Child Poverty in the East Midlands:
Identifying what works
IEM, GOEM & EMRA

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Contents

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1 Executive Summary

Policy context

1.1   The Local Area Agreement (LAA) was identified as a key policy tool for local authorities and Local Strategic Partnerships (LSPs) to use in setting out priorities and mechanisms for taking forward collaborative action to tackle child poverty. There is one primary indicator for child poverty NI 116 and work is underway to create a basket of related indicators. The Child Poverty Unit is leading the development of alternative sources of data for an income based measure which may lead to a revised indicator being introduced in the future. Within the East Midlands only one LAA includes NI 116 as a priority. Issues influencing take up of NI 116 seem to include the lack of appropriate data at a local level and concerns regarding the use of the current proxy measure.

Progress towards targets

1.2   The number of children in low-income households before housing costs in the UK fell from 3.4 million in 1998/99 to 2.9 million in 2006/07[1]. However this reduction of 600,000 children since 1998/99 includes a rise of 100,000 since 2005/06[2]. The latest rise means that a 1.2 million reduction needs to take place in an extremely short period of four years to meet the 2010 target. Between 1998-99 and 2004-05, 21% of children had been taken out of poverty on the government's preferred measure compared with the government target of 25% for this period. It should also be noted that, during the period of 1998-2007 there was steady economic growth, increasing employment, and decreasing unemployment. Therefore, the macro circumstances directly led to the decreasing poverty level as well.

1.3   In 2004/05-2006/07[3], approximately 200,000 children were living in poverty in the East Midlands[4]. The risk of living in households with less than 60% of contemporary median household income, before housing costs, was reduced from 26% in 1998/9–2000/01 to 24% in 2004/05–2006/07[5]. However, the headline reduction also disguises an increase in the risk for children in the East Midlands of living in poverty between 2003/04–2005/06 and 2004/05-2006/07, when it rose slightly from 23% to 24%. Between 1998/99-2000/01 and 2004/05-2006/07 in England as whole the risk of living in relative low income poverty before housing costs fell from 24% to 22% respectively.

1.4   This research explored two measures of child poverty at a local level, the percentage of children dependant on out of work benefits and Income Deprivation Affecting Children Index (IDACI) data. During the period of 2005 to 2007 the number of wards in the East Midlands which had at least twice the national average[6] of children dependant on out of

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[1] Calculated from the data provided in the Households Below Average Income (HBAI) 1994/95 – 2004/05, DWP.

[2] Note that the "headline" reduction in child poverty since 1998/99, which was 700,000 in 2004/5, is now 600,000 – a fall only of 100,000 even though child poverty on rounded figures appeared to rise by 200,000. This difference is due to inaccuracies of rounding. The actual rise was closer to 100,000 than 200,000. Joseph Rowntree Foundation: update June 2008: progress since 2006.

[3] Due to the size of the sample in the Family Resources Survey (FRS), the risk and number of children living in poverty by region is given as a three year average to improve the statistical reliability of the results.

[4] Factsheet 2006/07: Children in Poverty – The Regional Perspective.

[5] Calculated from data provided in three year averages in the Households Below Average Income (HBAI) 1994/95 – 2004/05, DWP.

[6] National average refers to average for England.

work benefits increased from 15 to 18. Only one ward which had at least twice the national average in 2005 decreased to below this level by 2007 and this was Killisick. Four wards which in 2005 had not been at least twice the national average or higher increased to this level by 2007 these were: Bilborough, Bulwell, Devon and Eyres Monsell.

1.5 The IDACI shows similar patterns to the Indices of Multiple Deprivation (IMD) and the NI 116 data, it revealed that in the East Midlands child poverty is concentrated in Nottingham, Leicester and to a lesser extent in Derby, as well as the former coalfield districts such as Mansfield, Bolsover, Ashfield, Bassetlaw and Chesterfield and the Lincolnshire coast[7]. Within the region, children in Nottingham are three times as likely as the average to live in an area with a high proportion of income deprived households and the data suggests that levels of child poverty in Nottingham remain on the increase[8].

Determinants and drivers of child poverty

1.6 Worklessness amongst parents was found to be a key determining factor for child poverty; a child in a household where no one works can be up to seven times more at risk of living in poverty than a child in a working family. However, in recent years there has also been increasing awareness of the existence of 'in work' poverty. Kenway has argued that the steady upward trend and number of children involved mean that it should be seen as a higher priority[9].

1.7 Activity aimed at addressing the need for financial and material support was found to be primarily delivered through the tax and benefit system. Despite reforms to the tax and benefit system since 1999/00, which is the first year that the Department for Work and Pensions (DWP) began to publish breakdowns on the poverty rates and characteristics of children in poverty, there are ongoing debates about the need for further reforms to this system to alleviate child poverty. In addition to the recognized need for tax credits, it has also been acknowledged that 'had the Government done nothing other than simply uprate the tax and benefit system, there might have been 1.7 million more children in poverty than there are today'[10].

1.8 Over the past decade the New Deal for Communities (NDC) and the Neighbourhood Renewal Fund (NRF) have tackled the problems faced by some of the most deprived communities. The challenge is to isolate the links with and demonstrate the impact of such programmes on child poverty. This is particularly difficult as many projects funded through area based initiatives do not themselves isolate the spending or impact of their work specifically geared to children and families. Therefore further work is required to explore and demonstrate both the outcomes and impact of such activity.

1.9 Children growing up in poverty are likely to have limited life chances in adulthood, and this disadvantage is likely to transmit itself to their children[11]. A key aspect of tackling

[7] Green, A. Institute of Employment Research, University of Warwick, on behalf of emda, Mapping Deprivation in the East Midlands – Implications for Policy, August 2005.

[8] Data referred to is percentage of children dependant on workless benefits, 2005 & 2007, administrative data DWP including IS, JSA, IB/SDA & PC. Source: DWP Information Directorate.

[9] Kenway, P., *Addressing in-work poverty'*. 2008, Joseph Rowntree Foundation

[10] HM Treasury, HM Treasury, DWP (Department for Work and Pensions) and DCSF (Department for Children, Schools and Families (2008) Ending Child Poverty: Everybody's business, 2008, p. 5

[11] Phung, V.H., Ethnicity and Child Poverty under New Labour: A Research Review, Social Policy & Society, 2008.

the issue of child poverty is to address this generational cycle of disadvantage, and break the links between poor housing, education and child poverty.

Activity to address child poverty in the East Midlands

1.10 This research identified a high level of activity in Leicester and Nottinghamshire, followed by Derbyshire, Derby, Nottingham and Leicestershire. Most activity that was identified was either led by a voluntary or community sector organisation or a local authority. A significant proportion of the remaining activity was led through a multi-agency approach.

1.11 Improving children's life chances was undoubtedly the most prevalent area of activity aimed at tackling child poverty in the East Midlands overall. A significant proportion of the total projects also addressed the need to increase employment and raise income, reflecting awareness that unemployment is a key determinant of being in poverty. The activity to increase employment and raise income was well targeted at areas of employment deprivation including: Nottingham, Lincolnshire coast, Derby and deprived wards in Leicestershire. Providing financial and material support and ensuring communities are safe, sustainable places where families can thrive were lesser drivers in the activity identified. This is probably reflective of the fact that activity aimed at addressing the need for financial and material support is predominantly delivered through the tax and benefit system. The identification of a limited number of area-based regeneration initiatives targeted at deprived communities and impacting on child poverty highlights a gap in the research, not in activity being delivered.

Effective practice and lessons learnt

1.12 Many of the projects included in the overview of activity only evaluated user outputs and thus further work is needed to encourage projects to seek to demonstrate impacts and outcomes rather than solely documenting outputs. The seven projects identified as case study examples of effective practice in reducing child poverty in the East Midlands represented a range of geographical areas, target groups, and delivery methods. There were found to be features of effective practice which were consistent throughout many of the projects and which may well have contributed to their success. Examples of these synergies include:

- offering flexible ways of communicating with their clients including sending text messages and visiting families outside of working hours

- demonstrating effective partnership working especially in regard to referrals; with many projects engaging with organisations such as the police, the fire service and Connexions who regularly have contact with their target group

- a focus on empowering the individual to take responsibility for their future, agreeing objectives at the start of the engagement and providing the client with a sense of personal achievement at the end

- using recruitment methods such as secondments and hiring those who had prior experience as project beneficiaries in order to establish teams who have: a diverse range of experiences and knowledge; understanding of the contexts in which they were operating and an ability to provide peer mentoring or education.

Recommendations and next steps

1.13 The report highlights some recommendations and next steps which include:

- Increasing take up of Child Poverty indicators within LAAs
- Improving the availability of appropriate local data to ensure baselines can be set and trends monitored. Increased take up of NI 116 could be achieved with improved data
- Encouraging a shared understanding of the issues and a common language
- Sharing of best practice in performance management so any impact is documented
- Collaborative working amongst agencies and partners in a strategic and integrated way.

2 Introduction

If you are serious about ending child poverty, you also have to tackle poverty now, or the problems of one generation are inherited by those that follow. **James Purnell, Work and Pensions Secretary**[12]

2.1 This report summarises findings from exploratory research to identify what is working in tackling Child Poverty within the East Midlands. This research was commissioned by Intelligence East Midlands (IEM), the East Midlands Regional Assembly (EMRA) and Government Office for the East Midlands (GOEM). It provides an overview of current activity in tackling Child Poverty within the region, identifies effective practice through case studies and links both to regional and local policy. The findings are based on a representative review of the literature and practice in the region, and whilst not exhaustive they represent an invaluable starting point for further analyses/investigation. The report summarises the initial desk research and scoping, summarises a review of relevant literature and introduces conclusions and recommendations to inform future action planning. The accompanying document contains the seven regional case studies of effective practice produced as part of this research.

Aims and objectives

2.2 The main aim was to provide a better understanding of policy and current activity at a regional, sub-regional and local level that seeks to tackle child poverty in the East Midlands. This research is a necessary attempt to understand how local activity is being delivered, its effectiveness at reaching target client groups and the impact of this activity on the target communities and families. The research was commissioned with the following key objectives:

■ Identify regional and local policy areas and levers that are known to be clearly linked to tackling and reducing child poverty.

■ Identify and provide evidence of current effective practice in tackling child poverty regionally and best practice from regional pilots and pathfinders addressing child poverty.

■ Make recommendations as to how partners can learn from and build upon existing good practice in addressing child poverty within the East Midlands.

Policy background

2.3 Children are classified as living in poverty when their family income is below 60 per cent of contemporary median income, equalivalised by household type. This may be a complicated definition[13], but is widely recognised to reflect the point when families'

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[12] Purnell, J. *Only we can help the poor*. Guardian. Monday July 21st, 2008.

[13] Nationally child poverty is measured in terms of relative low incomes – a child is defined poor if his or her household's income is below 60% of median income (after adjusting for different household size). The

incomes fall significantly below those of others in society, and they suffer from inequality of opportunity. Across the UK 2.9m children, live in poverty (before housing costs), one of the worst rates in Europe.

2.4 In 1999 the Government made the ambitious promise to halve child poverty by 2010, and eradicate it by 2020. As part of the Comprehensive Spending Review in 2007 (CSR) the government set out this objective as Public Service Agreement 9 (PSA 9[14]) and HM Treasury has responsibility for achieving this. The national PSA target to halve the number of children in poverty is measured by the number of dependent children who live in households whose equivalised income is below 60% of the contemporary national median. Since the 1999 pledge, 600,000 children have been lifted out of poverty. More recently in October 2007, the government announced the creation of a new Child Poverty Unit (CPU), bringing together experts from Department for Work and Pensions (DWP) and the Department for Children, Schools and Families (DCSF) with the remit of coordinating and developing policy with HM Treasury and across Whitehall to support the ongoing work to end child poverty.

2.5 Measures in the 2007 pre-budget review and the £1 billion pledged in the last budget are estimated to reduce child poverty by 500,000 children, but this still leaves a large gap to reach the 2010 target. A new package of initiatives was announced in June 2008, to help families, and end child poverty as part of a drive to increase social mobility. The announcement came immediately prior to a speech on social mobility by Gordon Brown. The package of initiatives and pilots will build on already successful initiatives, such as offering new services in Children's Centres as well as testing new approaches to improving families' incomes.

Report structure

2.6 This report is structured as follows: **Section 3:** Outlines the methodology **Section 4:** Presents the findings of the desk research **Section 5:** Presents the literature review **Section 6:** Presents an analysis of the activity overview **Section 7:** Presents an overview of the case studies and summary of evident effective practice **Section 8:** Sets out the conclusions and **Section 9:** Outlines the recommendations and next steps.

Government measure is 'before housing costs'. The Government also publishes measures 'after housing costs', which is the measure, preferred by CPAG and Inclusion, the Child Poverty Toolkit partners.

[14] PSA 9 is worded as follows: *Reduce by a half the number of children living in relative low-income by 2010/11.*

3 Method

3.1 Our approach and methodology are outlined below. These comprised three key stages:

- **Stage 1:** In-depth scoping including a review of existing literature.

- **Stage 2:** Creation of a review framework for identifying effective practice and production of an overview of current activity including a desk based review of evaluations, management information and performance data from initiatives in the East Midlands addressing child poverty.

- **Stage 3:** Case studies including interviews with key regional stakeholders, delivery leads and end beneficiaries involved in regional and sub regional child poverty policy and activity.

Approach

3.2 Due to time limitations and the scope of this project, limited primary research was undertaken to assess the effectiveness of activity tackling child poverty within the region. The emphasis was on creating an overview of current activity and reviewing the availability of existing evidence that demonstrates the effective practice and impact. The literature was collected through desk research and the overview of activity through information held by the partners and contact with stakeholders, delivery staff and end beneficiaries within the region. The case studies themselves can be found in the accompanying publication.

Research Questions

- What regional and local policy areas and levers are known to be clearly linked to tackling and reducing child poverty?

- What evidence is there of current effective practice in tackling child poverty regionally and locally, including regional and local pilots and pathfinders?

- How can partners learn from and build upon existing good practice in addressing child poverty within the East Midlands?

4 Findings: Desk research

4.1 This section presents an overview of the desk research and explores the policy context in the East Midlands before proceeding to consider the geographic and demographic extent of child poverty in the region using the following data sources: Households Below Average Income (HBAI) data, the Income Deprivation Affecting Children Index (IDACI) and administrative data from the Department for Work and Pensions (DWP) on the percentage of children dependant upon workless benefits.

Understanding the policy context in the East Midlands

The regional policy context

4.2 The Regional Economic Strategy (RES) and its associated implementation plans prioritise the need to tackle inequality at a regional level. The Integrated Regional Strategy (IRS) also prioritises Child Poverty but states that current trends suggest that the 2020 target will be missed. Collaborative action of all partners including those from local and regional government, economic regeneration, health and children's services is necessary. As such, partnerships offer the potential to ensure that through enhanced performance management and improvement, locally led activity can effectively contribute to meeting the ambitious national targets to eradicate child poverty by 2020.

The local policy context

4.3 The Local Government White Paper *Strong and prosperous communities* set out an ambition for local authorities to develop strategies to tackle child poverty. Local authorities are already involved in addressing child poverty through employment, schools, children's services, housing, transport and other service areas. Tackling child poverty collaboratively should be a priority because of its short and long term consequences for children and for local areas and because it is a key aspect of achieving successes in areas such as health, education and economic development.

4.4 The LAA is a key policy tool for local authorities to prioritise and set out ways of tackling Child Poverty. The primary national indicator for child poverty is NI 116[15]. The national PSA 9 target is measured by the number of dependant children who live in households whose equivalised income is below 60% of the contemporary national median and the data for this is collected through the annual Family Resources Survey. However, the sample size is not large enough at local authority level; therefore until data for an income based local poverty measure is available, NI 116 is based on an interim measure of the proportion of children who live in families where out of work benefits are received[16].

4.5 The Child Poverty Unit is leading the development of alternative sources of data for an income based measure which may lead to a revised indicator being introduced in the

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[15] NI 116 measures the proportion of children in poverty (workless households).

[16] Out of work benefits include: Job Seekers Allowance; Incapacity Benefit; Income Support and Pension Credit. For the purposes of NI 116 Children are defined as individuals under the age of 16. The count of children is established from child benefit/child tax credit claims, which cover circa 98% of children. The source of data for this interim measure is from administrative records from the Department for Work and Pensions (DWP).

future. This may well combine data on children in out of work families, with data on children in families receiving working tax credit and with incomes below 60% of the median. There is widespread recognition that a combined indicator to measure child poverty is necessary for future refreshes of LAAs.

4.6 The main child poverty indicator NI 116 is included in 45 of the 150 LAAs in England. Within the East Midlands NI 116 only features in the LAA for Derby. Other LAAs, such as Leicester, feature NI 118 (Take up of childcare by low income working families) instead. As local authorities are required to report on all 198 national indicators, progress on NI 116 will be reported on whether it is a specific priority in an LAA or not.

4.7 Consultation with stakeholders throughout this research has suggested that relatively poor take up of NI 116 in the East Midlands region is due, at least in part, to difficulties in measurement and concerns regarding the use of the interim or proxy indicator[17]. A potential cause for concern with regard to the use of the proxy is that it will not capture those children whose parents are in work but remain in poverty.

4.8 Rather than solely focusing upon NI 116 as an isolated measure of child poverty, it is possible to identify a basket of indicators which can inform delivery plans and progress towards which could help to tackle child poverty. A number of different approaches have been taken to create such baskets of indicators and these include work by: Department for Children Schools and Families (DCSF); Government Office for the East Midlands (GOEM); Government Office London (GOL) and the Department for Communities and Local Government (DCLG).

4.9 The recent work by GOEM has sought to identify indicators common to all four approaches (See Appendix G). Through the research undertaken and exploration of the case studies, we consider there to be two potential omissions from this basket of relevant indicators, these are: (NI 114) rate of permanent exclusions from school and indicators linked to emotional and mental health such as: NI 50 Emotional health of children and or NI 51 Effectiveness of child and adolescent mental health (CAMHs) services. Further work is underway by the CPU to establish an agreed national basket of related indicators.

Understanding the geographic and demographic context

The regional geographic and demographic context

4.10 At the regional level we use Households Below Average Income (HBAI) data which gives us details of household disposable incomes, after adjusting for the household size and composition, as a proxy for material living standards. More precisely, it is a proxy for the level of consumption of goods and services that people could attain given the disposable income of the household in which they live. The DWP has used the Family Resources Survey (FRS) as the survey base for the HBAI statistics.

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[17] No directly equivalent local data exists to match the national PSA target but administrative data from DWP is being used as an interim measure of 'children in low income families'. However, such measures do not take account of the latest Government changes to Housing and Council Tax Benefit to disregard Child Benefit as income.

4.11   The HBAI data tell us that in 2004/05-2006/07[18] approximately 200,000 children were living in poverty in the East Midlands[19]. The risk of living in households with less than 60% of contemporary median household income, before housing costs, was reduced from 26% in 1998/9–2000/01 to 24% in 2004/05–2006/07[20]. However, the headline reduction also disguises an increase in the risk for children in the East Midlands of living in poverty between 2003/04–2005/06 and 2004/05-2006/07, when it rose slightly from 23% to 24%. Between 1998/99-2000/01 and 2004/05-2006/07 in England as whole the risk of living in relative low income poverty before housing costs fell from 24% to 22% respectively.

4.12   Whilst the HBAI data is currently the most accurate measure available of national and regional levels of child poverty, it does not however allow for breakdowns of data below the regional level. This is due to the sample sizes of the FRS survey. To achieve a local breakdown of the geographic and demographic context of child poverty, we must examine two other measures: the proxy for NI 116 which measures the percentage of children dependant on workless benefits and the Income Deprivation Affecting Children Indices (IDACI).

The local geographic and demographic context: NI 116

4.13   As outlined above the national and regional measures for the percentage of children living on low incomes taken from the annual FRS does not have adequate sample sizes to provide data at a local authority level. However levels of child poverty differ sub-regionally and locally. Using the interim or proxy measures from administrative DWP data on the percentage of children living in families claiming out of work benefits, it is possible to identify sub-regional and local hotspots. (For a visual representation of this data spatially please see the maps in Appendices A – E). However this data does not include all children living in poverty, as not all families living in poverty are out of work, but they provide a good indicator of high levels of poverty in a certain area.

4.14   The following tables detail data sourced from DWP. In 2005 nationally 21% of children lived in families on out of work benefits and within the East Midlands at this time there were 15 wards where the percentage of children on benefits was at least twice this national average. The chart below compares these 15 wards based upon 2005 and 2007 data.

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[18] Due to the size of the sample in the Family Resources Survey (FRS), the risk and number of children living in poverty by region is given as a three year average to improve the statistical reliability of the results.

[19] Factsheet 2006/07: Children in Poverty – The Regional Perspective.

[20] Calculated from data provided in three year averages in the Households Below Average Income (HBAI) 1994/95 – 2004/05, DWP.

Local authority	Ward	2005 % of children living in families with out of work benefits (England average = 21%)	2007 % of children living in families with out of work benefits (England average = 19.7%)	Direction of travel ⇧ = Improvement ⇩ = Below average improvement
Bassetlaw	Worksop South East	43.3	42.6	⇧
Bolsover	Shirebrook North West	49.6	40.7	⇧
Boston	Fenside	49.5	39.6	⇧
Derby	Sinfin	44.1	40.3	⇧
Erewash	Ilkeston North	42.5	42.0	⇧
Gedling	Killisick	42.5	38.1	⇧
High Peak	Gamesley	45.1	42.1	⇧
Leicester	New Parks	45.2	46.1	⇩
Leicester	Freemen	44.8	45.6	⇩
Leicester	Braunstone Park and Rowley Fields	44.2	40.6	⇧
Mansfield	Ravensdale	47.2	47.6	⇩
Nottingham	Aspley	52.0	49.2	⇧
Nottingham	Arboretum	51.0	44.2	⇧
Nottingham	St Ann's	50.6	50.8	⇩
Nottingham	Bridge	46.3	40.3	⇧

Table 1: Wards in the East Midlands which had twice the national average of children living on benefits, 2005 & 2007 Source: administrative data DWP.

4.15 Table 1 reveals that by 2007 nationally 19.7% of children lived in families on out of work benefits. It also shows that within the East Midlands by 2007 there were 18 wards where the percentage of children on benefits was at least twice this national average.

4.16 Only one of the wards in the East Midlands (Killisick) with at least twice the national average of children dependant on benefits in 2005 had been reduced to a level below at least twice the national average by 2007. Of the remaining 14, 10 wards made progress in tackling child poverty as the number of children living on benefits in these wards dropped. However, in the remaining four wards (St Ann's in Nottingham, Ravensdale in Mansfield, Freemen in Leicester and New Parks in Leicester) the proportion of children dependant upon workless benefits between 2005 and 2007 remained at least twice the

national average. Of these four wards those in Leicester and Nottingham are all classed as Large Urban areas and Mansfield is classed as Other Urban area[21]. Table 1 therefore demonstrates some progress made in the 11 of 15 wards identified in 2005 as having had at least twice the national average percentage of children dependant upon workless benefits. However, only the one ward Killisick reduced the number of children dependant on benefits to a level below at least twice the national average by 2007.

4.17 By 2007, a further four additional wards in the East Midlands had also experienced an increase in the percentage of children dependant upon workless benefits, to take them to a level of at least twice the national average these were: Bilborough, Bulwell, Eyres Monsell and Devon. Devon is classified as Rural 50[22]. Eyres Monsell, Bilborough and Bulwell are classified as Large Urban[23]. Table 2 indicates which local authority areas the total 18 wards, which in 2007 had at least twice the national average of children dependant on benefits, fell within.

Local authority	Number of wards 2005	Number of wards 2007	Direction of travel ⇧ = Improvement ⇩ = Below average improvement
Nottingham	4	6	⇩
Leicester	3	4	⇩
Bassetlaw	1	1	⇩
Bolsover	1	1	⇔
Boston	1	1	⇔
Derby	1	1	⇔
Erewash	1	1	⇔
Gedling	1	0	⇧
High Peak	1	1	⇔
Mansfield	1	1	⇩
Newark and Sherwood	0	1	⇩

Table 2: Local authorities in the East Midlands in which the percentage of children on benefits was at least twice the national average, Source: administrative data DWP 2007.

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[21] See Appendix J for a definition of the rural / urban classifications used and Appendix H for the East Midlands local authority areas according to the DEFRA definition of rurality.

[22] Rural-50: districts with at least 50 percent but less than 80 percent of their population in rural settlements and larger market towns.

[23] Large Urban: districts with either 50,000 people or 50 percent of their population in one of 17 urban areas with a population between 250,000 and 750,000.

4.18 Table 3 details the 18 wards in which by 2007 the percentage of children dependant on workless benefits remained above or had increased to at least twice the national average.

Local authority	Ward	2005 % of all dependant children living in families with out of work benefits (England average = 21%)	2007 % of children living in families with out of work benefits (England average = 19.7%)
Bassetlaw	Worksop South East	43.3	42.6
Bolsover	Shirebrook North West	49.6	40.7
Boston	Fenside	49.5	39.6
Derby	Sinfin	44.1	40.3
Erewash	Ilkeston North	42.5	42.0
High Peak	Gamesley	45.1	42.1
Leicester	New Parks	45.2	46.1
Leicester	Freemen	44.8	45.6
Leicester	Braunstone Park and Rowley Fields	44.2	40.6
Leicester	Eyres Monsell	/	42.4
Mansfield	Ravensdale	47.2	47.6
Nottingham	Aspley	52.0	49.2
Nottingham	Arboretum	51.0	44.2
Nottingham	St Ann's	50.6	50.8
Nottingham	Bridge	46.3	40.3
Nottingham	Bilborough	/	39.5
Nottingham	Bulwell	/	49.1
Newark and Sherwood	Devon	/	42.2

Table 3: Wards in the East Midlands which had twice the national average of children living on benefits in 2007 Source: administrative data DWP.

4.19 In summary therefore, of the 15 wards which in 2005 had at least twice the national average of children living in families on benefits, 14 with at least twice the national average remained in 2007. These 14 wards were joined by a further 4 wards which were not at or above at least twice the national average in 2005, and yet increased to go beyond this level between 2005 and 2007. So whilst Leicester had three wards with at least twice the national average percentage of children dependant on benefits in 2005 these were joined by Eyres Monsell in 2007. In Nottingham the total number of wards which had at least twice the national average percentage of children dependant on workless benefits increased from 4 to 6 between 2005 and 2007. The two additional wards were Bilborough

and Bulwell. For a spatial representation of the percentage of children dependant on workless benefits in Nottingham by LSOA please see Map 5 in Appendix E.

The local geographic and demographic context: IDACI

4.20 IDACI is created from the Income Deprivation Domain of the English Indices of Multiple Deprivation (IMD) and represents the proportion of children aged 0-15 living in income deprived households. It can be used along with a population breakdown to calculate the actual number of children living in poverty. It was beyond the scope of this research to calculate the actual number of children in poverty across the East Midlands using this method. Instead we present an overview of the East Midlands in terms of the IDACI only. Local authorities may find it valuable to calculate actual totals of children in poverty at Super Output Area (SOAs) levels in the future using this approach.

4.21 There have been some changes in the methodology underpinning the IMD and therefore also to the IDACI. All the data presented below comes from 2007 at which point the IDACI comprised:

■ Children in Income Support Households (DWP 2005)

■ Children in Income-Based Job Seekers Allowance Households (DWP 2005)

■ Children in Pension Credit (Guarantee) Households (DWP 2005)

■ Children in Working Tax Credit households where there are children in receipt of Child Tax Credit whose equivalised income (excluding housing benefits) is below 60 per cent of the median before housing costs (HMRC 2005)

■ Children in Child Tax Credit Households (who are not eligible for IS, Income-Based JSA, Pension Credit or Working Tax Credit) whose equivalised income (excluding housing benefits) is below 60 per cent of the median before housing costs (HMRC 2005)

■ National Asylum Support Service (NASS) supported asylum seekers in England in receipt of subsistence support, accommodation support, or both (NASS 2005)
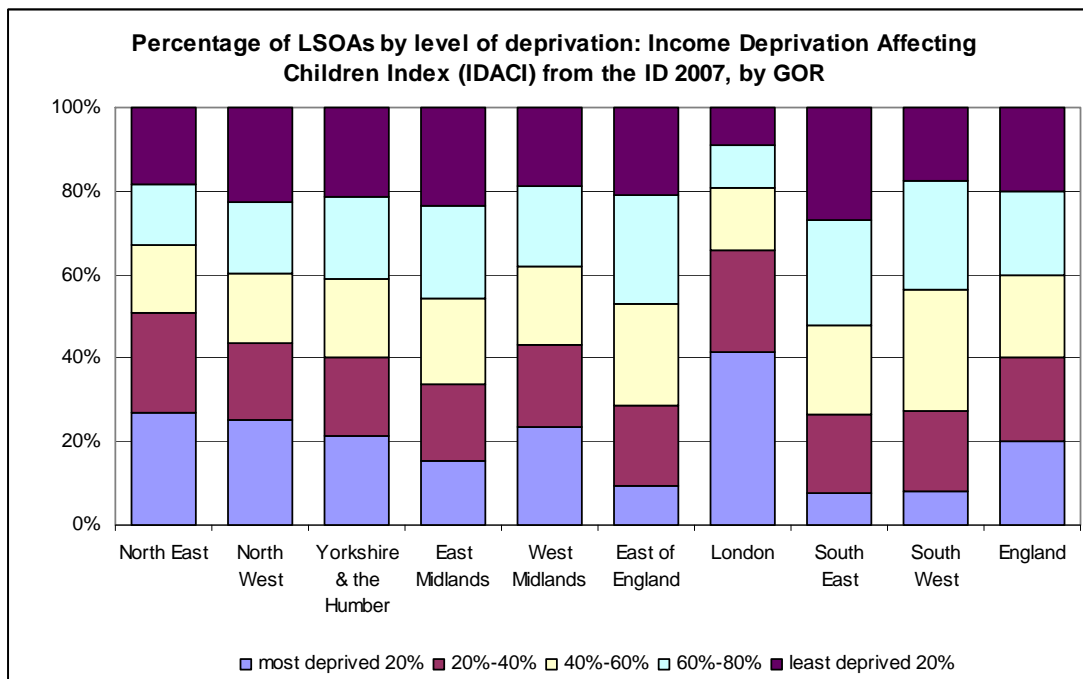
Percentage of LSOAs by level of deprivation: Income Deprivation Affecting Children Index (IDACI) from the ID 2007, by GOR

Table 4: Percentage of Lower Super Output Areas (LSOAs) by level of deprivation[24]

4.22 Table 4 shows how the East Midlands as a whole fared against other Government Office regions levels of child poverty in 2007. It shows that:

■ London has the highest percentage of LSOAs in the most deprived 20 per cent of LSOAs in England (41.5 per cent) which means that children in London are twice as likely as the average to live in an area with a high proportion of income deprived households.

■ This contrasts with the South East where only 7.7 per cent of LSOAs are in the most deprived 20 per cent of LSOAs in England.

■ The East Midlands has a relatively low 15.3 per cent of LSOAs in the most deprived 20 per cent of LSOAs in England.

4.23 The IDACI shows similar patterns to the IMD in the East Midlands. In the East Midlands multiple deprivation is concentrated in Nottingham, and to a lesser extent in Leicester and Derby, as well as the former coalfield districts such as Mansfield, Bolsover, Ashfield, Bassetlaw and Chesterfield, and the Lincolnshire coast[25]. For a spatial representation of the regional spread of child poverty and a visual representation of child poverty in the regions urban areas, please see the maps in Appendices A – E.

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[24] Table 4 & 5 are sourced from analysis by of the IMD by ONS: Regional Statisticians in the East Midlands January 2008. Data in this analysis was sourced from the Department of Communities and Local Government
[25] Green, A. Institute of Employment Research, University of Warwick, on behalf of emda, *Mapping Deprivation in the East Midlands – Implications for Policy*, August 2005.

Percentage of LSOAs by level of deprivation: Income Deprivation Affecting Children Index (IDACI) from the ID 2007, by LAD in the East Midlands
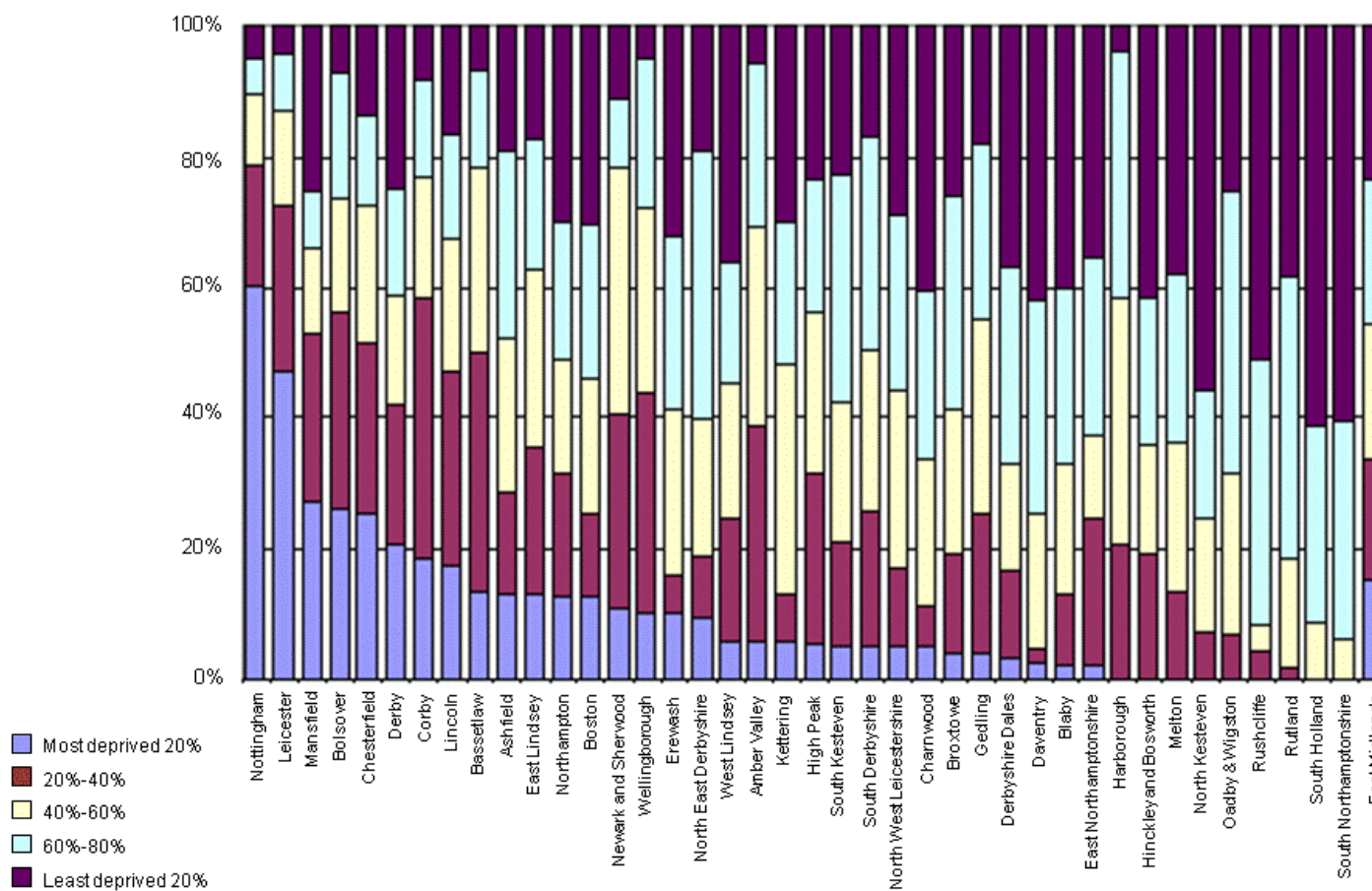

Legend:
- Most deprived 20%
- 20%-40%
- 40%-60%
- 60%-80%
- Least deprived 20%

Table 5 on the previous page reveals the sub-regional variations in IDACI such as:

■ Nottingham has the highest percentage of LSOAs in the most deprived 20 per cent of LSOAs in England (60.2 per cent) which means that children in Nottingham are three times as likely as the average to live in an area with a high proportion of income deprived households.

■ There are nine local authority districts (from South Holland to South Northamptonshire on the right of the chart) where there are no LSOAs in the most deprived 20 per cent of LSOAs in England with Rutland and South Northamptonshire having no LSOAs in the most deprived 40 per cent of LSOAs in England.

Summary

4.24 The LAA is a key policy tool for local authorities to prioritise and drive forward collaborative action to tackle child poverty. There is one primary indicator for child poverty NI 116 but it is possible to create a basket of related indicators and The Child Poverty Unit are undertaking further work on this, which may lead to a revised indicator being introduced to the LAA process in the future. Within the region only one LAA has included NI 116 as a priority indicator. Issues influencing take up of NI 116 seem to include the lack of appropriate data at a local level and concerns regarding the use of the current proxy measure.

4.25 In 2004/05-2006/07[26], 200,000 children were living in poverty in the East Midlands[27]. The risk of living in households with less than 60% of contemporary median household income, before housing costs, was reduced from 26% in 1998/9–2000/01 to 24% in 2004/05–2006/07[28]. However, the headline reduction also disguises an increase in the risk for children in the East Midlands of living in poverty between 2003/04–2005/06 and 2004/05-2006/07, when it rose slightly from 23% to 24%. Between 1998/99-2000/01 and 2004/05-2006/07 in England as whole the risk of living in relative low income poverty before housing costs fell from 24% to 22% respectively.

4.26 We also explored two measures of child poverty at a local level, the percentage of children dependant on out of work benefits based on DWP data and IDACI data. During the period of 2005 to 2007 the number of wards in the East Midlands which had at least twice the national average of children dependant on out of work benefits increased from 15 to 18. Only one ward which had been at or at least twice the national average in 2005 decreased to below this level by 2007 and this was Killisick. Four wards which had in 2005 not been at least twice the national average or higher increased to this level by 2007 these were: Bilborough, Bulwell, Devon and Eyres Monsell.

4.27 The IDACI shows similar patterns to the IMD and the NI 116 data, it revealed that in the East Midlands child poverty is concentrated in Nottingham and Leicester and to a lesser extent in Derby, as well as the former coalfield districts such as Mansfield, Bolsover, Ashfield, Bassetlaw and Chesterfield, and the Lincolnshire coast[29]. Within the region, children in Nottingham are three times more likely than the average to live in an area with a high proportion of income deprived households and the data suggests that levels of child poverty in Nottingham remain on the increase.

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[26] Due to the size of the sample in the Family Resources Survey (FRS), the risk and number of children living in poverty by region is given as a three year average to improve the statistical reliability of the results.

[27] Factsheet 2006/07: Children in Poverty – The Regional Perspective.

[28] Calculated from data provided in three year averages in the Households Below Average Income (HBAI) 1994/95 – 2004/05, DWP.

[29] Green, A. Institute of Employment Research, University of Warwick, on behalf of emda, *Mapping Deprivation in the East Midlands – Implications for Policy*, August 2005.

5 Findings: Literature review

Evidencing what works in tackling child poverty

5.1 This section is not intended to be comprehensive in its coverage of literature and policy which demonstrates effective practice in tackling child poverty; it is rather a selection of key points made in relation to the four key themes set out in *Ending Child Poverty: Everybody's Business*[30].

Increasing employment and raising income: helping people who can work to move into employment and progress in work.

5.2 Worklessness amongst parents is a key determining factor for child poverty; a child in a household where no one works can be up to seven times more at risk of living in poverty than a child in a working family. To address worklessness sub-regional and local projects need to provide parents with the practical solutions they need to overcome the barriers that are stopping them from working. Tackling child poverty is therefore inextricably linked to the provision of welfare to work and work has positive impacts that go beyond increased income, such as improving well being and raising aspirations for both parents and their children.

5.3 Much progress has been made in reducing worklessness and the role that New Deal programmes have played should not be underestimated. However, as David Hirsch has recognised, *'as time goes on, those who remain out of work become harder to help, because they are facing greater barriers to employment'*[31].

5.4 In order to achieve the Government's target to increase the lone parent employment rate up to 70%, benefit reforms have been announced. These include a new category of benefit claimant, the progression to work group, who will face state requirements to make themselves ready for work. The DWP has said that this group will include lone parents with children as young as one, partners of people on benefits with children under seven and incapacity benefit claimants deemed to be capable of work. This group, before being ready to actively seek work, would be expected to address debt, confidence or health problems, as well as taking on work and skills training. "Sanctions would only apply to those who refuse to take steps to be job-ready that have been jointly agreed with their personal advisers in Job Centres", said a DWP official[32].

5.5 With the potential increase of parents returning to work securing affordable, quality childcare is of major concern to parents who want to work. Children's Centres and after school activities are therefore central to effective local and sub-regional delivery and action. Expanded roles for Children's Centres also offer potential to address worklessness by providing information on careers, in work benefits, training, childcare and returning to education in a non threatening environment.

5.6 However, in recent years there has also been increasing awareness of the existence of 'in work' poverty. Kenway has argued that *'the steady upward trend and number of children involved mean that it should be given high priority'*[33]. Kenway also asserted that the extent of in work poverty, 1.8 million UK children who belong to families who are in in-work poverty, calls into question the governments assertion that had been at the heart of their child poverty strategy, namely that *'work (for those who*

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[30] *Ending Child Poverty: Everybody's business,* was a report published as part of the 2008 Budget (DCSF 2008).

[31] Hirsch, D. *What will it take to end child poverty*?

[32] Wintour, Patrick. *Lone parents told to be ready to work or face benefit cut*. Guardian, 2nd December 2008.

[33] Kenway, P., *Addressing in-work poverty'*. 2008, Joseph Rowntree Foundation

can) is the route out of poverty' [34]. The challenge of effective practice in tackling child poverty is therefore to recognise that any strategy based solely on 'work' as an answer to poverty is threatened from the offset.

Providing financial and material support: providing additional resources to make sure that work pays and to help families who cannot work.

5.7 Activity aimed at addressing the need for financial and material support is primarily delivered through the tax and benefit system. Despite reforms to the tax and benefit system since 1999/00, which is the first year that the DWP began to publish breakdowns on the poverty rates and characteristics of children in poverty, there are ongoing debates about the need for further reforms to this system to eradicate child poverty.

5.8 In 2006 Bradshaw sought to explore, through secondary analysis of the Family Resources Survey, which children have benefited from these reforms and how such policy changes and trends changed the composition of children in poverty. He determined that whilst care needed to be taken as the classification of categories in the data was not entirely consistent over time, there was a significant reduction in child poverty over the period 1999/0 to 2004/5 amongst the following groups after housing costs: lone parents, three children families, not in receipt of benefits and local authority tenants. However he also determined that during the same period there was an increase in child poverty amongst the following groups after housing costs: all adults in work, receiving tax credits and housing association tenants. Despite the need for tax credits, it has been acknowledged that 'had the Government done nothing other than simply uprate the tax and benefit system, there might have been 1.7 million more children in poverty than there are today' [35].

5.9 A key aspect of the research commissioned and published by the Joseph Rowntree Foundation (JRF) was a study in 2006 which modelled what it would cost to meet the target of halving child poverty by 2010 (and eradicating it by 2020) and the likely levels of future child poverty under different scenarios. The JRF has since commissioned further research to update that modelling using more recent data and forecasts. This work is being carried out by Mike Brewer (Institute for Fiscal Studies), Holly Sutherland (University of Essex) and Philip Rees (University of Leeds) and will be published in early 2009.

5.10 In April 2008 the JRF published the report '*The impact of benefit and tax uprating on incomes and poverty'*, which suggested that the rate of child poverty will almost double over the next 20 years under current uprating policies. The Campaign to End Child Poverty therefore asserted that without an extra £3bn the target to halve child poverty by 2010 will be missed.

Ensuring that communities are safe, sustainable places where families can thrive.

5.11 Considerable use has been made during recent years of Area-based Regeneration Initiatives (ABIs) and of more general supplementary expenditures targeted at deprived neighbourhoods. Many of these initiatives address collective environmental and community problems and therefore target children or young people who are at risk in some way as a result of living in areas of concentrated deprivation. An important example of such a programme was the Neighbourhood Renewal Fund (NRF) which consolidated a number of more specific programmes and has since been re-launched as the Working Neighbourhoods Fund.

5.12 Glen Bramley and David Watkins have on behalf of JRF attempted to estimate the public service costs of child poverty and in so doing analysed existing data on how child poverty affects spending

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[34] Kenway, P., *Addressing in-work poverty'*. 2008, Joseph Rowntree Foundation
[35] HM Treasury, HM Treasury, DWP (Department for Work and Pensions) and DCSF (Department for Children, Schools and Families (2008) Ending Child Poverty: Everybody's business, 2008, p. 5

on selected services including area based programmes and grants. In their report for JRF[36], they presented the chart shown here as Table 6, produced originally by the Local Government Association (LGA), which contains current figures for all area based programmes which pay grants to or through local government. The programmes included were selected as they appeared to be selective in favour of deprived communities. Bramley and Watkins acknowledge that a subjective judgement, albeit a judgement informed by other parts of their research, was made regarding the proportion of each programme which has been attributed to child/family poverty.

Name of programme	Department	Total cost £ million	% attributable to child poverty	Attributable expenditure £ million
Stronger Safer Communities	CLG	51.9	50%	26.0
Working Neighbourhoods Fund	CLG	458.8	30%	137.6
Preventing Violent Extremism	CLG	12.0	30%	3.6
Childrens Fund	DCSF	131.8	50%	65.9
Positive Activities for YP	DCSF	52.8	50%	26.4
Teenage Pregnancies	DCSF	27.5	50%	13.8
Chdn Soc Care Workforce	DCSF	18.2	70%	12.7
Care Matters WP	DCSF	34.3	70%	24.0
Chn & Adol Mental Health	DH	92.7	70%	64.9
Learning & Disability Dev Fund	DH	43.8	50%	21.9
Young People Substance Abuse	HO	15.4	50%	7.7
Total		**939.2**	**43%**	**404.5**

Table 6: Area-based programme grants in England related to child/family poverty[37]

5.13 Bramley and Watkins determined that education related programmes should not be included in this review as they deemed these not to appear not to discriminate greatly in favour of deprived areas or schools. The total of the programmes listed in Table 6 is £939 million and estimates by Bramley and Watkins suggest that on average 43% of these programmes can be attributed to child/family poverty.

5.14 General supplementary expenditure targeted at deprived communities and ABIs more specifically tackle the problems faced by some of the most deprived communities, and yet isolating and demonstrating the impact of such programmes on child poverty is a significant challenge. Many projects funded through such programmes do not themselves isolate the spending or impact of their work specifically geared to children and families, therefore further work is required to explore and demonstrate both the outcomes and impact of such activity.

Improving children's life chances and improving opportunities and outcomes for children from low-income families

5.15 Children growing up in poverty are likely to have limited life chances in adulthood, and this disadvantage is likely to transmit itself to their children[38]. A key aspect of tackling the issue of child poverty is to address this generational cycle of disadvantage, and break the links between poor

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[36] *The public service costs of child poverty*

[37] Source: Table supplied by M. Heiser, LGA, based on data provided by Communities and Local Government Department, Local Government Finance Directorate. Percentage attribution to child poverty by Bramely, G and Watkins, D

[38] Phung, V.H., Ethnicity and Child Poverty under New Labour: A Research Review, Social Policy & Society, 2008.

housing, education and child poverty. A significant factor in tackling child poverty is therefore about improving the life skills of today's 5-20 year olds who will become parents in the next 15 years, as skills are strongly associated with employment rates and low skills are notably a major barrier to job entry and progression.

5.16 Further work has focused upon the hidden costs of schooling and engaging with voluntary and community sector organisations working to provide support in relation to schooling costs is also important. However life chances are multifaceted and no one service can be responsible for addressing this issue, therefore any effective initiative must be built on strong partnerships and a planned approach to actively engaging and raising the expectations and aspirations of young people.

5.17 Activity under this theme is inextricably linked to the Every Child Matters reforms which are driving system-wide integration across children's services and improving opportunities and outcomes for children from low income families. Other activity under this theme includes improvements in early education and in school standards which seeks to address and close gaps in attainment between poor children and their peers. A key policy in relation to this theme is the Children's Plan which has a far-reaching agenda with new ambitions for children's services to improve the outcomes for children and young people.

5.18 Parenting programmes are a core aspect of the drive to improve children's life chances. With the increasing focus on parenting interventions and support there was also evidence of the role that health practitioners such as educational psychologists play.

Risk factors influencing child poverty

5.19 The risk of a child facing poverty is heavily influenced by a number of factors, some geographical and some social. The influential social factors involved in determining the risk of child poverty include age, gender, ethnicity and disability. The list below shows the risk of a child being poor if he or she belongs to certain groups in comparison to the average of 27% risk of poverty. It shows that you are more likely to experience child poverty if:

- your mother is under 25;
- you are from a lone parent household (of which the vast majority are headed by women);
- you are of Pakistani/Bangladeshi, Black or Black British ethnicity;
- you live in a household with one or more disabled adult.

Summary

5.20 Worklessness amongst parents is a key determining factor for child poverty; a child in a household where no one works can be up to seven times more at risk of living in poverty than a child in a working family. However, in recent years there has also been increasing awareness of the existence of 'in work' poverty. Kenway has argued that the steady upward trend and number of children involved mean that it should be given high priority.

5.21 Activity aimed at addressing the need for financial and material support is primarily delivered through the tax and benefit system. Despite reforms to the tax and benefit system since 1999/00, which is the first year that the DWP began to publish breakdowns on the poverty rates and characteristics of children in poverty, there are ongoing debates about the need for further reforms to this system to eradicate child poverty. The Government claims that had they done nothing other

than simply uprate the 1997 tax and benefit system child poverty might be 1.7 million children higher than today.

5.22 General supplementary expenditure targeted at deprived communities and ABIs more specifically tackles the problems faced by some of the most deprived communities and yet isolating and demonstrating the impact of such programmes on child poverty is a significant challenge. Many projects funded through such programmes do not themselves isolate the spending or impact of their work specifically geared to children and families, therefore further work is required to explore and demonstrate both the outcomes and impact of such activity.

5.23 Children growing up in poverty are likely to have limited life chances in adulthood, and this disadvantage is likely to transmit itself to their children[39]. A key aspect of tackling the issue of child poverty is to address this generational cycle of disadvantage, and break the links between poor housing, education and child poverty.

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[39] Phung, V.H., *Ethnicity and Child Poverty under New Labour: A Research Review*, Social Policy & Society, 2008.

6 Findings: Regional Overview

6.1 This research has shown that identifying projects with a specific focus on tackling and reducing child poverty within the region is challenging, as many projects do not see this as their primary aim, but rather as a subsidiary impact of their work. Therefore such impacts are not necessarily captured through management information or robustly evaluated. Here we present a summary of the 39 projects from within the region which the researchers became aware of during the period of this research. In addition to this, there is a synopsis of activity in the region as related to the four key themes identified in *Tackling Child Poverty: Everybody's Business*. It is important to emphasise that the overview of activity whilst not exhaustive is representative of activity identified during the period of this research and is an invaluable starting point for further analyses/investigation. Many of the projects cover more than one local area, but Table 7 gives an indication of the geographic spread of activity.

Local Authority Area	Number of projects / pilots / programmes identified which cover this geographic area
Derby	5
Derbyshire	7
Leicester	8
Leicestershire	4
Nottingham	5
Nottinghamshire	8
Northamptonshire	2
Lincoln	2
Lincolnshire	7
Rutland	1

Table 7: Numbers of pilots / pathfinders and projects aimed at tackling Child Poverty identified between Oct – Nov 2008 within the East Midlands.(Numbers do not add up to 39 due to individual projects working in more than one area).

6.2 As Table 7 shows, there is a high level of activity in Leicester and Nottinghamshire, followed by Derbyshire, Derby, Nottingham and Leicestershire.

Theme	Number of projects / pilots / programmes identified
Theme 1: Increasing employment and raising income	9
Theme 2: Providing financial and material support	3
Theme 3: Sustainable places, safe communities	5
Theme 4: Improving children's life chances	22

Table 8: Numbers of pilots / pathfinders and projects under each theme identified between Oct – Nov 2008 within the East Midlands.

6.3 Table 8 reveals that activity being delivered within the East Midland at present has the predominant focus of improving children's life chances. There were also a significant proportion of the total projects focusing upon increasing employment and raising income by providing financial and material support and less activity aimed at ensuring communities are safe, sustainable places where families can thrive. An exploration of activity as focused under the four key themes features on Page 27 of this report.

Lead organisation	Number of projects / pilots / programmes identified
Multi-agency	8
Primary Care Trust	4
Local Authority	11
Voluntary and Community Sector	7
Schools and Extended schools	2
Job Centre Plus	1
N/A	6

Table 9: Numbers of pilots / pathfinders and projects by type of lead organisation identified between Oct – Nov 2008 within the East Midlands.

6.4 Table 9 indicates that most activity aimed at tackling child poverty within the East Midland is being led by either a voluntary or community sector organisation or a local authority. There were also a significant proportion of the total projects whose activity was led through a multi-agency approach. Less of the activity was being led directly by organisations such as Job Centre Plus, PCTs or schools.

6.5 Where the lead organisation is a local authority or where a project is a pilot or pathfinder, the level of multi agency engagement was found to be far higher. With regard to the case studies, all emphasised their work with other agencies, particularly the Department of Health (DOH), Primary Care Trusts (PCTs) and Children's Services.

Client group	Number of projects / pilots / programmes identified
Alcohol and drug dependent families	1
Black and Minority Ethnic families (BME)	4
Families at risk of negative outcomes	6
Families experiencing mental health problems	2
Families of prisoners	1
Families with disabilities	5
Large families	1
Lone parents	4
Long term unemployed	6
No target group	3
Teenage mothers and parents	6

Table 10: Numbers of pilots / pathfinders and projects by client group identified between Oct – Nov 2008 within the East Midlands.

6.6 Table 10 above shows that the client groups most commonly focused upon by pilots and pathfinders in the region were long-term unemployed and families at risk of negative outcomes. Focus on these client groups suggests recognition that income and employment status are key determinants of poverty. It also suggests awareness of high rates of teenage conceptions within the East Midlands, and particularly in Nottingham which features in the top 5 of all localities in the UK for teenage conceptions.

Delivery mechanism	Number of projects / pilots / programmes identified
1:1 support	10
Personalised or family centred activity	1
Group activity / support	8
Parenting support	3
Mentoring	4
Outreach	3
N/A	8
Other	2

Table 11: Numbers of pilots / pathfinders and projects by delivery mechanism identified between Oct – Nov 2008 within the East Midlands.

6.7 Table 11 above shows that the delivery mechanisms most often used by pilots and pathfinders in the region were: 1:1 support, group activity support or no specific delivery mechanism. Focus on these delivery mechanisms suggests recognition that 1:1 support or group activities are considered to be the best ways to deliver activity to tackle child poverty.

6.8 Many of the projects included in the overview of activity only evaluated user outputs, a considerable amount of the projects were also at too early a stage to have evaluation materials which they could

share. This is an aspect of the nature of the projects, many of which are short term funded programmes.

Activity under each theme

Increasing employment and raising income: helping people who can work to move into employment and progress in work

6.9 Increasing employment and raising income was the second highest driver of activity within the region, reflecting awareness that unemployment is a key determinant of being in poverty. There are nationally initiated programmes including the Child Poverty Family Intervention pilot, which focus directly on increasing employment and raising income. Nearly all of the projects / programmes focusing upon increasing employment and raising income were targeting the long-term unemployed. The primary delivery mechanism for work under this theme was group activity, closely followed by mentoring and outreach. It is also interesting to note that the majority of activity identified under this theme was led by the voluntary sector and social enterprises.

6.10 This theme includes activity that aims to bring support services directly to families and parents to help them overcome the constraints that may make work difficult. Job Centre Plus plays an important role here, particularly with regard to their outreach pilots where advisory services have been trialled in healthcare and children's centre settings with varying degrees of success. Children's Centres also make a valuable contribution to the provision of affordable and available quality childcare.

6.11 The desk research indicated that within the East Midlands the Large Urban and Other Urban areas and the Lincolnshire Coast have the largest concentrations of employment deprivation[40]. The activity to increase employment and raise income was well targeted at these areas, and included a specific focus on: Nottingham, Lincolnshire coast, Derby and deprived wards in Leicestershire. The only apparent gap in this theme was a need for such activity targeted in Leicester's deprived wards. A lack of identified activity under this theme in this area could be a gap in the research base, which should be explored further.

Providing financial and material support: providing additional resources to make sure that work pays and to help families who cannot work

6.12 Few projects were identified which had a specific focus on providing financial and material support. This reasonably low proportion of overall activity is probably reflective of the fact that activity aimed at addressing the need for financial and material support is predominantly delivered through the tax and benefit system. Much of the work which addresses this need at a local level is about making people aware of what benefits and tax credits they are entitled to. This most often comprises 1:1 support with an outreach worker such as Citizens Advice Bureau workers in contexts such as healthcare settings. With regard to material support, activity falls under this theme if it is aimed at improving living conditions, addressing overcrowding or tackling fuel poverty and is therefore evidence of the need for decent affordable housing.

6.13 Given the difficulties in determining the demographic and geographic spread and demand for financial and material support, it is a complex form of support to effectively target at appropriate client groups. Further research could help to determine take up of financial support in the form of tax credits and benefits and into appropriate client groups.

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[40] Green, A. Institute of Employment Research, University of Warwick, on behalf of emda, *Mapping Deprivation in the East Midlands – Implications for Policy*, August 2005.

Ensuring that communities are safe, sustainable places where families can thrive

6.14 Limited projects were identified which specifically focused upon supporting communities to develop family-friendly environments, particularly safe spaces to socialise, exercise and play. These included a Neighbourhood Renewal Unit (NRU) pathfinder in Derbyshire and Nottinghamshire, which aims to tackle quality of life issues in communities. Over the past decade the New Deal for Communities (NDC) and the Neighbourhood Renewal Fund (NRF) have tackled the problems faced by some of the most deprived communities and activity from either which demonstrates impact in tackling child poverty should feature under this theme.

6.15 The identification of such a limited number of projects under this theme indicates a probable gap in the research base, rather than a gap in activity which fosters regeneration in deprived communities. There is evidently activity underway to stimulate economic growth within the region. Therefore a key priority for further work would be to identify and demonstrate the links with this activity and its impact on tackling Child Poverty. A likely cause of this gap is the routes used in this research to identify activity, as these were primarily through Children's Services, JCP, PCTs, and from responses to the call for information made at the regional child poverty conference[41].

Improving children's life chances and improving opportunities and outcomes for children from low-income families

6.16 Improving children's life chances was undoubtedly the most prevalent area of activity aimed at tackling child poverty in the East Midlands overall. The key driver behind this is an aim to address the considerable continuity in patterns of deprivation over time. The objective being to improve poor children's life chances by tackling the effects of poverty now, and preventing it occurring in the future, therefore *'breaking the cycle'* of deprivation.

6.17 The majority of projects which address life chances focused upon teenage parents as the key client group. Other key client groups for those addressing life chances were, in order of their frequency of occurrence: families at risk of negative outcomes, Black Minority Ethnic (BME) families and families experiencing mental problems.

6.18 The delivery mechanisms for activity aimed at improving life chances included: 1:1 support, parenting support, personalised or family centred activity and group activity / support. Parenting programmes were a core aspect of the drive to improve children's life chances. With the focus on parenting interventions and support there was also evidence of the role that health practitioners such as educational psychologists played in delivering activity. However, such expertise was primarily a feature of the projects delivered through or led by local authorities including those in receipt of pilot or pathfinder funding. No voluntary sector led projects featured such expertise; this may be due to cost implications.

6.19 Activity under this theme is inextricably linked to the *Every Child Matters* reforms which are driving system-wide integration across Children's Services and improving opportunities and outcomes for children from low income families. Other activity under this theme included improvements in early education and an ambition to address and close gaps in attainment between children in poverty and their peers.

6.20 A key policy in relation to this theme was found to be the Children's Plan which has a far-reaching agenda with new ambitions for Children's Services to improve the outcomes for children and young people.

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[41] Projects and activity was identified by projects coming forward either through contact made with Children's Services or through the regional Child Poverty conference or links with PCTs and JCP.

Summary

6.21 A high level of activity was identified in Leicester and Nottinghamshire, followed by Derbyshire, Derby, Nottingham and Leicestershire. Most activity that was identified was either led by a voluntary or community sector organisation or a local authority. A significant proportion of the remaining activity was led through a multi-agency approach.

6.22 Improving children's life chances was undoubtedly the most prevalent area of activity aimed at tackling child poverty in the East Midlands. A significant proportion of the total projects also addressed the need to increase employment and raise income, reflecting awareness that unemployment is a key determinant of being in poverty. The activity to increase employment and raise income was well targeted at areas of employment deprivation including: Nottingham, Lincolnshire coast, Derby and deprived wards in Leicestershire.

6.23 Providing financial and material support and ensuring communities are safe, sustainable places where families can thrive were lesser drivers in the activity identified. This low proportion of overall activity is probably reflective of the fact that activity aimed at addressing the need for financial and material support is predominantly delivered through the tax and benefit system. The identification of only one project which fosters regeneration in deprived communities to overcome problems and stimulate economic growth indicates a certain gap in the research. Further research is needed to demonstrate the links with and impact of such activity on tackling child poverty. Many of the projects included in the overview of activity only evaluated user outcomes and thus further work is also needed to encourage projects to seek to demonstrate impacts and outcomes rather than solely outputs.

7 Case studies

7.1 The accompanying document includes the seven case studies in full; this table demonstrates the areas the case studies cover including the LAA indicators that they relate to. The relevant LAA indicators were determined, through suggestions by project leads of indicators that their work impacts upon and through the researchers identifying links between local priorities and project objectives.

Project Name	Areas Covered	Key Drivers	LAA Indicators
Family Nurse Partnership	Derby Nottingham	Theme 4: Improving children's life chances	NI 112 Teenage conception (reduces second conceptions) NI 116 Proportion of children in poverty (workless households) NI 117 NEET targets
Parenting Early Intervention Project (Positive Parents)	Derbyshire	Theme 4: Improving children's life chances	NI 112 Teenage conceptions NI 69 Children who have experienced bullying
Family Intervention Projects	Nottinghamshire	Theme 4: Improving children's life chances Theme 3: Ensuring communities are safe, sustainable places where families can thrive	NI 70 Emergency hospital admissions for children NI 18 Adult re-offending rates for those under probation supervision NI 111 First time entrants to the youth justice system aged 10-17 NI 114 Rate of permanent exclusions from school
Investment in CAB sessions in GP practices	Derbyshire	Theme 2: Providing financial and material support	NI 130 Social care clients receiving self directed support (direct payments and individual budgets) NI 153 Working age people claiming out of work benefits
Turning Point	Leicester	Theme 3: Ensuring communities are safe, sustainable places where families can thrive	NI 112 Teenage conception
Team Programme	Leicestershire Northampton	Theme 1: Increasing employment and raising income	NI 117 NEET targets
Action for Young Carers	Lincolnshire	Theme 4: Improving children's life chances	NI 70 Emergency hospital admissions for children NI 58 Emotional and behavioural health of looked after children

7.2 The case studies cover a range of geographical areas within the region and map across the four key themes identified as central to tackling child poverty, as set out in *Tackling Child Poverty: Everybody's Business.* The seven projects identified as case studies have all been identified as examples of effective practice in reducing child poverty in the East Midlands. They represent a range of

geographical areas, target groups, and delivery methods. The case studies were selected based on a review of all identified activity focusing upon the key elements of effective practice criteria as set out in Appendix I.

7.3 There were found to be features of effective practice which were consistent throughout many of the projects and the researchers believe contributed to their success. Examples of these synergies include:

- offering flexible ways of communicating with their clients, including sending text messages and visiting families outside of working hours

- demonstrating effective partnership working especially in regards to referrals; with many projects engaging with organisations such as the police, the fire brigade and Connexions who regularly have contact with their target group

- a focus on empowering the individual to take responsibility for their futures, agreeing objectives at the start of the engagement and providing the client with a sense of personal achievement at the end

- using recruitment methods such as secondments and hiring those who had prior experience as project beneficiaries in order to establish teams who have: a diverse range of experiences and knowledge; understanding of the contexts in which they were operating and an ability to provide peer mentoring or education

- offering a wide range of support and activities to provide a variety of formal and informal skills and qualifications.

8 Conclusions

8.1 This exploratory research has shown how the region is currently working to prioritise and tackle child poverty. This should help partners' action plan and build on existing effective practice in the region. The findings are based on a representative review of the literature and practice in the region, and whilst not exhaustive they are an invaluable starting point for further analyses/investigation.

Commentary

Research Question 1: What regional and local policy areas and levers are known to be clearly linked to tackling and reducing child poverty?

8.2 The LAA was seen by stakeholders as a key policy tool for local authorities to prioritise and as a crucial element in making it possible to drive forward collaborative action to tackle child poverty. However, there was evidence of limited awareness among delivery staff and some stakeholders of LAAs and of specific National Indicators. As the case studies demonstrate, such staff and stakeholders spoke more generally of local and national targets and of Every Child Matters themes. There is one primary indicator for child poverty NI 116 but it is possible to create a basket of related indicators and further work on this is underway nationally. The Child Poverty Unit may introduce a revised indicator to the LAA process in the future. Within the region only one LAA currently includes NI 116 as a priority indicator. Issues influencing take up of NI 116 included a lack of appropriate data at delivery level and concerns regarding the use of the current proxy measure.

Research Question 2: What evidence is there of current effective practice in tackling child poverty regionally and locally, including regional and local pilots and pathfinders?

8.3 In 2004/05-2006/07[42], 200,000 children were living in poverty in the East Midlands[43]. The risk of living in households with less than 60% of contemporary median household income, before housing costs, was reduced from 26% in 1998/9–2000/01 to 24% in 2004/05–2006/07[44]. However, the headline reduction also disguises an increase in the risk for children in the East Midlands of living in poverty between 2003/04–2005/06 and 2004/05-2006/07, when it rose slightly from 23% to 24%. Between 1998/99-2000/01 and 2004/05-2006/07 in England as whole the risk of living in relative low income poverty before housing costs fell from 24% to 22% respectively.

8.4 Two measures of child poverty at a local level were explored, the percentage of children dependant on out of work benefits and IDACI data. During the period of 2005 to 2007 the number of wards with at least twice the national average of children dependent on out of work benefits increased from 15 to 18. Only one ward which had been at or at least twice the national average in 2005 decreased to below this level by 2007 and this was Killisick. Four wards which had in 2005 not been at least twice the national average or higher increased to this level by 2007 these were: Bilborough, Bulwell, Devon and Eyres Monsell.

8.5 The IDACI showed similar patterns to the IMD and the NI 116 data; it revealed that in the East Midlands child poverty is concentrated in Nottingham and Leicester to a lesser extent in Derby, as

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[42] Due to the size of the sample in the Family Resources Survey (FRS), the risk and number of children living in poverty by region is given as a three year average to improve the statistical reliability of the results.

[43] Factsheet 2006/07: Children in Poverty – The Regional Perspective.

[44] Calculated from data provided in three year averages in the Households Below Average Income (HBAI) 1994/95 – 2004/05, DWP.

well as the former coalfield districts such as Mansfield, Bolsover, Ashfield, Bassetlaw and Chesterfield, and the Lincolnshire coast[45]. Within the region, children in Nottingham are three times as likely as the average to live in an area with a high proportion of income deprived households.

8.6 It was possible to evidence through case studies effective practice in tackling child poverty across localities within the East Midlands region. However, in most instances evidence of effective practice was limited to evidence of 'outputs', such as numbers of end beneficiaries projects reached. There was less available evidence which demonstrated who was better off as a result of the activity. Therefore demonstrating the impact this effective practice is having on local communities is challenging.

8.7 There are necessary considerations needed to review how programme management and project evaluation data can be linked with local population data such as that collated to monitor NIs and LAAs. The resolution of which will depend not only on the availability of appropriate data, measurement and analysis, but also on increasing understanding of the potential role of this in informing the planning of activity. In order to determine the effectiveness of activity it is crucial to clarify whether it is effectively targeted.

Research Question 3: How can partners learn from and build upon existing good practice in addressing child poverty within the East Midlands?

8.8 This research suggests that there is scope to build upon existing practice but that it must not be assumed that what works in one locality will work with certainty in another. There are often contextual factors as to why an approach may be successful in one instance and less so in another. There is certainly more to be learnt about the effectiveness of current targeting of activity and of the direct impact of activity on target end beneficiaries.

8.9 There was widespread recognition amongst the case studies of the importance of involving stakeholders, including service users and the wider community, in achieving better outcomes. It was also seen as invaluable to ensure that the client groups felt ownership of the activity and programme. Therefore activity was most effective when clients set their own targets and goals and regularly reviewed these with the support of project delivery staff. A combination of targeted activity with effective partnerships that led to referrals into projects was evident in nearly all of the case studies. This seems to be an effective model of delivery.

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[45] Green, A. Institute of Employment Research, University of Warwick, on behalf of emda, *Mapping Deprivation in the East Midlands – Implications for Policy*, August 2005.

9 Recommendations and Next Steps

9.1 In this section we highlight the recommended next steps resulting from the research following on from the conclusions:

Improving the availability of local data

9.2 There is a recognised need to improve local data to ensure that partnerships such as LSPs are able to baseline trends in local areas and then support and monitor activity to impact upon this. This includes the work to provide data for NI 116 at a local level to alleviate concerns regarding the use of the proxy measure. Further research is needed to determine the geographical spread of child poverty across the East Midlands (see Maps 1 and 2) as is a more detailed understanding of child poverty at a Lower-Layer Super Output Area (LSOA). Actual numbers of children in poverty in each local authority SOA could be totalled using IDACI and ONS population estimates.

Increasing the take up of Child Poverty indicators within LAAs

9.3 There was widespread recognition that local partnership activity to tackle child poverty is driven by a core prioritisation derived from inclusion in a shared strategy such as a LAA. Issues influencing take up of NI 116 seemed to include the lack of appropriate data at a local level and concerns regarding the use of the current proxy measure. Ongoing work to address the current gap of local data to measure NI 116 should help to address this issue.

Encouraging a shared understanding of the issues

9.4 In order for partnership working to be effective, there was recognition of the need for shared understanding of the issues and a common discourse. There was widespread belief amongst stakeholders and contributors to the regional child poverty conference, that this is not currently in place. It was felt that this can make partnerships with sectors such as healthcare and the police service more difficult than they need to be.

Sharing of best practice in performance management

9.5 Many of the pilots and programme activity identified lacked a rigorous performance management framework. Work to encourage adoption of an approach to address this as an element of programme development is crucial. Sharing of examples of best practice in this area could facilitate better management information collection and thus the ease with which it is possible to identify effective practice.

9.6 In order to identify effective practice and particularly impact on local communities it is crucial for pilots, projects and programmes to identify their target populations i.e. client groups and their geographical location prior to beginning delivery. This also needs to be supplemented by documentation of the outcomes they are seeking to achieve with and or for their target groups.

9.7 Ideally projects, pilots and programmes would also be supported by regional and local government to identify indicators from the national indicator set which they believe they can contribute to. For this to be achieved, they would need to have baseline data available for the national indicators they selected. From which project partners could forecast future trends and evidence any improvements

related to their intervention. In relation to this, the Outcomes Based Accountability[46] exercise *Turn the Curve* might be an effective process for local projects to undertake when planning their activity.

Collaborative working

9.8 There can be no doubt that increased awareness of the problem of child poverty will increase important collaborative efforts between national, regional and local tiers of government as well as leading to innovative local projects. However the activity identified in this review has tended to address parts of the child poverty problem. A strategic approach that tackles child poverty across the region and includes mechanisms to address all dimensions in an integrated manner is really needed.

9.9 This research suggested willingness amongst agencies and authorities to engage tackle poverty, but there are of course difficulties in co-ordinating programmes of action across different levels and varying governance structures, and of working out where child poverty fits in within existing priorities and statutory responsibilities. There are a however a number of key agencies who could play a key role in moving forward activity on tackling child poverty within the region, these include: the Regional Improvement and Efficiency Partnership (RIEP), PCTs, Children's Trusts, the Regional Development Agency, Local Government, Local Strategic Partnerships, East Midlands Regional Assembly (EMRA) and Government Office for the East Midlands.

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[46] The Outcomes or Results Based Accountability (OBA) or (RBA) model was developed by Mark Friedman in the United States. Mark has visited the UK and discussed with local and central government representatives their experiences of applying a "results based" or "outcomes based" approach to planning services for children, young people and families. Central to the OBA approach is a process described as "turning the curve" in which an outcome in need of improvement is described, and then consideration is given to what is likely to happen over time if nothing changes. Plotted as a graph, this projected trend data provides a baseline against which subsequent progress can be measured. By instituting effective and timely action to achieve better outcomes, service planners can expect to achieve results that move away from the projected baseline, thereby "turning the curve".
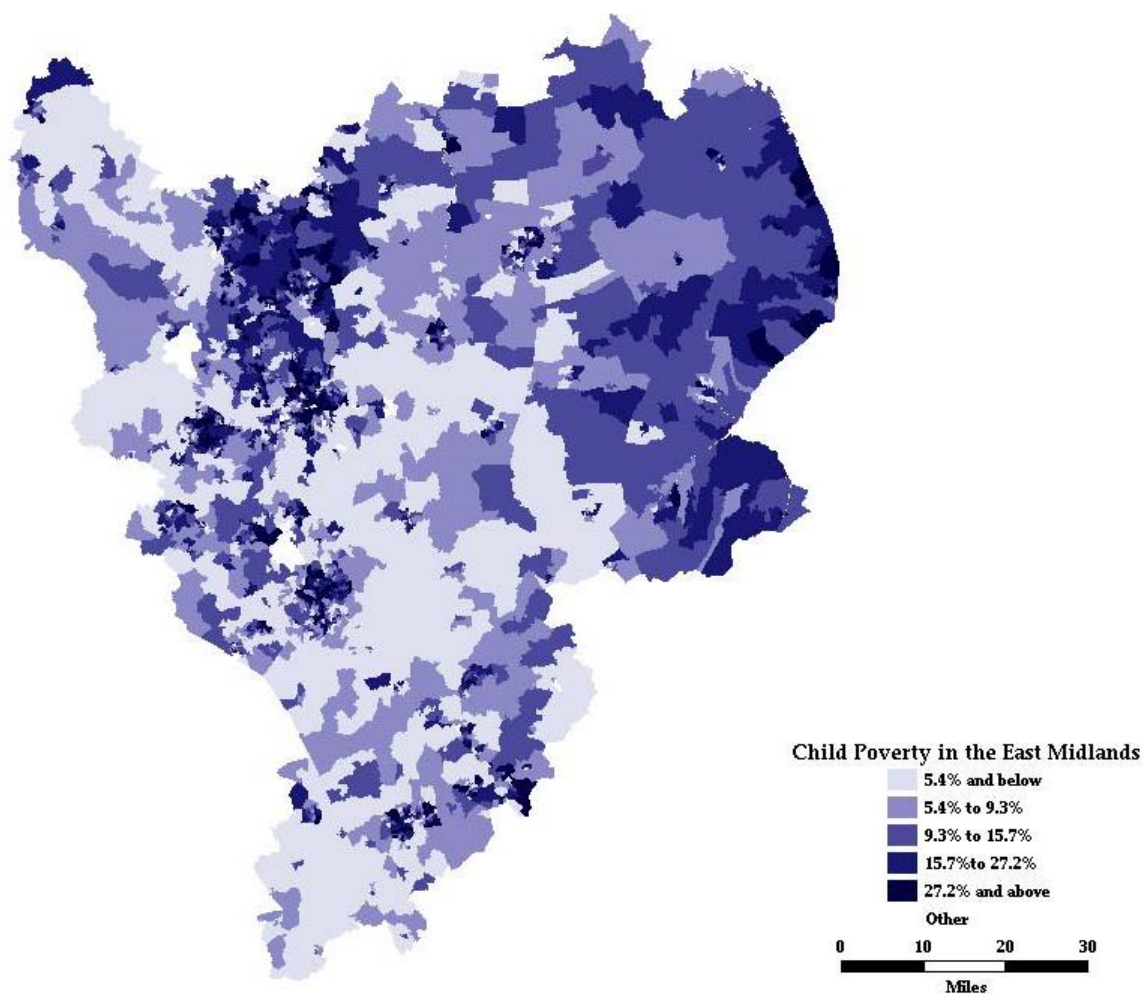
Appendix A: Map 1 Children dependant on workless benefits (IS, JSA, IB/SDA, PC) as a % of all dependant children in the East Midlands by Local / Unitary Authority
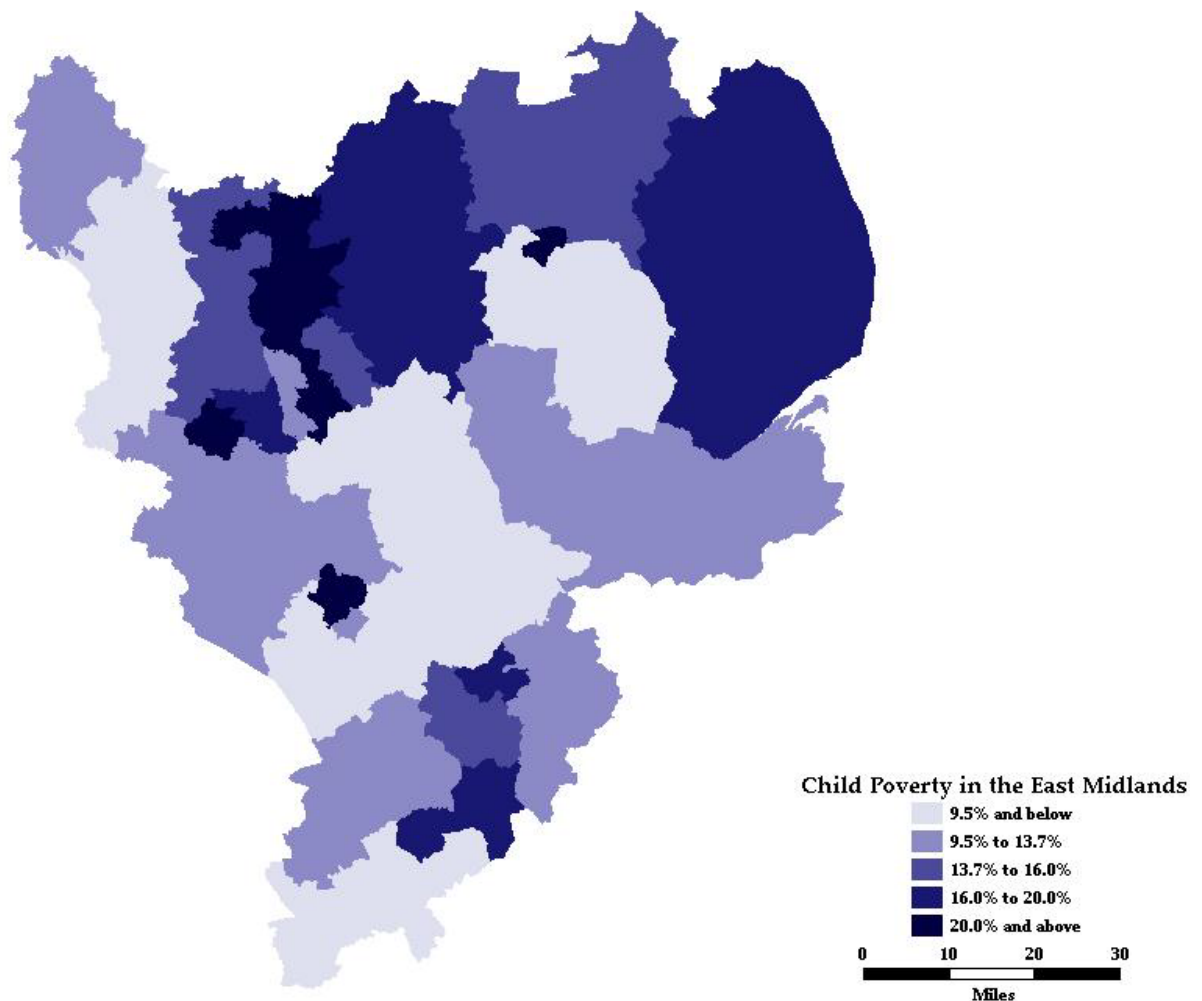
Child Poverty in the East Midlands
- 9.5% and below
- 9.5% to 13.7%
- 13.7% to 16.0%
- 16.0% to 20.0%
- 20.0% and above

By Local / Unitary Authorities
Source: DWP Information Directorate April 2007
Ordnance Survey © Crown Copyright. All rights reserved. CFE. Licence Number: 100019918
White areas on the map indicate where data was unavailable

Appendix B: Map 2

Children dependant on workless benefits (IS, JSA, IB/SDA, PC) as a % of all dependant children in the East Midlands by LSOA

Child Poverty in the East Midlands

- 5.4% and below
- 5.4% to 9.3%
- 9.3% to 15.7%
- 15.7% to 27.2%
- 27.2% and above
- Other

0   10   20   30

Miles

By Local / Unitary Authorities
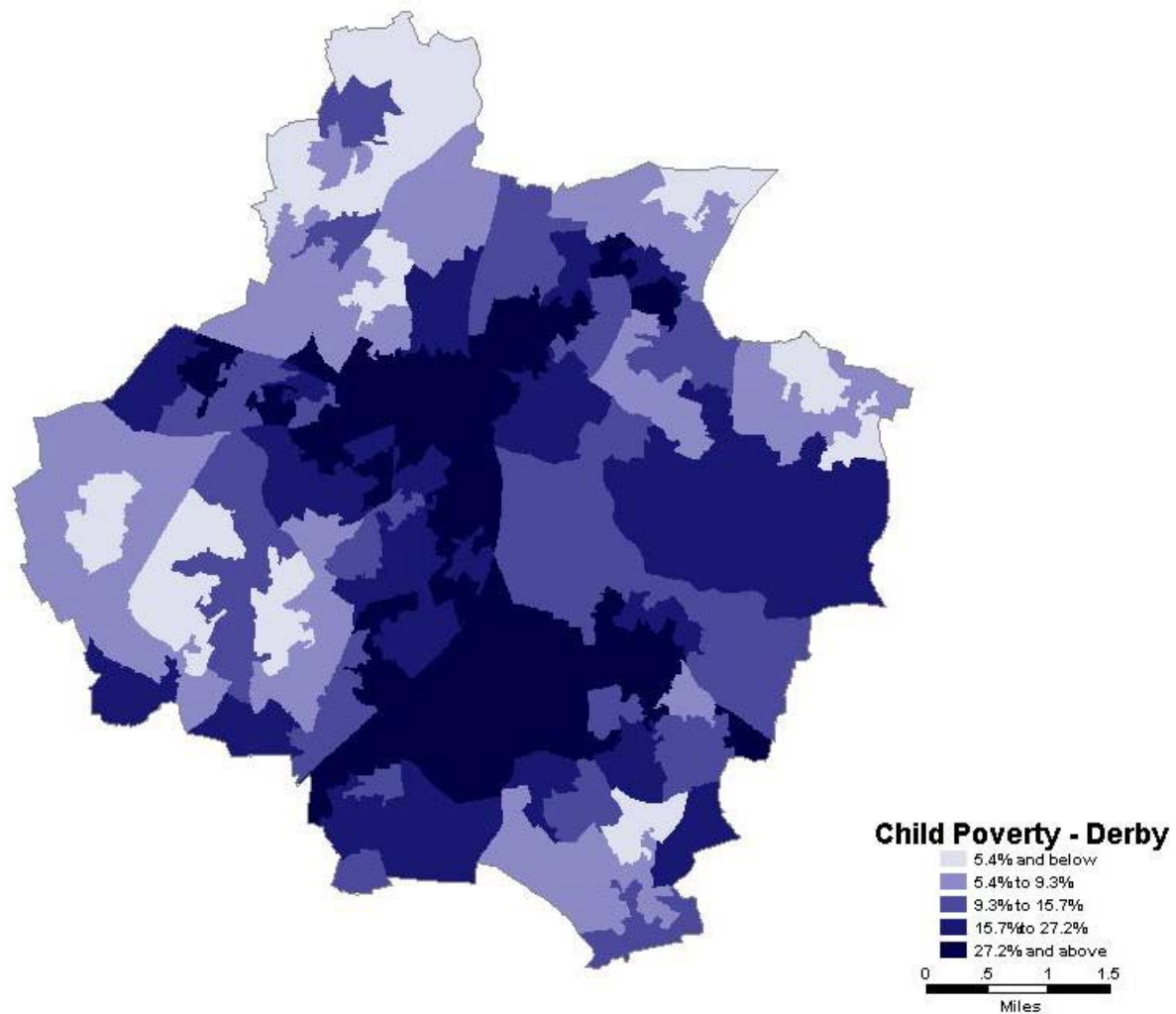Source: DWP Information Directorate April 2007
Ordnance Survey © Crown Copyright. All rights reserved. CFE. Licence Number: 100019918
White areas on the map indicate where data was unavailable

Appendix C: Map 3

Children dependant on workless benefits (IS, JSA, IB/SDA, PC) as a % of all dependant children in Derby by LSOA

Child Poverty - Derby

- 5.4% and below
- 5.4% to 9.3%
- 9.3% to 15.7%
- 15.7% to 27.2%
- 27.2% and above

0   .5   1   1.5
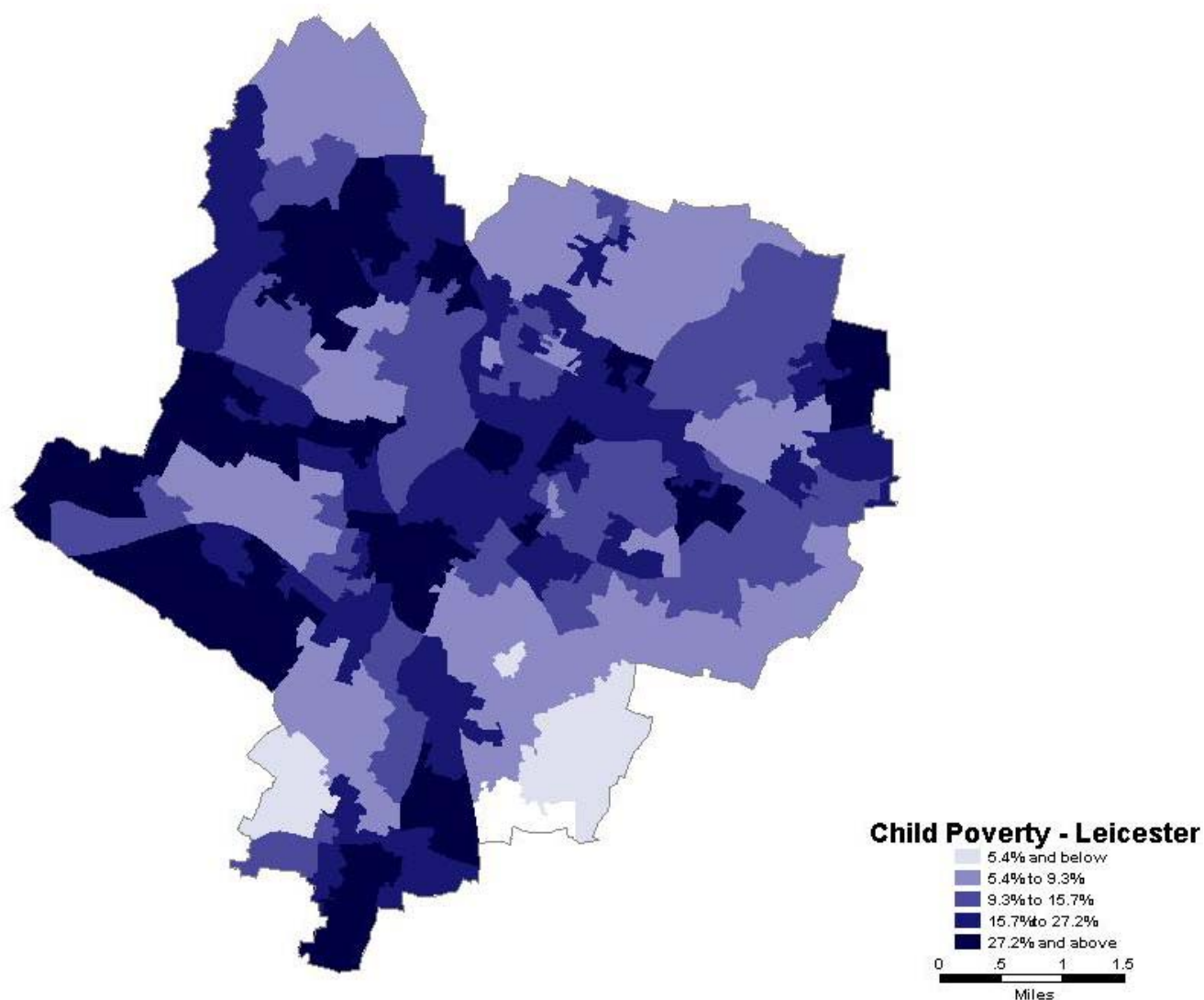Miles

By Local / Unitary Authorities
Source: DWP Information Directorate April 2007
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White areas on the map indicate where data was unavailable

Appendix D: Map 4

Children dependant on workless benefits (IS, JSA, IB/SDA, PC) as a % of all dependant children in Leicester by LSOA

Child Poverty - Leicester

- 5.4% and below
- 5.4% to 9.3%
- 9.3% to 15.7%
- 15.7% to 27.2%
- 27.2% and above

0   .5   1   1.5
Miles

By Local / Unitary Authorities
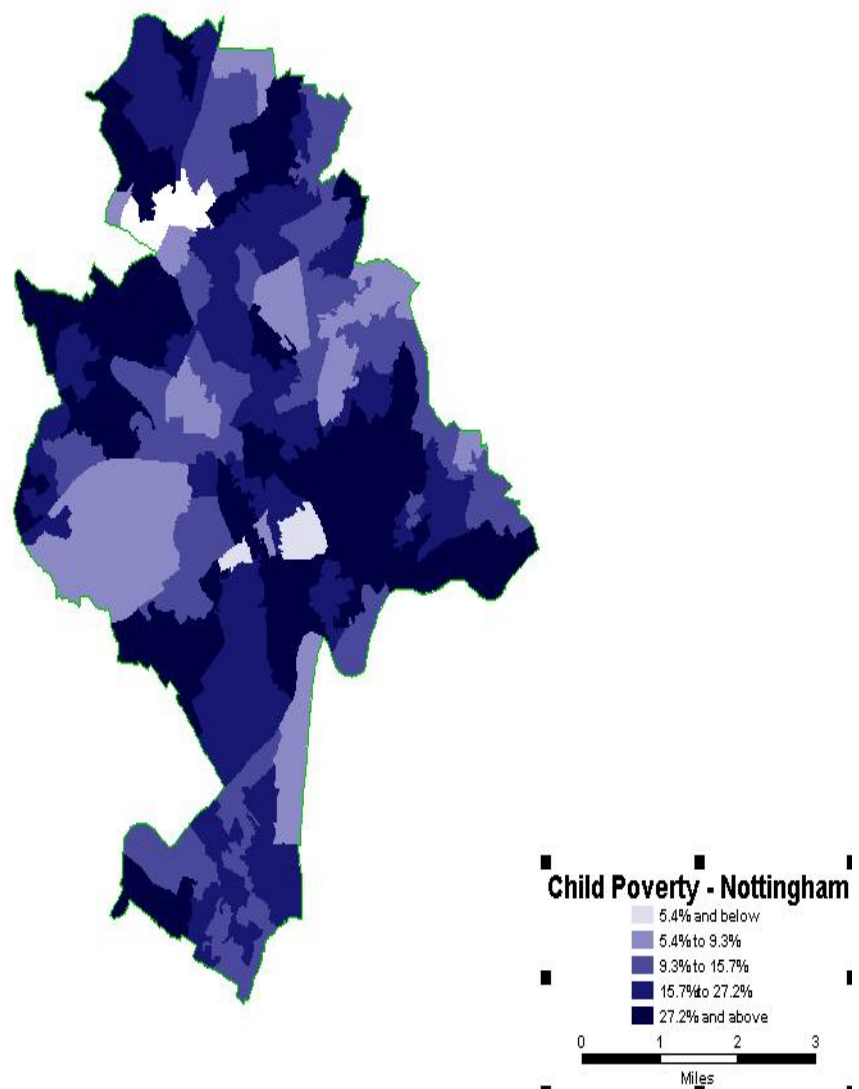Source: DWP Information Directorate April 2007
Ordnance Survey © Crown Copyright. All rights reserved. CFE. Licence Number: 100019918
White areas on the map indicate where data was unavailable

Appendix E: Map 5

Children dependant on workless benefits (IS, JSA, IB/SDA, PC) as a % of all dependant children in Nottingham by LSOA

Child Poverty - Nottingham

- 5.4% and below
- 5.4% to 9.3%
- 9.3% to 15.7%
- 15.7% to 27.2%
- 27.2% and above

By Local / Unitary Authorities
Source: DWP Information Directorate April 2007
Ordnance Survey © Crown Copyright. All rights reserved. CFE. Licence Number: 100019918
White areas on the map indicate where data was unavailable

Appendix F: Intelligent Conversation

Overview of themes which emerged from an 'intelligent conversation' style workshop at the East Midlands Child Poverty Conference:

Intelligent conversations overview: Effective Practice in Tackling Child Poverty

1. More coordination between Local Authorities, projects and key staff

2. More awareness of activity around Child Poverty through

    a. Conferences to engage stakeholders

    b. Joined up thinking

    c. Communication and interaction between Local Authorities and third sector organisations

3. Engage with businesses

    a. Put it in their language

    b. Emphasise the fiscal value

4. Selecting the right Local Area Indicators

    a. NI 116

5. Effective leadership and inspiring people working on projects

6. Using community hubs like libraries or children's centres

    a. Be welcoming and friendly

    b. Engage the target audience

7. Building trust in communities

8. Changing attitudes

    a. Child Poverty is a shared problem

    b. It costs more to keep someone in poverty than to help them out of it

9. Projects that help people into employment

    a. Provide accreditations

    b. Work experience

10. Projects to be given time to work

Appendix G: Review of indicators

Will Morlidge at GOEM reviewed of indicators from DCSF, GOEM, GOL and CLG models: 71 National Indicators were identified and the following 4 indicators were common to all models:

NI 102	Achievement gap between FSM pupils and peers achieving at Key Stages 2 and 4
NI 106	Young people from low income backgrounds progressing to higher education
NI 116	Proportion of children in poverty (workless households)
NI 118	Take up of formal childcare by low-income working families

The following 8 indicators were common in 2 or 3 of the models:

NI 48	Children KSI
NI 53	Breastfeeding
NI 70	Emergency hospital admissions
NI 72	Foundation Stage (mandatory)
NI's 73-84	Attainment (some mandatory)
NI 112	Teenage conception
NI 117	NEET
NI 187	Fuel Poverty

The following indicators appeared in only 1 of the models:

NI 107-8	BME attainment
NI 151	Employment rate
NI's 152, 153 & 181	Benefits
NI 158	Decent homes
NI 161-5	Adult skills
NI 166	Earnings
NI 185	Street cleanliness

NI 1-5	Civic participation
NI 9-11	Culture
NI 55-56	Obesity
NI 57	Sport
NI 58	Emotional health
NI 61-63	CIC stability
NI 104-5	SEN Attainment

This research has us to identify the following suggested additional indicators:

NI 114	Rate of permanent exclusions from school
NI 150	Adults in contact with secondary mental health services in employment
NI 151	Overall employment rate

Appendix H: Overview categories

Client Groups

- Lone Parents
- Large families
- Families with disabilities
- Teenage mothers and parents
- Black and minority ethnic families
- Families at risk of negative outcomes, including anti social behaviour
- Families experiencing mental health problems
- Self employed parents or families
- Families of prisoners
- Alcohol and drug dependent parents of families
- Long term unemployed

Key Drivers

- Increasing employment and raising income
- Providing financial and material support
- Tackling deprivation in deprived communities
- Improving Childs life chances

Delivery mechanism

- 1:1 support
- Mentoring
- Outreach
- Parenting support
- Personalised or family centred activity
- Group activity/ support

Spatial levels (as outlined by Dept for environment, food and rural affairs DEFRA)

- **Significant rural**
  - (i) Boston, Kettering, Wellingborough, Charnwood, Hinckley and Bosworth, South Derbyshire, Amber Valley, Bolsover
- **Rural 50**
  - (i) High Peak, Bassetlaw, North East Derbyshire, Newark and Sherwood, Rushcliffe, North West Leicestershire, South Kesteven, East Northamptonshire
- **Rural 80**
  - (i) Derbyshire Dales, West Lindsey, East Lindsey, North Kesteven
  - (ii) South Holland, Rutland, Melton, Harborough, Daventry, South Northamptonshire
- **Large Urban**
  - (i) Blaby, Broxtowe, Erewash, Gedling, Leicester City, Nottingham, Oadby, Wigston
- **Other urban**
  - (i) Ashfield, Chesterfield, Corby, Derby City, Lincoln, Mansfield, Northampton

Appendix I: Effective practice criteria

CFE reviewed the activity in each case study focusing upon the following key elements of effective practice:

- Individual needs
- Communication
- Service delivery
- Training
- Management
- Service development
- Monitoring and evaluation

We recognise that the relative importance of the key elements of effective practice will vary dependent upon the driver that the pilot or project focuses upon and we see this as a representative and manageable amount of information to review, rather than a comprehensive list of quality issues. Linked to each key element of effective practice we identified indicators.

We gathered evidence from key stakeholders and operational teams, including records of delivery and any project appraisals or evaluations. Following the identification and recording of appropriate evidence, we evaluated the quality and quantity of the evidence to substantiate (or otherwise) the effective delivery of activity against the specified key indicators of effective practice.

The evaluation of evidence was undertaken using common criteria. This is detailed below in Table 1. CFE used this four-point rating scale to measure the weight of the evidence of effective practice to ensure that this common rating system is applied consistently across all of the case studies of Child Poverty pilots and pathfinders within the East Midlands.

Table 1: Criteria for reviewing evidence

0	Little or no evidence of effective practice exists
1	Some evidence that effective practice is being followed, but not by all practitioners, managers and strategic partners
2	Evidence that effective practice is mostly being followed, but is not widespread throughout the pilot
3	Evidence that effective practice is being followed consistently and systematically, by practitioners, managers and strategic partners

An overall rating for each of the key elements of effective practice was determined and used to provide evidence of effective practice. It was important to ensure that we gathered case study material from a range of practitioners, managers and strategic partnerships, as the core areas of effective practice will relate to the three tiers of roles differently. The understanding of individual needs, communication and project delivery relate particularly to practitioners, while training, management, project development, and monitoring and evaluation are more relevant to managers. Project development, monitoring and evaluation also apply to strategic partnerships. However, managers and strategic partnerships also needed to show evidence of their involvement in the other core areas, in terms of their oversight of activity, and their planning of projects and management of resources.

Appendix J: Definitions

Effective practice

Effective practice in child poverty is that which is proven to be successful as a result of analysis into good and bad practices. Those that are effective will have a demonstrable impact on tackling child poverty. It should also be able to be shared with others in order to promote a consistent high standard of measures to tackle child poverty.

Child poverty

For the purpose of this project we are following the government definition of Child Poverty. This is defined as having a household income of less than 60 per cent of the median, or population midpoint, for that household type. This measure is taken before housing costs.

CFE

CFE is an independent not for profit company that work with policy actors across the UK. We focus on public service users and the development of policies and programmes to deliver an end-to-end service, from research and policy design through to implementation and evaluation. Our role is to be the vital link between those formulating policy, those responsible for delivery, and the end user. We have worked with a range of clients from government departments to local authorities.

Super Output Areas (SOA's)

SOAs are a unit of geography used in the UK for statistical analysis. They are developed and released by Neighbourhood Statistics. SOAs were created with the intention that they would not be subject to frequent boundary change. This makes SOAs more suitable than other geography units (such as wards) because they are less likely to change over time, and thus SOAs are more suitable to change over time analysis. There are three layers of SOAs (i.e. three different but related geography boundaries). These are:

- Lower Layer.
  Minimum population 1000, mean population 1500. Built from groups of Output Areas. Commonly known as Lower Layer Super Output Area (LSOA).There are 34,378 LSOAs in England and Wales.
- Middle Layer.
  Minimum population 5000, mean population 7200. Built from Lower Layer SOAs. Commonly known as Middle Layer Super Output Area and abbreviated to MSOA. There are 7,193 MSOAs in England and Wales.
- Upper Layer. Commonly known as Upper Layer Super Output Area (USOA).

Some analysis in this report is at LSOA level: LSOAs have a mean population of 1,500 (with a minimum of 1,000). The mean size in the East Midlands is 1,566. As LSOAs have populations which do not vary greatly, the proportion of the population experiencing specific types of deprivation can be approximated by the proportion of LSOAs in a geographical area.

Regional Improvement & Efficiency Partnership (RIEP)

Regional Improvement and Efficiency Partnerships (RIEPs) will play a key role in supporting councils to deliver priority outcomes for their communities. RIEPs are currently developing Regional Improvement and Efficiency Strategies which will support councils in tackling key challenges across the region and in improving the quality and efficiency of their public services. The LGA strongly supports the creation and development of RIEPs and will continue to champion their role in supporting councils with their partners to deliver improved outcomes and value for money services for communities.

Local Area Agreement (LAA)

A Local Area Agreement (LAA) is a three year agreement that sets out the priorities for a local area. It is agreed between Central government, represented by the Government Office, and a local area, represented by local authorities and Local Strategic Partnerships (LSPs) and other key partners at local level. The primary objective of an LAA is to deliver better outcomes for local people. LAAs simplify some central funding, help join up public services more effectively and allow greater flexibility for local solutions to local circumstances.

Defra Rural Definition and Local Authority Classification

Here follows a description of the rural classification used throughout this research. This Local Authority Classification was introduced in 2005 as a Defra initiative and was delivered by the Rural Evidence Research Centre at Birkbeck College (RERC). This classification is a 'spectrum', or graded system, and replaces the earlier Tarling binary LA classification, and again it is based on settlement type it gives 6 Urban/Rural Classifications these are:

- Major Urban
- Large Urban
- Other Urban
- Significant Rural
- Rural-50
- Rural-80

These are defined as follows:

- Major Urban: districts with either 100,000 people or 50 percent of their population in urban areas with a population of more than 750,000.
- Large Urban: districts with either 50,000 people or 50 percent of their population in one of 17 urban areas with a population between 250,000 and 750,000.
- Other Urban: districts with fewer than 37,000 people or less than 26 percent of their population in rural settlements and larger market towns.
- Significant Rural: districts with more than 37,000 people or more than 26 percent of their population in rural settlements and larger market towns.
- Rural-50: districts with at least 50 percent but less than 80 percent of their population in rural settlements and larger market towns.
- Rural-80: districts with at least 80 percent of their population in rural settlements and larger market towns.

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