefit	1,888	41	49,088
Consumer/General Contract	144	3	3,744
Employment	192	4	4,992
Housing	559	12	14,534
Mental Health	58	1	1,508
Clinical Negligence	2	0	52
Family & Matrimonial	53	1	1,378
Personal Injury	16	0	416
Public Law	15	0	390
Community Care	46	1	1,196
Education	29	1	754
Actions Against the Police	9	0	234
Immigration	146	3	3,796
Signposting	216	5	5,616
Other/Miscellaneous	706	15	18,356
Total	4,619	100	120,094

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Appendix

Guide to Categories of Law in Each Directory Entry

❖ Debt

This category includes help in relation to the money you owe. For example, you may need advice because you are bankrupt or insolvent. You may want to know about your legal position if you are behind with your mortgage, tax or investment payments.

❖ Welfare Benefits

This category includes help about people's entitlements to all kinds of welfare benefits. For example, you may need advice on housing benefit, war or state pensions. You may need to know about what happens at a welfare benefit review body.

❖ Consumer General Contract

This category includes help about all kinds of contracts made by consumers. For example, you may need advice about making a claim when a product does not do what the seller or maker claimed for it. You may need a company to carry out work according to the contract you signed or to put right work that is not up to standard.

❖ Employment

This category includes help on anything to do with what happens at work. For example, you may feel you have been sacked unfairly. You may need advice on aspects of your employment contract or whether you have a case for racial or sexual discrimination. You may want to know whether a strike is legal or how you stand on data protection and employee confidentiality.

❖ Housing

This category includes help on legal problems to do with your home. For example, you can get advice on what to do if you fall into arrears with rent or mortgage, you need to get improvements or repairs done, or you are being evicted or suffering from noise or nuisance. This includes the rights of the leaseholders.

❖ Mental Health

This category includes help in all matters when mental health is the main issue. For example, you or a dependant are wanting services to be provided or are facing detention in an institution. You can get help on anything to do with the Mental Health Act 1983, but not Clinical Negligence or Personal Injury, which have their own categories.

❖ Clinical Negligence

This category includes help with claims for damages against all types of public and private medical practitioner. This includes treatment from doctors, nurses and dentists.

❖ Family & Matrimonial

This category includes help on all family issues. For example, you may want advice on what to do if you want your children to live with you following a divorce and whether the other party should have contact with them. You can get help on what to do about domestic violence, or if your child is being taken into care or considered for adoption.

❖ Personal Injury

Includes help concerning claims for damages for injury caused by another person or organisation e.g. advice on claiming following a traffic accident, an accident at work or a disease you caught there.

❖ **[Public Law](#)**

Includes help about civil liberties or human rights. You can get advice on data protection, freedom of information or on how to challenge the decisions of public bodies.

❖ **[Community Care](#)**

This includes help about the provision of services in the community by a Social Services or Health Care Authority. For example, you may need help in making a claim about a failure to provide services or facilities to the sick, elderly or those with disabilities.

❖ **[Education](#)**

This category includes help about problems with the education service, including failing to provide education. For example, you may need to know about making a legal case for education funding or about educating for special needs.

❖ **[Actions Against the Police](#)**

Includes help concerning claims against the Police, e.g. for assault, entering the home, false imprisonment, wrongful arrears or other abuses of police authority.

❖ **[Immigration and Nationality](#)**

This category includes help on anything to do with immigration in the UK. For example, you may have questions relating to your nationality or right to stay in this country. You may need to know about asylum, the information you require to enter the UK and why you may be deported.

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