

Local Authority Child Poverty Innovation Pilot:

First National Evaluation Report -
Child Poverty Unit

GHK



**Local Authority Child Poverty Innovation Pilot:
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Child Poverty Unit**

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in association with

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The views expressed in this report are the authors' and do not necessarily reflect those of the Department for Children, Schools and Families.

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EXECUTIVE SUMMARY

1 Introduction

In 1999 the government made the historic pledge to eradicate child poverty within a generation. To support this challenge, in 2007 the Child Poverty Unit (CPU) was created to bring together HM Treasury (HMT), the Department for Work and Pensions (DWP) and the Department for Children, Schools and Families (DCSF) to drive forward this agenda across government.

GHK Consulting was commissioned by CPU in April 2009 to provide the national evaluation of the Child Poverty Local Authority Innovation Pilot (LAIP). The team includes Professor Mike Coombs of Newcastle University and is advised by Professor Jonathan Bradshaw at the University of York and Dr Tess Ridge at the University of Bath. The two year Pilot runs until 2011.

This is the first report of the national evaluation, providing a synthesis of the findings from ten individual local Pilot evaluation reports. Further interim reports will be provided in spring and autumn 2010, with a final report in March 2011.

2 Context

The Local Authority Innovation Pilot is one of a suite of pilot programmes announced in *Ending child poverty: everybody's business* (HMT, 2008), which seek to develop different approaches to tackling the causes and consequences of child poverty, and improving the outcomes for children and families living in poverty. The largest of the suite of pilot programmes, the Innovation Pilot was established to trial locally appropriate and innovative approaches addressing at least one of the following themes:

- Increasing parental employment;
- Raising family income, including through the improved take up of tax credits and benefit, including local authority administered benefits;
- Narrowing the outcome gap between children in low income families and their peers;
- Promoting economic regeneration focused on families and tackling deprivation at a community wide level; and,
- Building the capacity of communities to tackle poverty.

Learning from the Innovation Pilot is intended to be disseminated to inform policy and practice on addressing child poverty. In particular it is intended to inform preparations for the Child Poverty Bill, expected to receive royal assent early in 2010. The Bill places a series of duties on local authorities and their local delivery partners, and is based around four 'building blocks' for action:

- **Education, Health, & Family:** to ensure that 'poverty in childhood does not translate into poor experiences and outcomes';
- **Employment & Adult Skills:** to ensure that 'more families are in work that pays and have the support they need to progress';
- **Financial Support:** to ensure that 'financial support is responsive to families' situations'; and,

- **Housing & Neighbourhoods:** to ensure that each 'child's environment supports them to thrive'.

The Bill will enshrine in legislation the government's aim to eradicate child poverty by 2020. The welfare reform agenda complements the commitment to work as the best route out of poverty.

3 National Evaluation Methodology

The evaluation is structured to provide a local evaluation to each of the ten Pilot authorities, with a synthesis evaluation for CPU drawing evidence from across the Pilot to provide learning about effective programmes to address and prevent child poverty. The evaluation programme has two stages – an initial scoping stage and a main evaluation stage, as summarised below:

- **Stage 1: Scoping (May to September 2009)** - including the review of each local authority Pilot programme to establish a single national, and ten local, evaluation plans. Support was also provided to finalise Pilot outcome measures against a common national indicator set and to help develop appropriate data collection approaches. This process has continued where Pilots continue to develop their plans prior to delivery.
- **Stage 2: National Evaluation (October 2009 to March 2011)** - the national evaluation is structured to provide ten local evaluation reports and a national synthesis report. There are four components:
 - Component 1: Monitoring and Outcome Data Analysis – featuring the collection, review and analysis of pilot monitoring data;
 - Component 2: Local Area Mapping – using local data to provide Pilot baselines and mapping Pilot outcomes;
 - Component 3: Qualitative Research – comprising a programme of qualitative research with each Pilot authority, their partners and the parents and children engaged in support; and,
 - Component 4: Cost Effectiveness Analysis – featuring an assessment of the cost effectiveness of each pilot, including direct and in-kind costs.

The national evaluation is being implemented across four stages of local activity:

- Stage One: developing a detailed understanding of the Pilot and reviewing early implementation (October to December 2009);
- Stage Two: exploring progress with delivery and early impacts and outcomes (planned for March 2010);
- Stage Three: reviewing impact and effectiveness and progress towards sustainability (planned for October 2010); and,
- Stage Four: exploring sustainability and the extent to which practice is being mainstreamed (planned for February 2011).

The evaluation will provide formative and summative learning to the CPU, the Pilots and other local authorities and their partners to support the mainstreaming of effective practice and the development of strategies to address child poverty, in light of the requirements of the forthcoming Child Poverty Bill.

4 Baseline Mapping

The first stage of Component 2 of the evaluation provides a baseline analysis of the child poverty problem in each of the Pilot authorities, with an overview prepared for the synthesis report.

The synthesis report analyses and presents a wide range of data from the Pilot areas either individually or grouped by regional categories, and includes comparisons between the individual or 'grouped' Pilots on a national and 'all Pilot area' basis. In summary, the analysis found that:

- There is a great deal of variety between the local Pilot areas. This variety applies not only to comparisons between areas like Islington and Cornwall or one of the other non-metropolitan areas, but also to the contrasts within each Pilot area.
- Nonetheless, much of the data available does not reflect local and neighbourhood detail; some Pilots will target specific parts of their areas and so the values presented here which are averages across whole Pilot areas may prove less relevant as Pilot activity rolls out to target particular local areas.
- As a very high level generalisation, it has been seen that on most indicators the combination of the ten Pilot areas shows values which are close to, but often more deprived than, that of England as a whole.
- In general each of the local Pilots presented a convincing case for their proposals in their application documents. Local data and knowledge is being used in many of the Pilot areas to target poverty that available routine and administrative data does not reveal.

Local data will also provide a valuable source for the mapping component of the evaluation. Local data will be incorporated into our maps as far as possible; more importantly monitoring and outcome data from across the Pilot will be incorporated in each local analysis. The postcode of each beneficiary will be used to understand local targeting and how beneficiary characteristics and outcomes compare to their local context.

5 The Local Innovation Pilot Programmes

The report summarises the key features of the ten Pilot programmes and the activities they intend to trial, before exploring the proposed activities on a thematic basis. The summary review establishes the wide variety of characteristics exhibited by the Pilots, in terms of:

- Their budgets – which ranged from £244,000 to £1.57 million, with an average budget of just over £1million (2009-2011);
- The context in which they are set – which included authorities restructuring their services for children and families, previous and other poverty-focused initiatives and authorities where areas of high deprivation sit alongside areas of comparative affluence;
- The parents and families the Pilots intend to target – from the targeting of families residing in specific areas to targeting by different 'indicators' of poverty; and,

- Their key partners – with the Pilots bringing together a broad range of local partners at strategic and operational levels, such as Jobcentre Plus and the third sector, and key partnerships being between the children's services and the employment and regeneration departments of local authorities.

The ten programmes present a variety of approaches to addressing child poverty and reflecting the themes of the Pilot. All aim to reduce child poverty in the longer term through increases in employment and employability, and in the shorter term through increases in income and measures to alleviate the immediate consequences of material disadvantage.

Each Pilot programme is rooted in their local context, being:

- Based on learning from previous programmes or interventions;
- Designed to address particular features of their local areas;
- Varied in their scale and scope, resulting from an analysis of local opportunity and need; and,
- Intended to test approaches and provide learning for local policy and practice.

6 Pilot Themes

A series of features and common themes emerges from a detailed analysis of the proposed Pilot activities. Increasing parental employment and employability emerged as the primary aim across the Pilots, supporting access to employment and in-work support through flexible and personalised approaches.

The local Pilot programmes also intend to provide holistic, flexible packages of support tailored to the needs of parents and families; for example as key features of the Sefton and Waltham Forest Pilots, using case-work and family-focused approaches to increase family capacity and build on their strengths. There are a range of approaches to resourcing family support, with flexible funds to reward and incentivise family engagement. Material incentives accompany the personal incentives that the employment and employability outcomes are expected to provide for parents.

Childcare and housing are identified as particular barriers to securing employment and wellbeing outcomes. Childcare support features across the Pilot, with Hammersmith and Fulham and Westminster exploring ways of providing free childcare. Housing providers are often included as strategic partners but have a more direct involvement in some cases, such as the Cornwall and Westminster Pilots. Children and young people's needs are most commonly addressed through whole family approaches although there are examples of activity targeting them in their own right.

Whilst all the programmes have their own distinct features, there are some more unique examples. These include the Tyne Gateway's 'Community Entrepreneurs' approach, Kent's piloting of interventions to build resilience, North Warwickshire's mobile outreach service, Knowsley's 'Volunteer Mentors' and Islington's data-driven model.

Finally, the potential breadth and richness of lessons from the Pilot activities is matched by their commitment to learning from innovation. The Pilot programmes

are firmly embedded in their Local Strategic Partnerships, and are seen by local stakeholders as offering a genuine opportunity to test ideas, build on learning from previous initiatives and bring together ideas from across different areas of policy and practice.

7 Early Implementation and Impacts to Date

The first evaluative fieldwork with the Pilot sites allowed progress to date to be explored across the programme. By December 2009 the Pilots had:

- Established their **project management and steering arrangements** - although in some cases project managers (and other pilot staff) had only been in post for a relatively short time. The Pilots described using a mix of pre-existing staff, secondments and new recruits to fill key posts. In terms of steering arrangements, each Pilot is well placed within their respective strategic infrastructures to communicate their learning and to influence mainstream provision. In most cases, firm strategic links had been made with key actors, such as Children's Trusts, Local Strategic Partnerships and other relevant bodies, or were in the process of being developed or strengthened.
- Made varying degrees of progress towards **developing the approaches to be trialled and preparing for delivery**, with each Pilot delivering at least some of their proposed activities. Preparatory tasks, such as recruiting staff, developing new delivery partnerships and making the final preparations for delivery, had universally taken longer than had initially been expected. Staff recruitment was a particular issue for authorities experiencing recruitment freezes, which were in some cases mitigated by pilot partners taking responsibility for their employment. In Islington a 'shadow project management' team was established at the start of the Pilot, to allow early progress to be made.

Each of the Pilots had started to deliver at least some of their activities at the time of fieldwork, although each had also experienced some degree of slippage. Where delivery was yet to commence, the Pilots were optimistic that it would begin in early 2010 - which will be crucial to ensure sufficient time is allowed for delivery, review and evaluation within the Pilot period.

Although in their early stages of delivery, several Pilots described how their activities were starting to show positive effects. While progress with delivery meant the potential for **benefits and impacts for families** was inevitably limited, examples were identified both anecdotally and from beneficiary testament. These included:

- The **Cornwall** Pilot's Enabling Fund – which had received 137 applications since the start of the Pilot and has reportedly led to a range of positive benefits, and emerging longer term impacts, for children and families in poverty.
- In **Hammersmith and Fulham** interviews with individuals accessing the Family Solutions service identified that they greatly appreciated the services provided to help address a range of problems, including: staff attending appointments with them; finding suitable free childcare provision; and, providing training. Project staff reported that a small

number of beneficiaries had already progressed into training and employment opportunities.

- In the **Tyne Gateway** Pilot, 26 individuals had participated in the Awareness Raising Programme, 20 of whom had been recruited as Community Entrepreneurs and so lifted out of poverty.
- In **Sefton** the Pilot had delivered Family Coach services to 12 families, and found that quite small allocations of funding can make a significant difference to families in poverty. One parent interviewed described how his involvement with the Family Coach service had supported him to combat a recent redundancy and become self-employed.

As well as early benefits for families, the Pilots also reported **early learning from their experience** to date. Although limited, early learning identified by the pilots included:

- Evidencing that demand existed for the services the pilots were starting to deliver;
- The importance of raising awareness, in some instances around child poverty as a theme, but also amongst partner agencies and others with similar interests; and,
- Specific points around service delivery – including how developing trust to work with certain communities takes time, and that working on a supportive basis is new for many families. The importance of face to face contact in establishing trust and providing support was emphasised, notably with groups whose English language skills may be limited.

Two particularly important learning points are identified in the report: from Westminster, where it had been discovered that the childcare element of Working Family Tax Credit cannot be supplemented (due to the tax implications and thus loss of household income that this brings); and, from Tyne Gateway where flexibilities in the benefits system have been identified so that a 'one off capital payment' can be made to parents in receipt of in and out of work benefits, without incurring a reduction penalty.

Finally, many of the local Pilot stakeholders described how the very action of developing their programme and moving towards delivery had positive **benefits for the authorities and their partners** – irrespective of how closely they had worked together in the past. In many cases wholly new partners had been engaged and working relationships developed, and even when partners knew each other well benefits were still cited in terms of increased familiarity and new links being at both strategic and operational levels.

8 Conclusions and Recommendations

The report concludes that positive progress has been made in the establishment of the local Pilot programmes, and their preparations for trialling a range of new and innovative approaches to addressing the challenges of child poverty. At the time of our fieldwork the majority of the programmes were in the early stages of service delivery, with many finalising their preparations for implementation having faced many of the challenges expected in the early stages of project development. In

this context the identification of early and emerging impacts, and early lessons for the Pilots, suggests much promise in terms of effective practice and future learning.

It is crucial, however, that the progress made towards the delivery of the Pilot activities is maintained, to ensure that all of the local Pilot programmes are delivering across the range of their proposed activities.

The recommendations focus on ensuring that the Pilots maintain the progress made towards delivery, including finalising outcome measures and data collection approaches, and suggestions for maximising the learning resulting.

In terms of **maintaining momentum towards delivery**, we recommend that:

- Emphasis continues to be placed on finalising arrangements for the supply of management and financial information (including finalising outcomes and data collection approaches) to evidence progress and outcomes;
- CPU, and the new Government Office staff, continue to support the Pilots in achieving this – with ongoing support from the national evaluation team; and,
- CPU, and Government Office staff, continue to maintain the ethos of ‘true piloting’ which has characterised the national programme to date.

In terms of **sharing the learning** from the Pilots, we recommend that:

- Future Pilot network events include targeted, thematically focussed content to allow the Pilots to report their experiences and share learning across the network - for example sharing new tools and approaches to inform the work of others, as well as targeting formative and summative dissemination around the four building blocks of the Child Poverty Bill;
- The sharing of lessons between individual Pilots on a less formal basis be encouraged, and ensuring that the pilots are sufficiently aware of each other’s activities to allow meaningful contact to be made; and,
- Consideration be given to how the new Government Office ‘child poverty’ staff can best support the exchange of Pilot learning, both between the Pilots and more widely within their regions.

1 INTRODUCTION

In 1999 the government made the historic pledge to eradicate child poverty within a generation. To support this challenge, in 2007 the Child Poverty Unit (CPU) was created to bring together HM Treasury (HMT), the Department for Work and Pensions (DWP) and the Department for Children, Schools and Families (DCSF) to drive forward this agenda across government.

This is the first report from the national evaluation of the Child Poverty Local Authority Innovation Pilot (LAIP). The Pilot was announced in *Ending child poverty: everybody's business* (HMT, 2008) as a programme to trial locally appropriate and innovative ways of addressing child poverty. Ten local authorities were notified that their proposed programmes had been awarded funds in February 2009, with funding provided until March 2011. The national evaluation is structured to provide each authority with a local evaluation. This report presents findings from the synthesis of the first local reports, provided to local programmes in December 2009.

1.1 Background to the Report

GHK Consulting was commissioned in April 2009 to provide the national evaluation of LAIP. The evaluation began with a scoping and developmental stage, identifying key features of the ten local programmes and developing an evaluation framework. Support was provided to assist local programmes in developing their outcomes and the frameworks to monitor these through the collection of administrative and indicator data. These local outcomes are informed by a common structure, giving the evaluation a national indicator set. Local Evaluation Plans were agreed with each site, outlining our approach to each local programme.

The evaluation contains four distinct and complementary components:

- **Component 1: Monitoring and Outcome Data Analysis** – this component relates to the ongoing collection, review and analysis of Pilot monitoring data (including user characteristics, outputs and outcomes).
- **Component 2: Local Area Mapping** – this component provides maps of local area data to provide context for beneficiary outcomes, which will also be added to the dataset.
- **Component 3: Qualitative Research** – this component is a programme of qualitative research with each Pilot authority, their partners and the parents and children engaged in support.
- **Component 4: Cost Effectiveness Analysis** – this component features an assessment of the cost effectiveness of each Pilot, including direct and in-kind costs and will be provided at the end of the evaluation.

The second stage of the evaluation began in the autumn 2009, with qualitative fieldwork in each of the ten areas that engaged a range of local stakeholders. At the time of our fieldwork, most programmes were in the earliest stages of delivery. This fieldwork informed local evaluation reports, which in turn provide the evidence base for this first national synthesis report.

The national evaluation is structured around four stages of local activity:

- **Stage One** – developing a detailed understanding of the Pilot (undertaken in October and November 2009 and reported here);
- **Stage Two** – exploring progress with delivery and early impacts and outcomes (planned for March 2010);
- **Stage Three** – exploring impact and effectiveness and progress towards sustainability (planned for October 2010); and,
- **Stage Four** – exploring sustainability and the extent to which practice is being mainstreamed (planned for February 2011).

The evaluation will provide learning about effective practice for CPU, local authorities and their partners in developing strategies to address child poverty and in light of the duties of the forthcoming Child Poverty Bill.

1.2 The Structure of this Report

This report is structured by the following chapters:

- **Chapter 2: Child Poverty: National Context** – outlines the policy context for the Local Authority Child Poverty Innovation Pilot;
- **Chapter 3: National Evaluation Methodology** – provides detail on the structure of the national evaluation and the contribution of the different components;
- **Chapter 4: Baseline Mapping** – reports from the geographical mapping of the Pilot areas, providing a baseline understanding of child poverty for each area;
- **Chapter 5: The Ten Pilot Programmes** – provides a short summary of each local programme;
- **Chapter 6: The Ten Pilot Programmes: Discussion** – provides a discussion of the detail of the local programmes, and their common and distinct features;
- **Chapter 7: Progress and Impact** – provides a summary of the progress of the local programmes and evidence of their impacts to date; and,
- **Chapter 8: Conclusion** – provides conclusions and learning points from the evaluation.

The report also features two annexes, the first providing summary baselines for each of the Pilot programmes, and the second a technical report for Component 2.

2 CHILD POVERTY: NATIONAL CONTEXT

In this section we provide an outline of the national context for the development, delivery and evaluation of the Local Authority Child Poverty Innovation Pilot.

2.1 Child Poverty Policy

In 1999 the government made the historic pledge to eradicate child poverty within a generation, subsequently defined as 20 years and thus by 2020. Between the late 1970s and the mid-1990s child poverty doubled, and at the time of the 1999 pledge the UK had the worst rate in Europe and one higher than nearly all other industrialised nations¹. In order to assess progress toward this ambitious target, interim targets of a reduction of a quarter by 2004/05 and of a half by 2010 were set. With a reduction of 600,000 fewer children in poverty, this first target was narrowly missed. Other achievements include a reduction in the proportion of children experiencing 'persistent poverty' (defined as three of four years in poverty), down from 17% in 1997-2000 to 13% 2001-2004². Between 2004/05 and 2006/07 there was a 200,000 reduction in children living in combined low income and material deprivation. Tax and benefit changes have made families with children better off financially, with the greatest increases for the poorest fifth of the population³. Analysis from JRF shows that child poverty would have risen without these reforms, but also that since 2005 these early reductions have plateaued⁴. There has been no reduction in child poverty since 2005⁵ and estimates from 2009 suggest that the 2010 target (requiring a reduction by 1.2million) is likely to be missed by 600,000⁶.

Budget 2008 recognised these challenges and included a set of commitments to increase the funding targeted at addressing child poverty in support of, and building upon, the 2004 *Child Poverty Review*⁷. The 2004 Review established the three principles that are at the heart of the government's strategy for eradicating child poverty:

- work for those who can and financial support for those who cannot;
- tackling material deprivation; and,
- improving the life chances of children.

This focus is supported by reforms to the welfare system announced in the White Paper *Raising expectations and increasing support: reforming welfare for the future*⁸ and passed in the recent *Welfare Reform Act 2009*⁹, which makes clear the

¹ DWP (2007) *Working for Children*, London: DWP

² DWP (2006) *Opportunity for All: Eight Annual Report 2006 Strategy Document*, London: DWP

³ CPU (2009) *Ending Child Poverty: Making it Happen*, London: CPU

⁴ JRF (2009) *Poverty, Inequality and policy since 1997*, York: JRF

⁵ DWP (2009) Households below average income, *An analysis of the income distribution 1994/95-2007/08*, <http://www.dwp.gov.uk/asd/hbai.asp>

⁶ Brewer, M. et al (2009) *Poverty and inequality in the UK: 2009*, London: Institute for Fiscal Studies

⁷ HM Treasury (2004) *Child Poverty Review*, London: HM Treasury

⁸ DWP (2008) *Raising expectations and increasing support: reforming welfare for the future Quick Read* London: DWP

expectation that *'everyone is given the help they need to get back to work, matched by an expectation that they take up that support'*¹⁰.

Published alongside Budget 2008, *Ending child poverty: everybody's business*¹¹ set out the next steps identified by the government. It established the policy direction for the next decade in recognition of the need for a *'renewed drive'* that will *'draw on new ideas and approaches to ensure sustainable progress is made'*¹². As the review makes clear, *'ending child poverty requires a sustained national, regional and local effort'*¹³. The third sector is also identified as key to delivering support for marginalised families. To support this challenge, the government created the Child Poverty Unit (CPU) in 2007 to bring together HM Treasury, the Department for Work and Pensions and the Department for Children, Schools and Families to drive forward the agenda across government.

Ending child poverty: everybody's business outlined nine pilots, and £125million of funding, for 2008-2011 to develop different approaches to tackling the causes and consequences of child poverty and improving the outcomes of children and families living in poverty. The Local Authority Child Poverty Innovation Pilot is the largest of these, established to trial innovative local approaches that address at least one of the following themes:

- increasing parental employment;
- raising family income, including through the improved take up of tax credits and benefit, including local authority administered benefits;
- narrowing the gap in outcomes between children in low income families and their peers;
- promoting economic regeneration focused on families and tackling deprivation at a community wide level; and,
- building the capacity of communities to tackle poverty.

*Ending child poverty: making it happen*¹⁴ built on the previous reviews to provide detail on how the next steps in *'everybody's business'* will be realised. In particular it announced details of the Child Poverty Bill, which is expected to receive royal assent early in 2010. The Bill will:

- Establish **four income targets** to be met by 2020, which will define the eradication of child poverty (relative poverty, material deprivation, persistent poverty and absolute low income);
- Require the government to publish a **UK Child Poverty Strategy** to be revised every three years (and require Scottish and Northern Irish ministers to do the same).

⁹ Passed on 12th November 2009

¹⁰ Op. cit. p.5

¹¹ HM Treasury(2008) *Ending child poverty: everybody's business*, London: HM Treasury

¹² Ibid. p.11; p.13

¹³ Ibid. p.55, *emphasis added*

¹⁴ CPU (2009) *Ending child poverty: making it happen*, London: CPU

- Establish a **child poverty Commission** to provide advice on the development of the child poverty strategies.
- Require the government to publish **annual progress reports**.
- Place duties on **local authorities and other local delivery partners** to work together to tackle child poverty, conduct a local needs assessment, produce a child poverty strategy and take child poverty into account in the production and revision of their Sustainable Communities Strategies.¹⁵

The development of agreed measures of child poverty is particularly salient. The Bill will build upon the three existing complementary measures of how child poverty is monitored by the government: relative poverty, measuring family income in relation to the average (median) income; absolute poverty, measuring family income in relation to a fixed income; and, material deprivation, measuring family income but also including measures of financial exclusion, access to housing and reduced homelessness as measures of children's living standards¹⁶. In particular, a child is said to be in relative poverty if they live in a household whose equivalised¹⁷ income (before housing costs) is below 60% of the contemporary median household income.

The data for the *national* measures comes from the annual Family Resources Survey, but the sample is not large enough to provide local authority measures. There is only one agreed measure for which data is available across all local authorities and this is National Indicator 116 (NI116). NI116 is from the national indicator data set, used by local authorities' Local Strategic Partnerships (LSPs) to identify priorities for their Local Area Agreements (LAAs). This agreed measure is: the proportion of children who live in families in receipt of out of work benefits and working families whose income is below 60% of the median income (before housing costs). This relates to the national (PSA) target of reducing child poverty by half by 2010 from 1999 levels, which defines child poverty according to the relative poverty measure. The data for the local authority measure is families in receipt of out-of-work benefits, from benefit records, and working families whose income is below the 60% median, calculated from Child Tax Credit records¹⁸.

Although there is a measure for all local authorities the data is not available below this whole authority level. In addition, this data is released annually and cannot present the current picture. Therefore, an accurate local picture is not available from current data. Nonetheless, the '60% measure' is generally taken to define children living in poverty and later sections of this report return to how this is operationalised by local Pilot programmes. At current rates, families with an equivalised income below £20,000 are defined as in poverty according to the '60% measure'.

¹⁵ <http://www.dwp.gov.uk/mediacentre/pressreleases/2009/june/drc154-120609.asp>

¹⁶ CPU (2009) op.cit

¹⁷ Equivalisation of income weights household income according to household composition, reflecting the notion that a large family need a higher income than a smaller one to enjoy the same standard of living.

¹⁸ Adapted from DCLG (2009) *National Indicators for Local Authorities and Local Authority Partnerships: Updated National Indicator Definitions*, <http://www.communities.gov.uk/publications/localgovernment/updatednidefinitions>

'*Making it happen*' outlines four '*Building Blocks*' for action to address child poverty, expected to be addressed by local authorities in meeting the requirements of the Bill. They are:

- **Education, Health, & Family:** work here will ensure that '*poverty in childhood does not translate into poor experiences and outcomes*';
- **Employment & Adult Skills:** work here will ensure that '*more families are in work that pays and have the support they need to progress*';
- **Financial Support:** work here will ensure that '*financial support is responsive to families' situations*'; and,
- **Housing & Neighbourhoods:** intended to ensure that each '*child's environment supports them to thrive*'¹⁹.

The huge challenge facing local authorities is recognised by CPU and in this context,

*Through the **Local Innovation Pilots** the Government will explore new ways to co-ordinate local efforts to reach families at risk of poverty and deliver the services they really need. The pilots will provide tried and tested options that other local authorities can adopt in the future*²⁰.

2.2 Understanding Child Poverty in the UK

Between the late 1970s and the mid-1990s child poverty doubled, and at the time of the 1999 pledge the UK had the worst rate in Europe and one higher than nearly all other industrialised nations²¹. Eradicating child poverty is part of a broader commitment to ensuring the every child can achieve the best outcomes, as enshrined in *Every Child Matters*²² and the Children Bill 2004 and within the commitments of the government's ten year strategy for improving child and family wellbeing, *The Children's Plan*²³.

The cost of meeting the 2010 child poverty target was estimated (in 2009) to be £4bn, yet child poverty was estimated to cost the UK £25bn a year in reduced educational opportunities, lower productivity, increased spending on social security, and lower taxes²⁴. The understanding of child poverty as an issue inherent to understanding social justice and social mobility is demonstrated by the White Paper '*New Opportunities: fair chances for the future*'²⁵. The White Paper reflects the interlinked nature of the issues that provide the broad context for policy and practice to address child poverty.

Children need support from their early years so that they develop the skills and abilities that lead to good jobs. Young people need support as they

¹⁹ Adapted from CPU (2009) op.cit p.16

²⁰ Ibid. p.27, emphasis in the original

²¹ DWP (2007) *Working for Children*, London: DWP

²² Department for Education and Skills (2003) *Every Child Matters*, London: DfES

²³ Department for Children, Families and Schools (2007) *The Children's Plan; Building Brighter Futures*, London: DCFS

²⁴ Hirsch, D. (2009) *Ending Child Poverty in a Changing Economy*, York: JRF and Institute for Fiscal Research.

²⁵ HM Government (2009) *New Opportunities: fair chances for the future*, London: HM Government.

*develop and make the transition from school to work, through further education and training to higher education. Adults need support to continue developing their skills in the fast changing labour market, and families and communities need support too in a complex and often challenging world*²⁶.

Qualitative research has explored the lived experience of poverty for children and families. A review for DWP highlighted that:

*Evidence from children reveals that the experience of poverty in childhood can be highly damaging and the effects of poverty are both pervasive and disruptive*²⁷.

The wide range of issues identified included limits to social activities, impacts at school through restricted opportunities to participate, ill health and family tensions. The review of parent evidence highlighted the pressures on parents coping with poverty.

*Evidence from parents reveals key tensions within low-income families as parents try to balance conflicting demands within the restrictions of a low income*²⁸.

These include challenges in meeting the needs of different members of the family (including their own), problems of debt and vulnerability to debt, the difficulties of negotiating the benefits system, and the tensions for working parents in meeting both the needs of their children and the demands of their employers. Longitudinal research²⁹ with lone mothers similarly highlights the insecurity of parents on low incomes. The research followed a cohort of lone mothers over time as they moved into (and out of) work. Findings include:

- Income was carefully managed and changes to entitlement created difficulties to tightly balanced budgets. Tax credits were vital to the viability of employment;
- There was a reported lack of available childcare, and informal (friends and family) arrangements were preferred wherever possible;
- The whole family was engaged in supporting the mother's employment (children and extended family);
- Employment could increase vulnerability to debt, by making credit available; and,
- Employment was insecure and flexible working arrangements were essential to employment being sustained.

The needs of lone parents also emerge from recent analysis undertaken by Simmonds and Bivand (2009)³⁰ for JRF on the impact of employment-based strategies to provide pathways out of poverty. They highlight how lone parents are

²⁶ Ibid, p.4

²⁷ Ridge, T. (2009) *Living with poverty: A review of the literature on children's and families' experiences of poverty*, London: DWP p.2

²⁸ Ibid. p.4

²⁹ Ridge, T. and J. Millar (2009) *Work and well-being over time: lone mothers and their children*, London: DWP

³⁰ Simmonds, D. and Bivand, P. (2009) *Can work eradicate child poverty?*, York: JRF

susceptible to seasonal pressures on work, related to the school calendar as the costs of childcare over the summer holiday period provide a disincentive to remain in (low paid, part-time) work. They found that lone parents and mothers in couples are most often looking for part-time and flexible work; nearly three out of four of those looking for part-time work are workless parents.

Policy to reduce child poverty addresses both children and their parents, recognising the experiences of families as a unit. It reflects the 'Think Family' agenda promoted by the Social Exclusion Taskforce across government, which aims to promote a family perspective across all government departments and that is reflected in the *Children's Plan*. 'Think Family' promotes co-ordinated support for children, young people and their families as a unit rather than an approach that focuses on children, young people or adults (as, or in isolation from their status as, parents) in order to improve outcomes for all³¹.

Hirsch (2007)³² identifies the different impacts for different families from policy to reduce child poverty. Children in families with under-5s have benefited due to the focus on early years across government and families with disabled people (whether parents or children) have also benefited from increased financial support. Nonetheless, he also highlights how minority groups and large families have not benefited in the same way, something explored by Bradshaw et al (2006)³³ who highlight the experiences of families with 4 or more children. They conclude that although poverty in large families is falling, 50% of children in these families are poor compared with 23% of single child families. This has particular relevance for minority ethnic groups, who are more likely to live in large families.

Analysis by Platt (2009) for DWP shows that children from ethnic minority groups are more likely to be poor than other children and have higher rates of deprivation (standard of living) than other children in poverty (according to a measure of income)³⁴. She concludes that there are '*ethnic poverty penalties*' for children from minority ethnic groups, but the reasons for this are not yet fully understood. Bangladeshi children are at a particularly high risk: for children in a white couple parent family the risk of poverty is 14%; in a Bangladeshi family the risk is 66%. Platt concludes that policy and practice needs to be sensitive to the complexity and diversity of black and minority ethnic groups, and that further research is required to develop greater understanding.

2.3 Employment and Welfare Support

Child poverty policy has employment for parents at the centre. *Ending child poverty: making it happen* describes work as '*the surest and most sustainable route out of poverty*'³⁵.

The Government will provide all families with a clear route out of poverty. On the other side of this contract, we look to families to make a commitment to

³¹ See for example DCSF (2009) *Think Family Toolkit: Improving support for families at risk* <http://publications.everychildmatters.gov.uk/eOrderingDownload/Think-Family.pdf>

³² Hirsch, D. (2007) op. cit.

³³ Bradshaw, J., Finch, N., Mayhew, E., Ritakallio, V-M. and Skinner, C (2006) *Child poverty in large families*, Bristol: Policy Press

³⁴ Platt, L. (2009) *Ethnicity and child poverty*, London: DWP

³⁵ CPU (2009) op.cit. p6

*improve their situations where they can, to do the best for their children's well-being and development, and to take advantage of the opportunities on offer*³⁶.

Welfare reform is similarly premised on work as *'the best route out of poverty'*³⁷. We know from international research that personalised, supportive approaches with an element of conditionality are most effective for those who are out of work. Those who are 'harder to help' can *'face complex and often cumulative individual barriers to employment... Support packages must be flexible enough to address this range of complex needs and to ensure that individuals actually stay on the programme'*³⁸.

The Welfare Reform Act 2009 builds on 'the Gregg Review' (*Realising Potential*)³⁹. The review, commissioned by DWP, proposed a new system of personalised conditionality. Conditionality means that there are consequences where obligations and expectations aren't met. The Gregg Review proposes that *'virtually everyone claiming benefits and not in work should... be required to engage in activity that will help them move towards and then into employment'*⁴⁰. Personalised and flexible support is proposed, providing an holistic and multi-agency approach. Three categories are proposed:

- **Work Ready** – who are job ready and would have support as provided currently through Job Seekers Allowance (JSA);
- **Progression to Work** – for those where an immediate return to work is not appropriate but is possible with time, encouragement and support (and to include lone parents with children over 1 year old); and,
- **No Conditionality** – those out of work due to illness, disability, certain carers and lone parents with a child under 1 year old.

The review identifies the high levels of skill required of Personal Advisors delivering this support and the importance of locally available support to meet individual's needs, including those of their family and the centrality of childcare in particular. The review is clear that progression must be rewarded, echoing previous research that demonstrates the importance of 'soft outcomes' receiving recognition⁴¹.

The '*Realising potential*' White Paper and subsequent Act commit the government to the piloting and development of this model: *'we want to make sure that everyone gets personalised support, with a responsibility to engage with this support on their own journey back to work'*⁴². From November 2009 lone parents will be expected

³⁶ Ibid. p.6

³⁷ DWP (2008) op.cit p63

³⁸ Daguerre, A and D. Etherington (2009) *Active labour market policies in international context: what works best? Lessons for the UK*, London: DWP

³⁹ DWP (2008) *Realising Potential: A Vision for Personalised Conditionality and Support. An independent report to the Department for Work and Pensions by Professor Paul Gregg*, London: DWP

⁴⁰ Ibid. p7

⁴¹ Stafford, B and D. Duffy (2009) *Review of evidence on the impact of economic downturn on disadvantaged groups*, London: DWP

⁴² DWP (2008) op.cit. p.8

to seek work when their youngest child reaches 12 years of age, and from 2010 this will be seven years of age⁴³.

Raising skills and employability is one element of the government's strategy to reduce worklessness and is part of the personalised support at the heart of welfare reforms. Analysis by Lawton (2009) for IPPR supports the approach to encouraging skills development for pathways out of poverty; yet she also highlights how there are more jobs requiring no qualifications (7.4 million) than there are economically active adults with no qualifications (2.5 million). The commitment to ending child poverty recognises employers as a partner in the development of local solutions through flexible working, skills development, and innovative approaches to supporting parents into work⁴⁴.

The 'Building Blocks' for ending child poverty recognise the need to address in-work poverty; around half of children living in poverty have a parent in work⁴⁵. Addressing low paid work is understood as requiring long term activity that: raises skills of school leavers; raises the skills of those in work so that they can progress; and, including ways of making work pay sufficiently. The 'Take- Up Taskforce' was established by CPU to review ways in which local authorities and local services can ensure that all benefits including in-work tax credits are taken-up by those who are eligible. Their analysis shows that there are 400,000 children in poverty as a result of families not claiming all that they are entitled to. They highlight the need for:

- Integrated and personalised packages of support for parents, which address other issues that concern them;
- Information and services that are provided flexibly, through a range of sources and in a range of places;
- Trusted staff providing effective signposting, leading to active help; and,
- Data that is used to identify and target families unlikely to be accessing support.

High quality childcare is consistently identified as key to supporting parents into work. Since 1997 the government has invested over £25 billion in early years and childcare⁴⁶. Sure Start Children's Centres and extended schools are expected to provide accessible out of school care for all (following the pledges to support childcare in the *Children's Plan*⁴⁷).

2.4 Geography and Communities

Child poverty also has a geographical dimension. Analysis by Dorling et al (2007)⁴⁸ demonstrates that whilst overall poverty rates are falling, inequalities between

⁴³ DWP (2008) *Raising expectations and increasing support: reforming welfare for the future* London: DWP p.8

⁴⁴ HM Treasury (2008) op.cit

⁴⁵ Harker, L. (2006) *Delivering on Child Poverty: what would it take?*, London: DWP ; Barnardo's (2009), op.cit.

⁴⁶ CPU (2009) op.cit

⁴⁷ *Next Steps for Early Learning and Childcare*, HM Government, 2009

²¹ Lawton, K. (2009) *Nice work if you can get it: achieving a sustainable solution to low pay and in-work poverty*, London: IPPR

⁴⁸ Dorling, D., Rigby, J., Wheeler, B. Ballas, D., Thomas, B. Fahmy, E., Gordon, D. and Lupton, R. (2007) *Poverty, wealth and place in Britain, 1968 to 2005*, London: DWP

geographical areas have increased since 1970 (although changes since 2000 are less clear). Both poor and wealthy households have become increasingly geographically segregated with poverty clustering in urban areas. Within overall improvements, disadvantaged communities remain and those communities already considered deprived can be expected to suffer more than other areas from the current downturn⁴⁹. Disadvantaged and vulnerable groups tend to be geographically concentrated in the most deprived neighbourhoods⁵⁰. The need to work at a local level is recognised across government policy – for instance, in the ‘Building Blocks’ of child poverty and the *New Opportunities White Paper’s* commitments to support communities. Most prominently, the Child Poverty Bill will require local child poverty strategies that relate to each local authority’s Sustainable Community Strategy⁵¹. As we saw above, the Local Authority Innovation Pilot itself is intended to trial locally appropriate solutions to child poverty.

2.5 Summary

In this Chapter we have seen the complex policy and research context for the Pilot and the ten local programmes. Key themes are:

- National progress in reducing child poverty has plateaued following early reductions;
- Both child poverty policy and welfare reform policy are focused upon work for those who can and support for those who cannot;
- Reducing child poverty is a challenging agenda, with CPU driving activity across national and local government and the Child Poverty Bill is central to this;
- Poverty has a wide range of negative impacts upon and consequences for children, families and society. The annual cost of child poverty has been estimated as £25bn;
- There is an increasing recognition of the need to provide a family-based approach across social welfare, co-ordinating support for children, young people and families as a unit rather than in isolation;
- Children from large families and from minority ethnic groups are at a higher risk of poverty than their peers;
- Work is promoted across policy as the best route out of poverty; international research suggests that personalised, flexible and holistic approaches are required to support those out of work into employment;
- In-work poverty is another key theme, with large numbers of parents in low paid work failing to access the benefits to which they are entitled; and,

⁴⁹ JRF (2009) *Communities in recession: the impact on deprived neighbourhoods*, York: JRF

⁵⁰ Stafford, B and D. Duffy (2009) op.cit.

⁵¹ Every local area is required to have a Sustainable Community Strategy (SCS), which sets out the long term strategic vision for the local area and for the Local Strategic Partnership (LSP) and Local Area Agreement (LAA). The SCS should address how strong, safe, sustainable communities will be developed and the duty was created by the Sustainable Communities Act 2007 (see HM Government (2007) *Creating Strong, Safe, Prosperous Communities: Statutory Guidance*, London: HM Government

- Poverty has a geographical dimension; disadvantaged and vulnerable groups tend to be concentrated in deprived neighbourhoods, which are expected to suffer more than other areas from the effects of the economic downturn.

3 NATIONAL EVALUATION METHODOLOGY

In this Chapter we provide an outline of the evaluation design and a report on our activity thus far.

3.1 National Evaluation of the Local Authority Child Poverty Innovation Pilot

The national evaluation of the Local Authority Child Poverty Innovation Pilot (CPIP) was commissioned by the Child Poverty Unit (CPU) in April 2009. The evaluation is structured to provide a local evaluation to each of the ten Pilot authorities, with a synthesis evaluation provided to CPU that draws evidence from across the Pilot. The synthesis will provide learning for both CPU and local authorities about effective programmes to address and prevent child poverty.

The evaluation was commissioned shortly after participating authorities were notified of their success (in February 2009) and runs until the end of the Pilot in March 2011. This is the first synthesis evaluation report; future reports are planned for summer and autumn 2010 with a final report at the end of the programme.

The evaluation was commissioned as a two stage design:

- **Stage 1: Scoping** – an initial review of each local authority Pilot programme in order to establish an evaluation plan; and,
- **Stage 2: National Evaluation** – the delivery of ten local evaluations with a synthesis evaluation drawing evidence from across the ten disparate programmes.

The approach of the national evaluation is to provide locally tailored activity within a flexible national framework. Local Evaluation Plans outline our approach across four components:

- **Component 1: Monitoring and Outcome Data Analysis** – this component relates to the ongoing collection, review and analysis of Pilot monitoring data (including user characteristics, outputs and outcomes).
- **Component 2: Local Area Mapping** – this component is led by Prof. Mike Coombs at Newcastle University, and provides maps of local area data to provide context for beneficiary outcomes.
- **Component 3: Qualitative Research** – this component is a programme of qualitative research with each Pilot authority, their partners and the parents and children engaged in support.
- **Component 4: Cost Effectiveness Analysis** – this component features an assessment of the cost effectiveness of each Pilot, including direct and in-kind costs and will be provided at the end of the evaluation.

The evaluation is structured around individual logic models for each local programme. A logic model establishes the structure of an intended programme by identifying:

- The context within which the programme operates – highlighting the local and national policy and practice context;

- The rationale for the programme – what the programme aims to achieve and the rationale for the identified approach in achieving this;
- The inputs to the programme – the resources, primarily of money and time, that the programme has;
- The target group – who does the programme target and work with and what are their characteristics and needs;
- The activities – that will address those needs and meet the rationale of the programme;
- The programme outputs – the outputs from each of the programme's activities;
- The short-term outcomes – that are linked to the programme outputs and are demonstrable in the immediate or short-term;
- The medium-term outcomes – that are linked to outputs and short-term outcomes and that are expected in the medium-term (for instance, six months); and,
- The long-term outcomes – that the programme is expected to achieve or contribute to, but that may not be expected until beyond the programme's initial funding period or until delivery has ceased.

By presenting the logic of a programme through linking these different elements, an evaluation structured in this way aims to demonstrate and explore the theory that underlies and informs a programme of change. Understanding each logic model enables the evaluation to: test assumptions and theories; compare these and the different approaches; and, explore the different outcomes from across the different programmes. The approach is also intended to provide a set of models at the end of the evaluation that demonstrate different approaches and their outcomes.

In addition to the contribution of Prof. Coombes from Newcastle University (Component 2), the evaluation is informed by Dr. Tess Ridge from the University of Bath and Prof. Jonathan Bradshaw from the University of York who are both recognised at both national and international levels as experts in child poverty. Dr. Ridge has particular expertise in relation to innovative child-centred qualitative research with disadvantaged children and their families. Prof. Bradshaw has particular expertise in the statistics and measurement of child poverty and has been an advisor on the child poverty strategy to the Secretary of State for Work and Pensions and an advisor to the Work and Pension Committee Inquiry on child poverty. Our experts have informed our approach and will work with us to support our analysis throughout the evaluation.

3.2 Evaluation Stage One: Scoping

The evaluation was commissioned to undertake a review of each local authority programme in order to understand the requirements for the local evaluations and for the overall synthesis. There was just three weeks available for this and the tasks involved were:

- A review of available Pilot documentation – namely the initial Pilot bids and subsequent delivery plans and project initiation documents (PIDs);

- The development of initial draft logic models – providing a summary description of local Pilot activities, their rationale and context; and, describing the inputs, activities, output and outcomes;
- Visits to each of the Pilot authorities, and interviews with individuals with responsibility for the local programme – ranging from interviews with a single individual with overall responsibility to meetings with groups of local stakeholders; and,
- A report to CPU discussing the requirements of the ten Pilot programmes and considerations for an overall synthesis.

The report to CPU from this Stage suggested that the scoping activity was extended. This was because the ten programmes were still identifying much of the detail of their local Pilot activities and moving from their initial bid for funding to a more fully developed programme. As the scale and intensity of the Pilot programmes was emerging during the scoping stage it was not possible to precisely define the scale of evaluation activity. For instance: final target areas were still being identified; the detail of local activity was being developed; and, outputs and outcomes were being refined and made more precise.

In particular, the scoping activity identified a requirement from local programmes for support in identifying tools for monitoring local outcomes. In order to enable a range of local and innovative approaches the Pilot does not have a centralised and basic monitoring framework.

It was agreed that a Stage 1.2 would be commissioned in order to:

- Provide an ‘evaluation toolkit’ to support the recording and measurement of programme outputs and outcomes, developing ten robust data sets to inform both local and national learning;
- Produce individual Local Evaluation Plans that more accurately reflected each programme; and thus enable,
- The development a national evaluation framework.

3.3 Stage 1.2: Developing Local Monitoring Frameworks and Evaluation Plans

This Stage was conducted between May and August 2009 and focused upon developing monitoring data for our ‘Component 1: Monitoring and Outcome Data Analysis’ and identifying a final plan for our ‘Component 3: Qualitative Fieldwork’ that reflected the expected scale of the evaluation with each Pilot authority.

3.3.1 An Evaluation Toolkit

The first task was the production of an ‘Evaluation Toolkit’ to support local programmes in identifying the detail of appropriate output and outcome monitoring frameworks. This began by drawing together all of the outcomes identified within the ten logic models developed from local documentation and our initial planning meetings. It was hoped that looking across the programmes in this way would enable common definitions to emerge and common measurement and data collection tools to be provided. For example, increasing the employability of parents was a common aim and the evaluation team had speculated that a common indicator for employability might be applied across the ten Pilot programmes.

It was clear in undertaking this analysis that there was a rich variety of approaches and definitions, and it was agreed that in order to support local piloting of innovation the 'toolkit' should provide a set of resources to be applied locally. In this way, the evaluation would support the development of ten high quality datasets, reflecting the diversity of different programmes. To develop further the 'employability' example above, different programmes defined this in different ways and different tools are available for different groups and to reflect different emphases. Some programmes had existing tools, or were commissioning partners who had their own; and, although sharing a common concern with understanding 'distance travelled' and 'soft outcomes' this itself reflects a great deal of variety. Rather than agree a common measure a range of tools were provided for local adaptation and use, enabling local practice to be understood and appropriately evidenced.

One area where the need for commonality was recognised was in relation to the characteristics of the beneficiaries engaged in the Pilot. We developed a 'Common Beneficiary Characteristic Set' through discussions with CPU and our external experts, which will capture basic information about the parents and families who receive support. This is a suggested set, recognising that whilst individual Pilots require monitoring data for local use as well as to inform the national evaluation this often needs to build on existing local practice.

Much of what is suggested was straightforward to agree – for example: postcode, gender, ethnicity, and date of birth – but there was more debate and discussion in relation to some of the required characteristics:

- Family structure – as the Pilots are supporting parents and children, understanding families is important. We used the categories from the Families and Children (FAC) survey, as this is a robust and long-standing survey used to understand family experiences and circumstance. We also included a question about the number of people in the household in work.
- Disability – with a range of possible impairments to include and debate over how individuals may wish to define themselves as disabled, we included an option for self-description as well as a set of categories from UCAS (the universities admissions organisation) that was identified as a comprehensive and inclusive set.
- Income – as understanding income is central to the identification of children in poverty, there was debate about how this could be understood across each the Pilot programme. Income relates to both earnings and benefits. Therefore two complementary measures are included: 'earnings' where the beneficiary or someone in their household is working; and, 'benefits' – the in and out-of-work benefits received. In this way, beneficiaries are not required to calculate and report their total income (but this calculation is possible for monitoring and evaluation)

In-keeping with our approach to the development of ten robust local datasets, the evaluation team's analysis of monitoring data will re-group any variety across the Pilot into common sets. For example, fine grained ethnicity categorisations will be re-categorised into a more general set. Nonetheless the local variety will in itself provide learning – for example what extra do we learn from different categorisations or different understandings employed locally, and what are the

issues uncovered and presented should very different categorisations of ethnicity be used?

The 'Evaluation Toolkit' was comprised of a suite of resources with practical guidance and support from the evaluation team. These were:

- A Common Beneficiary Characteristic Set – as described above;
- Soft Outcomes Guidance and Tools – a review of soft outcomes tools, principles for their production and use, and practical examples from the review (previously produced by GHK for DWP)⁵²;
- The Common Assessment Framework (CAF) – provided as an example of a tool for family assessment. Although the CAF is designed for assessments of children and young people with additional needs and at risk, it does provide for a family-based and holistic assessment and is a tool for a range of partners working together. We were unable to identify a family-needs assessment tool that is holistic rather than issue – for example parental substance misuse or young person's offending – based. The CAF was provided as an example of how assessment and action might be recorded, incorporating beneficiary characteristics and (soft) outcomes.

Common Outcomes Guidance and a Data Protection and Security Statement were also provided and these are discussed below.

3.3.2 Developing a Common Outcome Set

In order to provide coherence across the variety of local Pilot programme outcomes, an overarching Common Outcome Set was devised: five high-level, long-term outcomes that encapsulate the rich local variety of Pilot programmes. Local impact will be evidenced by local outcome indicators, which will be measures captured through a variety of sources. We have developed a set of definitions relating to these terms, so that a shared language is developed for the purposes of the Pilot evaluation.

The five outcomes are:

- **Parents' employability and wellbeing increased** (including skills, confidence and more general wellbeing);
- **Families' wellbeing increased** (including being better off, happier, more secure and engaged with services);
- **Children's wellbeing increased** (including attainment, attendance, health and engagement with services);
- **Parental employment increased** (understood as part-time, full-time, and whether it is understood as sustainable); and,
- **Building capacity to address child poverty** (which includes structural change, processes, organisational capacity and engagement, and community capacity where this is the aim).

⁵² DWP (2003) *A Practical Guide to Measuring Soft Outcomes and Distance Travelled: Guidance Document*, and the Annex to the Guidance, which provides a set of tools: *Existing Models for Measuring Soft Outcomes and Distance Travelled*.

We developed a common language to ensure that there are shared understandings and clarity across all Pilot stakeholders about how local outcomes can relate to our national set.

- An **indicator** relates to progress towards or the achievement of an outcome. An indicator tells us if the outcome has been achieved; it tells us the extent to which progress has been made. Indicators are in many respects the detail of the local outcome.
 - For example, if an outcome is 'Parents' employability and wellbeing increased', an indicator is 'parents' confidence improved'.
- The **measure** is the information required for the indicator. The measure is the information that tells us the detail of the indicator. A measure can be evidence of change, or it may be an output measure.
 - For example, if an outcome is 'Parents employability and wellbeing increased', and an indicator is 'parents' confidence improved' – a measure is 'confidence questionnaire' (or it is 'number of parents completing training course).
- The **source** is the place where the indicator data will be collected and the place where the evaluation will need to access it (or from where Pilots will need to collect it or from where they will provide it to us).
 - For example, if an outcome is 'Parents employability and wellbeing increased', an indicator is 'parents' confidence improved', and a measure is 'confidence questionnaire' (or it is 'number of parents completing training course) – a source is 'client record system' (or it is 'training course records of successful completers').

The information collected about local outcomes was placed into an Outcome Indicator Table for each Pilot programme. By providing this information in a single table we were able to identify issues such as where Pilots had:

- Too many indicators, with support provided by the evaluation team to refine these to a set more appropriate to Pilot capacity or to the core aims of Pilot activity;
- Unrealistic or inappropriate indicators, for example indicators around improved health or increased educational attainment that might be on the edges of Pilot activity or are inherently difficult to collect; and,
- A lack of clarity over how data, for instance relating to increased confidence, might be collected from beneficiaries or stored for monitoring and evaluation purposes.

By taking a supportive and developmental approach with each Pilot authority we have been able to explore:

- Targeting – how will the characteristics of target beneficiaries be collected? What will the criteria for targeting include?
- Assessment – how will potential beneficiaries be assessed as suitable for inclusion, and how will those who are included be assessed to identify strengths and needs? Will assessment be at individual or family level?

- Activity – how will the different activities within the Pilot that individual beneficiaries engage with be recorded? How will sign-posting or referral be recorded?
- Outcomes – how will the outcomes for beneficiaries be collected? How will they be linked to different activities, sign-posting or referral?

At the time of writing, not all of the Pilots have finalised their Monitoring and Outcome Frameworks. The main reasons are:

- Some Pilots are still defining the detail of some of their activity and thus the outcomes they expect to achieve;
- Some Pilots have suffered from delays to the recruitment process for key appointments such as a Programme or Project Manager, delaying final decisions; and,
- Programme or Project Managers may need to involve a wide range of stakeholders including front-line workers in exploring the feasibility of different outcome indicators.

3.3.3 Data Protection and Data Security

The evaluation team also addressed data protection and security issues, providing guidance as part of our 'Toolkit' support. In exploring how monitoring and outcome data can be collected and reported, questions arose about how data would be securely stored, passed securely to the evaluation team, and consent obtained from beneficiaries.

To support this we have:

- Provided Pilot authorities with GHK's own Data Security and Data Protection Policy, so that Pilot stakeholders can be confident in our own approach to data storage and handling;
- Provided a form of words for each Pilot to include in their consent agreements with beneficiaries, which sets out how the data will be used and by whom in accordance with the Data Protection Act 1998; and,
- Identified free software for the secure transfer of data by email ('7-zip') for those Pilots that do not have email encryption software and provided guidance notes on its use.

3.3.4 Local Evaluation Plans

Local Evaluation Plans were developed for each Pilot authority in July 2009. These detailed the progress made towards a final local Monitoring and Outcomes Framework. They also identified the scale of our planned qualitative work. The local plans reflect the commitment of the national evaluation team to locally appropriate and tailored evaluation, conducted within a national framework. More detail on the different Components of the evaluation is included below.

3.4 Stage Two: The National Evaluation

The national evaluation design was agreed with CPU in August 2009 following the submission of our Stage 1.2 Report. That report built upon our developmental work and the ten Local Evaluation Plans to provide a framework for the national evaluation. The evaluation then began in September 2009, with confirmation with

Pilot authorities of the final approach and planning for our first evaluative fieldwork (rather than the developmental support that had characterised our contact to this point). Here we provide an outline of each of our components, what is planned and the activity to date.

3.4.1 Component 1: Monitoring and Outcome Data Analysis

As described above, we have provided considerable developmental support to the ten Pilot authorities in identifying and agreeing a dataset that captures the details of their beneficiaries, activities, outputs and outcomes.

At the time of writing, the ten Pilot programmes are only beginning to provide support to beneficiaries and there is not a dataset to report. We expect our second report (June 2009) to contain substantial data analysis to reflect the maturity of local programmes at that stage. As outlined above (3.3.2) some of the Pilot programmes are still to finalise their monitoring and outcome datasets, and this must now be a priority.

In analysing the data we expect the following kinds of analyses to be undertaken as part of the basic mapping of the Pilot activities and outcomes:

- Analyses of beneficiary characteristics – for example descriptions of age and ethnicity, but also of the issues identified for support and comparisons of how these relate to different outcomes;
- Analyses by family characteristics – for example relating to marital status or number of children in the family and again both descriptive within and across sites as well as comparative analysis exploring different relationships and any statistical significance;
- Analyses relating to engagement – for example exploring different outcomes in relation to the length of time a beneficiary engages with a Pilot activities or the different points in the life of the Pilot that beneficiaries engage; and,
- Analyses relating to outputs and outcomes – what can we learn about the different outputs and outcomes achieved by each Pilot over time, in relation to each other and in relation to different Pilot activities and combinations of activity.

3.4.2 Component 2: Local Area Mapping

Our national evaluation Component 2 is developing local area maps that draw on a range of available data to provide a comprehensive picture of each Pilot authority area. The mapping draws on socio-economic data to provide an analysis and a visual representation of issues relating to the five outcome areas identified for the national evaluation (and outlined in Section 3.3.2 above). The first stage of this mapping is to develop a coherent picture across each of the ten Pilot sites, using national data sets. This data is often available at an authority level rather than for smaller, local (ward) areas and covers different periods of time rather than the current picture. The mapping will develop across the evaluation, utilising the most recent available national data and thus reflecting any trends.

The mapping will also develop to further reflect the detail of each local Pilot programme. It will be informed by the understandings gained through the qualitative activity (for example, decisions about targeting) as well as by any local data available and being employed by Pilot authorities to understand child poverty.

Finally, the maps will be developed to incorporate beneficiary data collected by each Pilot programme through their Monitoring and Outcomes Framework. This means that we will be able to see where in the authority area beneficiaries are from and, importantly, how beneficiary outcomes relate to their local context. For instance, in an area with increasing levels of disadvantage we might see beneficiaries achieve improvements in a range of outcomes related to wellbeing in contrast to this local trend.

3.4.3 Component 3: Qualitative Fieldwork

The evaluation is designed to have a significant qualitative element for each local programme. This is in recognition of the depth of work required to understand: the way in which local Pilot programmes are developed and delivered; and, the experiences of those engaged in local Pilot activities. For the evaluation to provide meaningful local learning, and learning for CPU and local authorities devising and delivering child poverty strategies for the Child Poverty Bill, the evaluation must reflect the realities of local programmes. As Pilot programmes developing innovative ways of understanding and addressing child poverty, ongoing engagement is important. By commissioning the evaluation from the outset, the Pilot reflects this commitment to learning.

Our fieldwork is structured around four fieldwork visits. This includes a final (short) fieldwork phase at the end of the Pilot to explore the extent to which activity is being sustained or mainstreamed beyond the CPU-funded programme. Our fieldwork is structured to include the full range of stakeholders and participants, and to work with a sub-sample of beneficiaries longitudinally across the evaluation. The four fieldwork phases are:

- Visit 1 – first ‘evaluative’ contact with the Pilot sites, developing a detailed understanding of the model, the rationale, the role of partners and stakeholders, the detail of delivered activities, and work with beneficiaries where appropriate.
- Visit 2 – *Progress to Date* (March 2010) – this visit will review progress and service implementation, explore management and learning about innovation, and exploring emerging benefits and impacts to date. Pilot beneficiaries will also be interviewed.
- Visit 3 – *Impacts and Effectiveness* (September/October 2010) – here the focus of the visit will be to explore issues around the impact of the local Pilot programme and its effectiveness, as well as exploring progress towards sustainability/mainstreaming. In addition both follow-up and new beneficiaries will be interviewed.
- Visit 4 – *Outcomes and Sustainability* (January/February 2011) – this shorter final visit will feature interviews with project leads and strategic stakeholders to identify the extent to which Pilot approaches have, or are likely to be, mainstreamed in the future. A sample of beneficiaries will also be interviewed, drawn from Pilot beneficiaries who have been interviewed previously to provide a longitudinal perspective.

The broad groupings our fieldwork is structured to include are:

- **Strategic level stakeholders** – those involved in steering groups related both directly and indirectly to the Pilot programmes as well as the

stakeholders outside of these groups that Pilots need to influence for effective delivery and long-term sustainability;

- **Programme team** – those who are directly involved in the management of Pilot staff or activities and those involved in front line delivery either as directly employed staff or employed within commissioned organisations (for example, third sector delivery partners); and,
- **Partners** – involved in delivering the Pilot activities and either referring to, or taking referrals from, Pilot activities; and,
- **Beneficiaries** – who will include parents, children and families from different strands, and with differing levels of engagement with Pilot activities⁵³.

Our semi-structured interviews are organised by locally adapted versions of national evaluation topic guides. Interviews are not transcribed, but they are recorded. Interviews are conducted in person as far as possible, although telephone interviews are used where face-to-face meetings are difficult to arrange.

Our work with parents, children and families is similarly structured according to a core set of questions or areas of interest, but the approach is more highly tailored to family needs (for example cultural concerns) and to the focus of their engagement with the Pilot and with the evaluation. For example, where the whole family is engaged by the local Pilot, the evaluation will seek to obtain the perspectives of the whole family so that children's voices are included. But, where Pilot support engages only parents the evaluation will similarly only engage with parents. This strand of our work is informed by our expert advisor Tess Ridge from the University of Bath, through workshop training with the evaluation team.

Across the evaluation's first fieldwork phase we have conducted a total of 187 interviews:

- 38 interviews with 'Strategic Stakeholders':
- 66 interviews with members of 'Programme Teams'
- 57 interviews with 'Partners'; and,
- 26 interviews with 'Beneficiaries'.

The low number of beneficiaries reflects the early stages of delivery almost all of the Pilot programmes had reached at the time of our fieldwork. We planned our fieldwork for September and October, yet most Pilot programmes had not started to deliver operational activity then; indeed, people recruited into posts were only just taking up their positions. Therefore we delayed our fieldwork until November and December. Although this meant that most programmes were beginning to deliver interventions and front-line support, they were in their earliest stages. Where they were engaged, beneficiaries were participating in low numbers or were at the start of intended long-term and intensive support programmes. Consequently, for most

⁵³ In designing the evaluation we were asked to consider a beneficiary survey. It was agreed that a pre- and post-intervention survey independently administered would be costly and may not bring added value to the assessment data held by local programmes and linked to the monitoring and outcome data developed for the Pilot. It was also agreed that the target numbers for some of the Pilot programmes would make statistically significant sample sizes difficult to achieve. In light of these considerations and the strong qualitative engagement with beneficiaries it was agreed that the survey would not offer value for money. The evaluation team would like to thank TNS-BMRB for their work in this regard.

of the programmes it was not appropriate to engage beneficiaries in this round of qualitative work. In these cases, this element will begin in our next fieldwork stage in early 2010.

3.4.4 Component 4: Cost Effectiveness Analysis

This component relates to the analysis of the cost effectiveness of the different Pilot programmes.

The objectives of the Cost Effectiveness Analysis (CEA) are:

- To assess the overall cost effectiveness and value for money of the programme, by examining the relationship between resources used and results achieved;
- To compare the cost effectiveness of different Pilots and different activities supported in tackling child poverty, by assessing the benefits of each relative to the costs; and,
- To inform future programme development, by identifying unit costs that inform the likely costs of replication or roll out of the Pilots.

CEA is relatively straightforward to implement and avoids the practical difficulties of cost benefit analysis, which requires all costs and benefits to be valued in monetary terms (presenting challenges when benefits are not easily monetised). We will seek to understand all of the cost implications for the Pilot, including where a monetary value cannot easily be identified, for example where in-kind contributions are made but it is not possible or practicable to place a monetary value on this.

Although the CEA cannot be provided until the end of the evaluation (reflecting the costs and outcomes) it has necessarily featured throughout our planning and activity. Although the ten Pilot programmes have the common aim of reducing child poverty and some common approaches, there is a great deal of variation across them with different interventions, activities, outputs and outcomes. In developing a common monitoring and outcome set, as described in section 3.3 above, we have sought to provide a way of understanding both top level commonality and locally defined difference in order to explore the outcomes achieved across the national Pilot. Local Pilot programmes have agreed to provide the evaluation team with reports of their funding spend on a quarterly basis with their monitoring and outcome data. They have also agreed to provide us with details of any other funds accessed to support the delivery of their local programme.

A framework for the CEA component will be developed as we begin to collect a body of outcome and cost data for the Pilot. We will use the literature about the costs and savings associated with different outcomes to inform this framework. Key considerations will be:

- How to define a typology of interventions across Pilot programmes, which enable common types of activity to be identified and common indicators of effectiveness (and hence cost-effectiveness) to be developed for each; and,
- How to develop a means of combining different outputs and outcomes to produce a common effectiveness score. For example, Multi-Criteria Analysis may be used to combine a variety of disparate outcomes to produce a single benefits score on which cost-effectiveness can be assessed. MCA involves

weighting and scoring different indicators to enable them to be expressed in common overall units. This makes the data much more amenable to cost effectiveness analysis but introduces significant methodological challenges in finding a means of combining disparate indicators in a robust and objective way.

The CEA component will seek to establish the costs of each programme and the unit costs of different interventions, as well as exploring the implications of developing activities on a greater scale. By relating costs to outcomes the evaluation will provide an overall analysis of the cost-effectiveness of the Pilot in tackling child poverty

3.5 Summary

In this Chapter we have presented a detailed discussion of how the national evaluation is structured and the activity that the team have been engaged in. We have seen that:

- The evaluation is structured to provide each local programme with a local evaluation, and to produce a national synthesis drawing evidence across all ten. Four components structure the evaluation activity;
- A developmental stage identified the need across the Pilot programmes for support with identifying monitoring tools and developing local monitoring and outcomes frameworks that sit within a national and overarching set;
- There is a commitment to learning across the Pilot and engagement with the local evaluation activity;
- Local area baseline mapping and a programme of qualitative fieldwork have been key activities to inform this report, although Pilot programmes were in the earliest stages of delivery;
- Few beneficiaries were engaged across the Pilot at the time of our first fieldwork, and there is not yet a monitoring dataset to report (with the agreement of final monitoring and outcome datasets now a key priority for the Pilot programmes);
- and,
- A cost effectiveness analysis will be provided at the end of the evaluation.

4 BASELINE MAPPING

This Chapter covers activities underway for Component 2, which comprises two main strands of activity:

- The first strand, which is now complete, provides a baseline analysis of the child poverty problem addressed by each Pilot; and,
- A second strand will develop these baselines as delivery increases and monitoring and outcome data is generated.

This Chapter deals solely with the first strand of the Component 2 research: producing the baseline analyses of the Pilot areas. This Chapter provides a synthesis analysis across the local programmes, followed by a short review of how local programmes used data in their (successful) applications for funding and the limitations of the available data.

The principal task in producing a baseline was to create an analysis of child poverty in all the Pilot areas that is consistent and comprehensive. A huge amount of statistical material was accessed, processed and analysed then graphed, tabulated or mapped to describe child poverty in each Pilot area. The results from these analyses have been compiled on a Pilot-by-Pilot basis and provided to the Pilots themselves in their local evaluation reports. For brevity, a summary of each baseline analysis is provided in Annex 1.

4.1 The Ten Pilot Areas - Cross-Cutting Analysis

This section looks across the ten Pilot areas in combination, with analyses presenting data either for individual Pilot areas or grouped into three regional categories (four London Pilot programmes, three northern metropolitan programmes and three non-metropolitan programmes). Where possible the analyses include comparisons between the ten Pilot areas combined and England in total (with comment on the availability of data being provided at the end of the Chapter). There are two further preliminary points to make here on geography:

- The basic approach to collating data on neighbourhoods uses the new official statistical areas called Lower-layer Super Output Areas (LSOAs): in fact, some analyses reported for whole Pilot areas are the result of averaging the values for their constituent LSOAs.
- At a wider scale than those Pilot areas that are boroughs (rather than counties), some analyses use Travel-to-Work Areas (TTWAs): these are the official definitions of local labour market areas and are the appropriate statistical area to use for analysing trends in the availability of local job opportunities.

The national evaluation relies on statistics from official sources in order to provide consistent and objective analyses across and between each local Pilot. This means that the measures of child poverty here are limited by the data found in official statistics⁵⁴. As well as utilising this suite of indicators to establish a baseline

of child poverty in the Pilot areas, some of the analyses below use time series data to compare recent trends.

Following a preliminary and broad overview of child poverty, the material here is structured to reflect the five outcome groupings established for the national evaluation framework:

- Family wellbeing;
- Children's wellbeing;
- Parental employment;
- Parental employability and wellbeing; and.
- The wider capacity to combat child poverty.

The ten Pilot authorities are:

- Cornwall; Hammersmith and Fulham; Islington; Kent; Knowsley; North Warwickshire; Sefton; Tyne Gateway (North Tyneside and South Tyneside in partnership); Waltham Forest; and, Westminster.

4.1.1 Overview

Chart 4.1 below begins our analysis by looking at data of central importance: counts of children living in households receiving workless and employment related benefits. Each Pilot is represented by a symbol which shows – by its vertical position on the chart – the scale of child poverty in that local authority area, as measured by the proportion of children who live in households on benefits. How far the symbol is to the right of the chart shows how rapidly this measure has declined in the nine years leading up to the date with latest available data (2008). The symbols are coloured according to the broad location of the Pilot, and the fact that all the symbols of the same colour are grouped near to each other shows that these groupings succeed in highlighting the differing scale of child poverty problem found in different parts of the country:

- The four London Pilots have levels of child poverty that are well above average and they have seen the lowest rates of decline in child poverty.
- The three northern metropolitan Pilots have seen rapid declines, but they all still have above average proportions of children living in households on benefit.
- The three non-metropolitan Pilots have seen declines in child poverty that are close to average and that have kept their rates below average.

Chart 4.1: Children in Households on Benefits

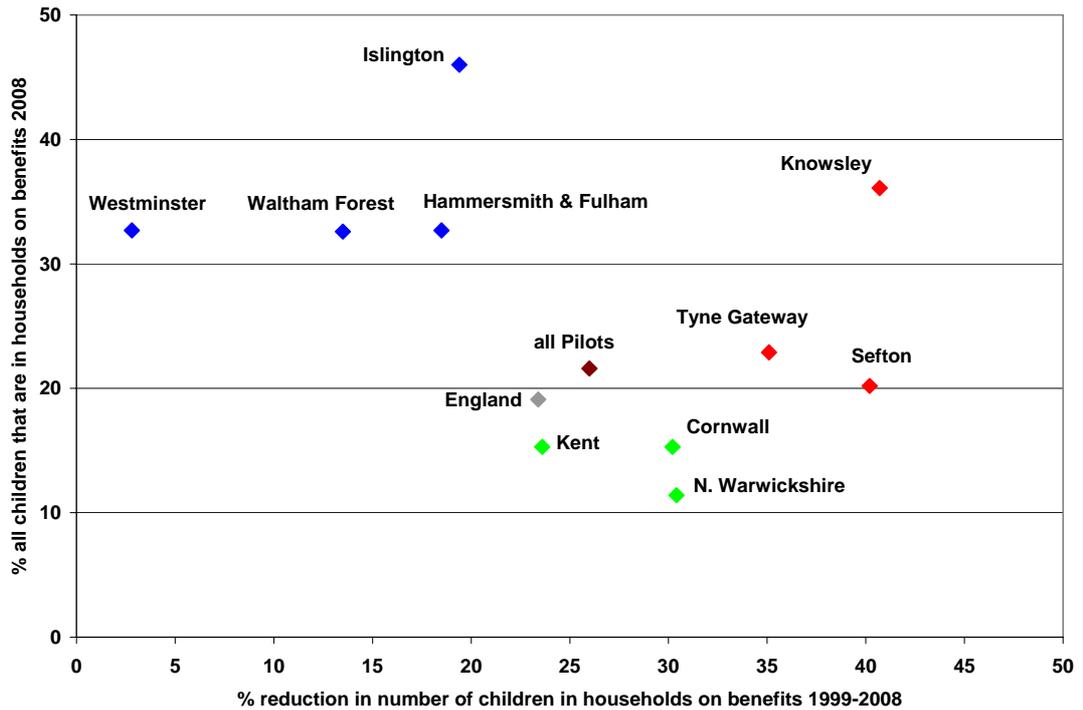


Table 4.1 shows some recent demographic data for the four Pilot area groupings in aggregate. The first two rows report the scale of population change, for all people and then for children. The northern metropolitan Pilot areas are found to be an ‘outlier’ grouping because they have not seen the same demographic growth as the other areas. By contrast, London Pilot areas have seen strong growth in the number of children in particular. These contrasts contribute to the explanation for the difference between the groupings seen above in their trends in numbers of children in households on benefit.

Table 4.1: Current Demographic Features

	London Pilots	Northern Metropolitan Pilots	Non-Metropolitan Pilots	All Pilots	England
% change total population 2001-2008	7.6	0.4	7.6	6.1	5.9
% change under 16 population 2001-2008	6.1	-8.9	4.2	1.8	2.0
under 16s as % of resident population 2008	18.3	19.0	19.7	19.3	19.9
% school population for whom English is their first	52.8	97.3	96.0	88.4	87.4

language					
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The table also shows that these differing trends have not led to much difference in the proportion of the population in each area grouping that are children. The final row reports a much more remarkable contrast between the area groupings: this is the proportion of children in schools who do not have English as their first language. The proportion is around 1 in 8 for England in total, and also for the ten Pilot areas in aggregate. By contrast, the value is almost 1 in 2 for the London Pilots but less than 1 in 20 for the other two Pilot groupings. This statistic is clearly relevant to the present study because people from almost all ethnic minorities face higher risks of poverty. The Pilot areas address different populations.

4.1.2 Family Well-Being

Here we focus directly on the question of children in families who are in poverty, but unfortunately the available statistics are very limited at the local scale.

ONS produced the Economic Deprivation Index (EDI) specifically for local analyses of change. As with the various ‘waves’ of the Index of Multiple Deprivation (IMD) that have been produced there are two subsidiary ‘domain’ indexes, the income one being of most interest here. Chart 4.2 shows a line for each Pilot and tracks its national ranking on the EDI income index, from before the start of the decade⁵⁵ to the date of the latest available data (2005).

Chart 4.2: Trend in Economic Deprivation Index (EDI)

⁵⁵ Going back to the beginning of the decade is useful to show change since the last Census.

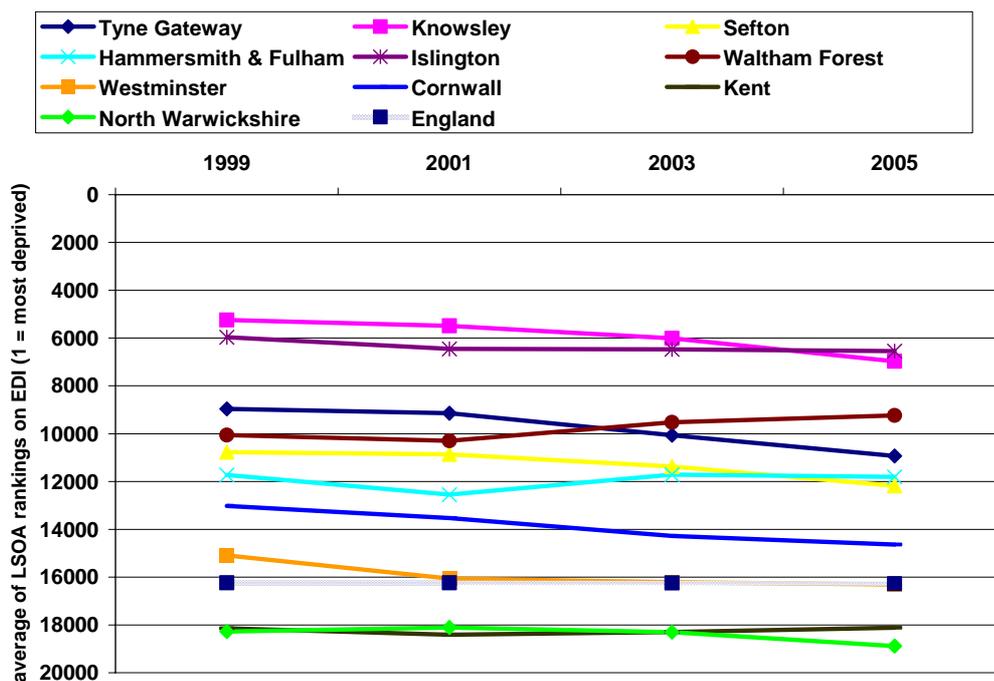


Chart 4.2 shows rather more Pilots ‘changing places’ than might have been expected over this relatively short period. Knowsley has seen an improvement – a decline in their EDI rank – that saw it displaced by Islington as the Pilot area with the highest deprivation level by this measure. Similarly Waltham Forest surpassed the level seen in the Tyne Gateway area, and Hammersmith & Fulham changed places with Sefton. This evidence, that northern areas saw a relative improvement, fits with that seen above in the contrast between London and the north in their trends in child poverty reduction.

Table 4.2 below provides, in the first column, the overall IMD 2007 value for each Pilot area. Islington is second only in its IMD value to Knowsley, whilst Kent is near the other end of the ranking (with only North Warwickshire having a lower value). The last row is an average calculated for all the Pilots: this is necessarily weighted by population size, but one result is that the much larger population of the Kent Pilot causes its value to dominate these averages. (The same procedure has been used to produce a value for Tyne Gateway from its two Borough values, and also for Cornwall and Kent for those datasets published at the Borough/District scale rather than the County level needed here.)

Table 4.2: IMD and CWI indices

Pilots	IMD (overall)	IDACI (IMD/CWI)	CWI (overall)	CWI health & disability	CWI education
Tyne Gateway	26.9	0.255	165.9	0.625	27.7
Sefton	25.1	0.214	146.4	0.158	17.7
Knowsley	43.2	0.369	260.6	0.504	37.6
Waltham Forest	33.2	0.391	227.0	0.124	21.9
Islington	39.0	0.522	305.5	0.847	27.9

Westminster	26.3	0.379	247.4	-0.375	15.1
Hammersmith & F.	28.1	0.384	237.8	0.079	21.9
Cornwall	24.0	0.193	156.0	0.175	19.4
Kent	17.0	0.180	127.9	-0.086	22.1
N. Warwickshire	16.2	0.138	102.1	-0.651	22.3
All Pilots	24.0	0.252	170.0	0.114	22.5

The table then shows some results from the recent statistical research that provided a Child Well-being Index (CWI). Of available government statistics for small areas, the nearest there is to a measure of child poverty is the indicator produced with the IMD as an Income Deprivation Affecting Children Index (IDACI). Indeed the IDACI has been adopted as the measure of material deprivation in the Child Well-being Index (CWI). The Pilot area values of the two indices reveal a fairly consistent correlation between the IMD and IDACI, but there are some deviations from this general pattern. Overall the main deviation is that London areas tend to have higher IDACI values than their IMD values might suggest. One specific result is that Knowsley is the Pilot area with the most severe problem in the country if the main IMD measure is used, and yet it appears to have less severe problems than any of the London Pilots if the IDACI is taken as the key child poverty indicator. Another candidate for 'headline' indicator is the overall CWI and on this basis Knowsley ranks as more severely affected than three of the London Pilots, with only Islington having a higher value.

The table ends with two other 'domain' indices from which the CWI is calculated. Here the values potentially highlight particular problems in specific areas, which may be important given that each programme aims to focus on distinct local child poverty problems. For example, Tyne Gateway appears here to have a child health and disability problem approaching that which Islington faces, while Knowsley has problems in terms of education that set it apart from all other Pilot areas.

4.1.3 Child Well-Being

The analysis now turns towards some of the potential consequences of child poverty and, in particular, certain outcomes related to health and education.

Table 4.3 below begins by presenting a range of core statistics on ill-health outcomes, or risk factors, for children. The first indicator suggests an urban-rural 'gradient', in that the risk of young women or girls becoming pregnant before they are 18 years of age declines from a relatively high level of nearly 1 in 20 in the London Pilots through a lower level – but still above the national average – in the northern metropolitan Pilots, to a level which is below average in the shire/non-metropolitan Pilot areas. Young pregnancy is not only associated with young women being in poverty; it also brings raised risks of the child living in poverty as well as raising the risk of less positive health outcomes for both child and mother.

Table 4.3 then shows that London mothers are dramatically less likely to smoke in pregnancy and further positive evidence of their behaviour in that they are more likely to at least begin breast-feeding (a behaviour associated with better outcomes

for children). On both these issues it is mothers in the northern metropolitan Pilot areas whose behaviour raises health-related concerns for their children.

Table 4.3: Core Indicators of Child Ill-Health

	London Pilots	Northern Metropolitan Pilots	Non-Metropolitan Pilots	All Pilots	England
Estimated pregnancy rate of under 18s (2005-7)	4.7	4.3	3.6	4.0	4.1
% mothers smoking in pregnancy (2007/8)	6.1	21.5	17.8	16.5	14.7
% mothers not starting breast-feeding (2007/8)	12.8	50.4	28.8	30.8	29.0
% obese children in reception year (2007/8)	10.9	10.5	9.2	9.8	9.6
average number of decayed/missing/filled teeth per 5-year-old (2005/6)	2.0	1.9	1.1	1.4	1.5
% pupils not spending 2(+) hours/week on high quality PE/sport (2007/8)	8.5	9.7	10.0	9.6	10.0

The remaining three indicators relate to children's health at the time they reach school, and on these issues there is relatively little difference between the categories of Pilot areas. The main cause for concern is that dental health is less good in the London and metropolitan Pilot areas, although as the actual values are so low (c.2%), having a value around a third higher than the respective national average comes down to a rather marginal statistical difference. Such statistical caveats are all the more relevant here as these figures relate to all children in each area, not just to those who are in poverty. That said, it remains possible that many of the 2% with dental ill-health live in poor families and, if that were true, then the proportion of all children in poverty who have dental problems could well be quite high.

Education is, like health, a dimension to deprivation in which numerous influences beyond poverty shape the eventual outcomes for children. As a consequence, looking simply at, for example, numbers of GCSE points achieved by all the children in the schools of a Pilot area may give a very misleading idea of the outcomes for children living in poverty.

National Indicator 102 was created in response to this problem: it measures the achievement gap between pupils eligible for free school meals and other pupils. Unfortunately the data on eligibility for free school meals cannot be considered comparable across all areas, because the willingness to claim eligibility for their children varies markedly between parents in different areas⁵⁶.

Young people with low qualifications face an increasingly difficult labour market. Those who do not get a job and are not in training or further/higher education are often termed NEET (not in employment, education or training). Chart 4.3 shows the latest available data on the proportion of young adults who are NEET across the four Pilot area groupings, as well as in England generally and the combination of the ten Pilot areas⁵⁷.

Chart 4.3: Young People Not in Employment, Education or Training (NEET)

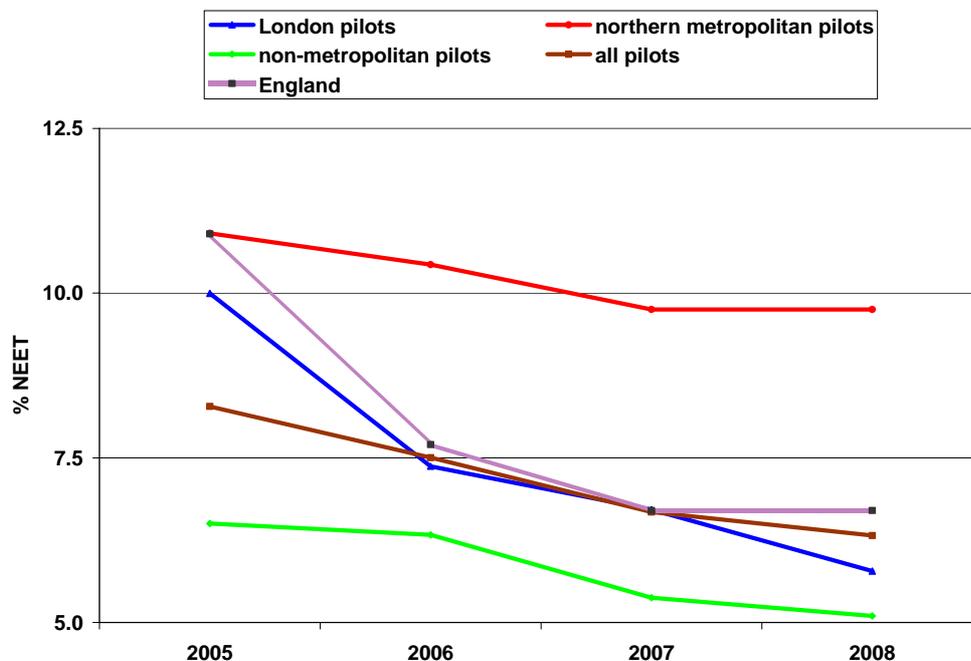


Chart 4.3 has a generally positive story to tell, with a downward trend being clear over recent years. Nonetheless, the latest national data indicates that this trend has been sharply reversed with the effect of the 'credit crunch' and subsequent recession; data for sub-regional areas for 2009 is not yet available.

⁵⁶ At a later stage the evaluation will explore the feasibility of addressing this issue by obtaining PLASC data, which identifies where pupils live. This would allow, for example, analyses of possible contrasts between the school qualification achievements of pupils in Pilot target areas with other parts of the Pilot authority.

⁵⁷ For completeness, it should be noted that the data on the area grouping of non-metropolitan pilots will be slightly 'uplifted' because it uses values for the whole county of Warwickshire – within which N. Warwickshire is one of the less prosperous areas – due to data on individual shire districts unfortunately being unavailable.

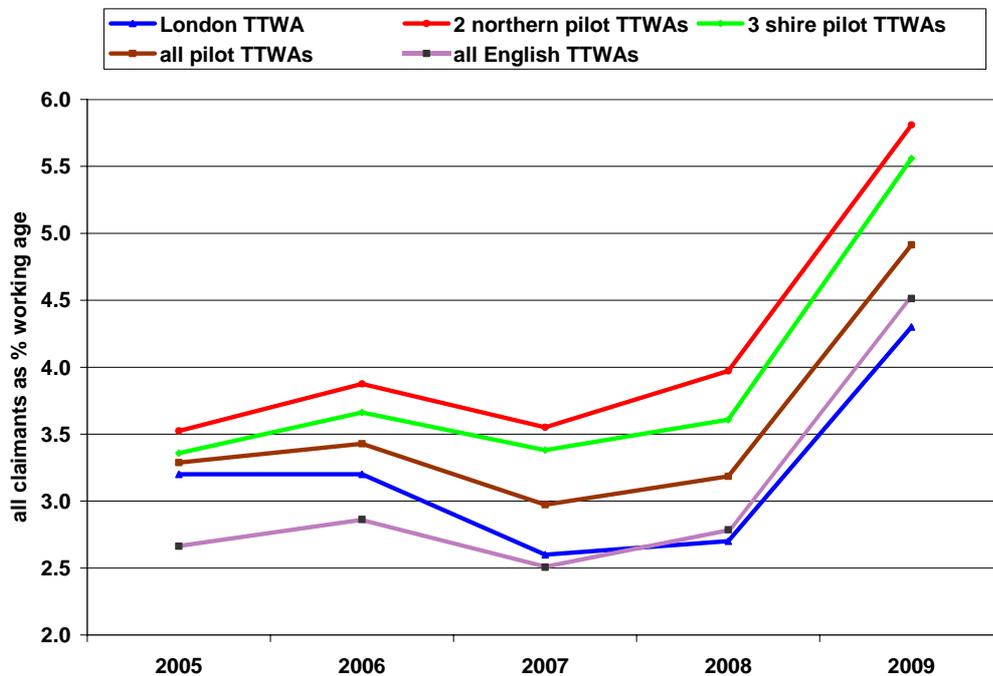
In general, the area groupings which started with higher or lower levels ended the period in the same comparative positions. That said, in the mid-decade years the London Pilot areas showed the best reductions in NEET levels in relative terms. One way of summarising this would be to say that in 2005 it appeared that there was an *urban-rural* contrast, with London having similar NEET levels to the northern metropolitan areas; by contrast, 2008 suggests a *north-south* contrast with London having similarly low NEET levels to the non-metropolitan Pilot areas (which are largely southern).

4.1.4 Parental Employment

It is very important to recognise that the available statistics here are not ideal because they do not explicitly deal with parents; most of the datasets are only available for the whole working age group.

In addressing parental employment it must be recognised that certain areas are more able to provide employment opportunities than others. In times of recession it is more likely that without a broadly expanding level of labour demand – that is, more local jobs – those who are more marginally attached to the labour market are at greater risk of remaining out of work. Residents of less favoured areas in large labour markets may remain workless. Chart 4.4 shows the relevant trend: the proportion of working age people claiming some work-related benefit at the scale of Travel-to-Work Areas (TTWAs).

Chart 4.4: Claimant Rate at the Scale of the Whole Labour Market Area (TTWA)



We can see that prior to 2007 there were positive trends downwards, but later this progress faltered and has since been strongly reversed. It is notable that the London TTWA is the least badly hit part of the country analysed here. In addition, while it appears that the non-metropolitan Pilot area TTWAs have fared less well than the other area groupings have recently, the average value for these areas is

strongly affected by data on the Birmingham and Coventry TTWAs. These have been hit hard by the recession, but are necessarily part of these calculations because North Warwickshire is divided between them.

Of course, some factors contributing to the burden of worklessness in an area are less due to the availability of jobs and more to the characteristics of the local labour supply (ie. the people living in the area who are in the working age groups). Table 4.4 below presents key local labour supply indicators, focusing on people of working age living in the area and with the values shown in bold being higher than the respective national average.

The first two columns present evidence on worklessness, as shown by the proportion of the workforce claiming one of the principal work-related state benefits. On both counts the three northern metropolitan Pilot areas have rates above the average for the country as a whole. This is also true for two London Pilots, where deprived neighbourhoods predominate (Islington and Waltham Forest) but not for the two where such neighbourhoods are 'pockets' within mostly more affluent areas (Westminster and Hammersmith & Fulham). Cornwall has a markedly high claimant rate for the incapacity/ESA benefits for those who are less fit for work: such high rates are generally found in former industrial areas where many older workers have fitness problems, and where few new jobs exist to justify battling this unfitness. Knowsley is another area where this is a key factor.

Table 4.4: Economic Activity and Related Indicators

	bold = above England average	% working age that are JSA claimants May 2009	% working age that are ESA/ incapacity benefit claimants May 2009	% working age men that do not want a job 2008/2009	% working age women that do not want a job 2008/2009
Tyne Gateway	5.5	9.0	13.1	15.5	
Sefton	5.1	9.3	8.7	17.1	
Knowsley	6.5	13.3	15.3	22.2	
N. Warwickshire	3.8	5.5	13.0	17.6	
Cornwall	2.6	7.5	12.8	19.1	
Kent	3.1	5.8	9.5	17.3	
Hammersmith & Fulham	4.1	6.5	14.8	25.0	

Westminster	2.7	6.1	11.7	25.2
Islington	4.9	8.6	16.4	22.7
Waltham Forest	5.4	6.8	13.8	32.7
all Pilots	3.8	7.2	11.7	19.9
England	3.9	6.7	11.8	19.4

The remaining two columns pursue this issue further. The tendency to withdraw from the labour market when jobless and not very fit after working in traditional industry mainly applies to men. In the two right-hand columns figures are taken from the official survey of the labour force, which asks people who are not in work why they are without a job. The proportion of men saying they did not want a job is above average in Cornwall and Knowsley, but it is as high or even higher in some London Pilot areas. Here the 'discouraged worker' effect is not likely to relate to former industrial work. An alternative factor at play may be related to the ethnicity of local areas. The London Pilot areas have very high proportions of working age women who say that they do not want work. Many in ethnic minority communities may be discouraged by the difficulties they face in competitive labour markets, but there are also some ethnic groups that are not supportive of women working outside the home.

4.1.5 Parental Employability

There are many potential issues covered by the generic outcome type of parental well-being and employability but, as with employment, there is little data on the experience of *parents* as such. One of the few relevant factors which can be confidently taken to apply to parents is the need for affordable housing. Here it is clear that Pilot areas in or near London will have more severe problems than most other areas, although in Cornwall too there are some areas where housing affordability is problematic.

Given the policy focus on employment as the primary route out of poverty, it is useful here to narrow down from the broad category of wellbeing to the issue of employability. Chart 4.5 shows the proportion of working age people who are qualified to NVQ Level 2 or higher. When all of the Pilots are taken together they have similar qualification levels to those in the country as a whole. At the same time, the Pilot area groupings reveal a notable contrast between the higher qualification levels in the London areas and the below average levels in the northern metropolitan ones.

Chart 4.5: Working Age People's Qualification Level

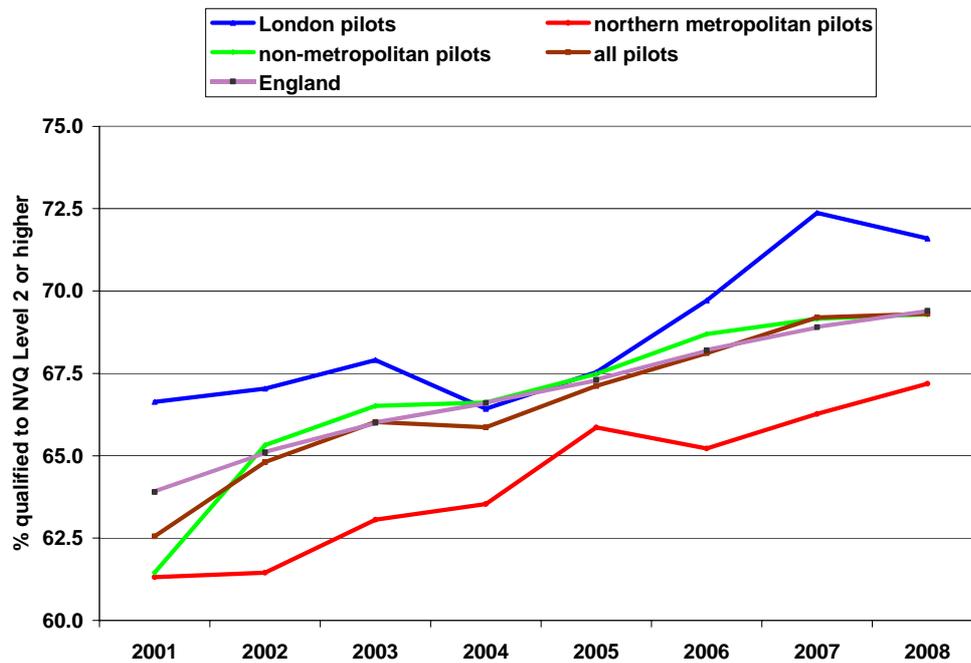
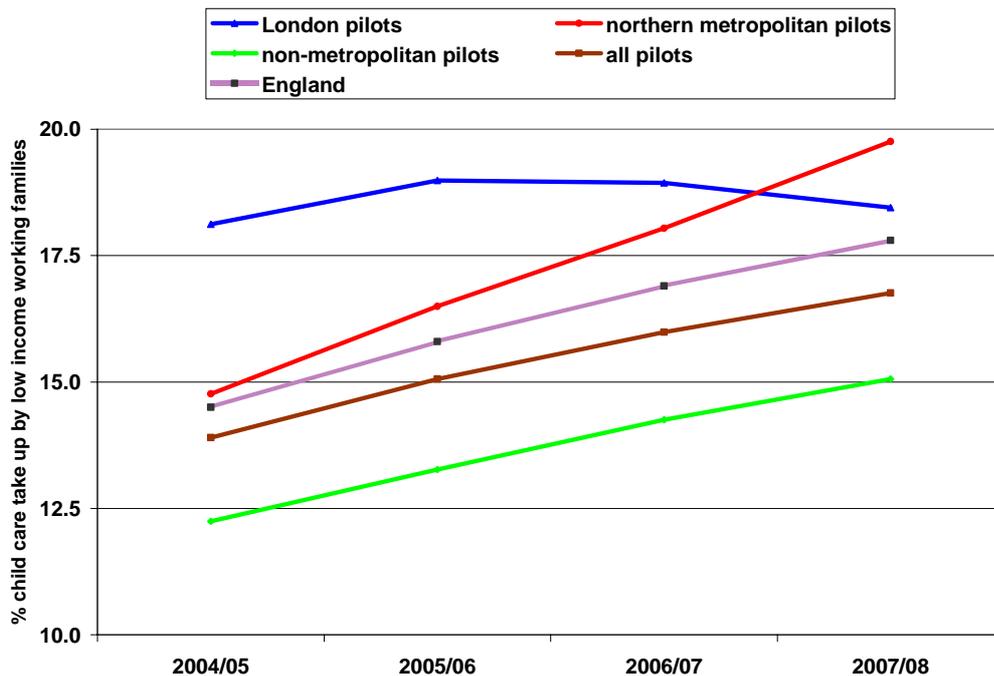


Chart 4.5 also reveals a notable increase in qualification levels across all areas over this relatively short period. Setting aside the occasional 'blip' in the dataseries, it seems clear that the differentials between different parts of the country have remained much the same: all area types have seen similar increases. It is possible that people may have been more active in pursuing better qualifications in some areas than in others: this is because the effect of this difference could have been dissipated by the fact that better qualified people are more mobile than others. Thus a high proportion of people who got qualifications in one area may then have moved to another area, especially around the time of entering the labour force.

Chart 4.6 provides a very valuable strand of evidence here because it is one that has not 'lost' parents among the wider working age population, and focuses more specifically on the key concern of low income working families⁵⁸. The measure is NI 118 and, as the chart shows, the take up of child care by low paid working families has risen generally through the middle years of the decade, with the exception of the London Pilot areas. This exception has to be seen in the context of the London areas having had the highest take up rates at the start of the period: in effect there has been a process of 'catching up' by other areas. It would be possible to interpret this pattern as indicating a 'saturation' level being reached in the London Pilot area grouping at an early date, while other areas approached that level more recently. This may well be an over-interpretation however, given that this level is only about 20% which seems very low to be a saturation level in practice. It is also notable that the northern metropolitan Pilot areas were still seeing a rapid increase in the last year, with no indication of a slowing in its growth as it surpassed the rate of the London Pilot areas.

⁵⁸ Here again the analysis has to use data for North Warwickshire Pilot taken from statistics for its wider county.

Chart 4.6: Child Care Take Up Among Low Income Working Families



4.1.6 Wider Capacity

The final generic outcome type relates to aspects of the wider area and community, which may provide a degree of resilience against growth in local levels of child poverty. Table 4.5 below presents a set of varied indicators from the Places Survey that between them could be suggestive of the extent of community spirit or social solidarity in the area.

The first column reports the extent to which people feel they belong to their immediate neighbourhood. There is a clear spatial pattern in which the London Pilot areas have values below the national average, which is likely to be substantially due to the high level of mobility in London given that it is longer-term residents who tend to have stronger attachments to areas.

General satisfaction with the local area is shown in the table's second column, and is seen to be almost as high in the Pilot areas as in the country as a whole: with the exception of Knowsley and Waltham Forest. Data in the following column may in part 'explain' these values, because these are also the two Pilot areas where people felt there was least social cohesion in the form of people from different backgrounds getting on together.

Table 4.5 then moves on from issues of social cohesion to those more directly related to social capital. The proportion of people who do regular voluntary work shows the strong urban/rural contrast that is familiar in this field: Cornwall stands apart with the highest value, although at the same time North Warwickshire does have a surprisingly low value for a clearly rural area. The last column of data presents one indicator on an issue related to children. Fewer than 30% of people nationally think that parents in their area take responsibility for their children, with the values in most Pilot areas around or above this average. By contrast, Knowsley emerges as an area where more people see a considerable problem to be tackled in local parents taking responsibility for the behaviour of their children.

Table 4.5: Broader Aspects of the Pilot Area Community Profiles

Pilots	% who feel they belong to their immediate neighbourhood	% who are satisfied with their local area as a place to live	% who feel people from different backgrounds get on well locally	% who gave unpaid help at least monthly in last year	% who say local parents take enough responsibility for their children's behaviour
Tyne Gateway	62.1	76.8	76.5	16.3	27.8
Sefton	64.2	79.2	81.0	18.3	30.3
Knowsley	57.9	72.2	71.9	14.3	19.0
N. Warwickshire	65.2	84.6	80.0	20.4	26.8
Cornwall	66.5	83.9	79.7	32.3	31.6
Kent	58.7	80.2	75.8	23.3	26.7
Hammersmith & F	49.6	80.9	78.4	21.0	27.6
Westminster	48.6	88.5	82.7	20.7	36.6
Islington	50.5	77.1	79.4	22.8	25.3
Waltham Forest	53.0	63.6	73.0	17.1	26.5
All Pilots	59.0	79.3	77.3	22.4	28.0
England	58.7	79.7	76.4	23.2	29.6

One of the key ways in which the Pilot areas vary relates to the feature of the host local authorities (NB. at this point the two authorities in Tyne Gateway need to be taken separately). Table 4.6 below presents the per capita expenditure of the Pilot authorities on the provision of some particularly relevant services. Because it is a shire district when the spending categories of key interest here are county and unitary authority remits, there are no values which can be provided for North Warwickshire.

Islington and Waltham Forest plus Knowsley are the three Pilot areas with the highest expenditure levels on primary education, and they have all been prominent in the analyses of child poverty above. It is rather more surprising that – apart from North Tyneside – all the other authorities spend below the national average. As for the spending on pre-school education, there is a stark contrast between the London Pilot authorities, along with nearby Kent to a lesser extent, and all the others; Islington appears to spend at almost 50 times the rate of Sefton on this evidence. It is true that local authorities in London face higher costs, but when this has been measured (for example, for local authority funding) it has found to be a relatively small 'mark up' and is certainly not on this scale of variation (c.50:1).

The especially relevant category of spending on children and family services sees less of a contrast, although Islington spends at nearly three times the rate of the two shire county Pilots (Kent and Cornwall). Spending in this category is above the national average not only by the London Pilots but also by the northern metropolitan Pilots with the exception of Sefton.

The final category of expenditure here is economic development, whose relevance stems from the need for jobs to redress the worklessness underlying much poverty (and the discussion about employment and labour demand at 4.1.4, above). Here the pattern is one where northern Pilots have the high values and the London Pilots have lower values, which approach those for the shire counties. A shortage of jobs has long been recognised in much of the north, where authorities have sustained commitment to job creation activities. By contrast, joblessness problems in London stem more from the huge potential labour supply competing for the available work, which means that a London borough fostering job creation within its own boundary could have little confidence that its own residents would gain a large share of any new jobs created.

Table 4.6: Revenue Expenditure per Capita 2006/2007

Pilots	Primary schools	Pre-school education	Children and family services	Economic Development
North Tyneside	£390	£5	£174	£23
South Tyneside	£318	£11	£131	£77
Sefton	£332	£2	£103	£26
Knowsley	£422	£25	£126	£98
N. Warwickshire	not available			
Cornwall	£285	£16	£90	£13
Kent	£304	£32	£90	£2
Hammersmith & F	£321	£43	£226	£13
Westminster	£288	£45	£174	£28
Islington	£499	£98	£262	£0
Waltham Forest	£513	£53	£181	£25
England	£347	£32	£113	£25

The final Table (4.7, below) reports Audit Commission summary findings on the quality of the service provided by the Pilot authorities. All but Cornwall – which is still going through the consequences of recently moving to unitary status and the absorption of the responsibilities of the six now defunct district authorities – have been judged to be improving well, or even improving strongly. Cornwall is joined by North Warwickshire and North Tyneside in being awarded just three stars for its

overall performance, but is alone in getting just two stars for its service for children and young people. At the other end of the award spectrum, Sefton is the only Pilot authority that is rated as high as four stars on this critically relevant service.

Table 4.7: Comprehensive Performance Assessment Scorecard 2008

Pilots	Direction of travel against other councils	star rating	
		Generally	services for children and young people
North Tyneside	improving well	3	3
South Tyneside	improving strongly	4	3
Sefton	improving well	4	4
Knowsley	improving well	4	3
N. Warwickshire	improving well	3	3
Cornwall	not improving adequately	3	2
Kent	improving strongly	4	3
Hammersmith & F	improving strongly	4	3
Westminster	improving strongly	4	3
Islington	improving strongly	4	3
Waltham Forest	improving well	4	3

4.1.7 Summary Points

Against the national bench-mark it has been found on most of the above analyses that the Pilot areas in aggregate are close to, but most often more deprived than, the national average. The northern metropolitan areas have had the most consistent set of above average measures related to aspects of child poverty, whilst the London Pilot areas have very high levels of some problems but are doing better in relation to others. The more rural non-metropolitan Pilot areas mostly had values which indicated that they were slightly less deprived than the national average.

In terms of trends, the turn of the millennium saw the northern areas reducing their child poverty rates at a notably faster pace than was seen in London, although more recent years have seen this differential shift back to the more familiar one of the north faring less well. The signs so far are that the recession has continued this north-south differential, despite wide expectations that London would be hit hardest.

Of course, almost all the Pilot areas have great variability within them, and the summary reports for each Pilot shown in Annex 1 illustrate this briefly. Yet even a neighbourhood level focus cannot avoid some of the limitations arising when analysing data for areas. Most importantly perhaps, it cannot be known from the data sources used here the extent to which it is the same children and young people who are among the minorities who have been seen to be suffering the different aspects of child poverty and disadvantage which have been described.

4.2 Data Use and Limitations

This Chapter closes with a review of the analyses of child poverty presented by each Pilot in their proposals for funding and a discussion of the limitations of the available data. In some cases the proposal analyses depended on in-house sources or datasets which were not explicitly referenced, with the local authorities showing different degrees of sophistication in the approaches followed and data sets developed and used. One or two proposals also make reference to the use of, or of plans to use, MOSAIC or similar commercial geo-demographic indicators for area profiling.

In general each of the local Pilots presented a convincing case for their proposals in their application documents – particularly as these were word limited and a balance needed to be found between ‘evidencing need’ and describing the Pilot proposals. However, our qualitative fieldwork identified that a wider range of considerations influenced the selection of specific areas where activities were to take place, beyond local area deprivation. For example the Sefton proposal, which includes some of the most sophisticated analyses presented, makes comparisons with national bench-marks to establish that the area focus for Pilot activity – Southport – had problems of a scale which warrants addressing. While our analysis has shown that the problems facing Southport are far from the worst in the borough, with Bootle having much more severe deprivation problems, the reasons for targeting Southport were based on other reasons; Southport is a town with a distinct visitor economy with a well developed economic development partnership and active strategy, where poverty exists in distinct pockets that are ‘hidden’ from available data.

In several of the Pilot applications, and in the subsequent qualitative fieldwork, reference was made to the need for improved information to enable monitoring – and targeting where this is envisaged – to take place effectively. One aspect is the perennial difficulty of reliable official statistics being released too late to inform the on-going development of policy: in effect, these datasets may support *retrospective* evaluation if they are not too delayed in their release, but have no role in the formative assessment of policy activity which can yield short term improvements.

In practice, *formative* assessment requires ‘real time’ data from the Pilot itself (i.e. one or more of the partners involved). Data from outside bodies such as DWP will always be subject to delay due to the sheer scale of their responsibilities and the proper verification processes needed before releasing data to other bodies. A further aspect to the limitations of common data is the geographical detail available. The most badly affected Pilot in this regard is North Warwickshire, because it is a Shire District and many key datasets are only available for the Shires in their entirety. In fact the problem is not much less acute for Kent or Cornwall, because their areas are so large and diverse that a single value for the whole county reveals little of the circumstances prevailing in areas which can be 50 kilometres apart and subject to very different trends. In fact almost all the London and northern metropolitan borough Pilots also extend across a diversity of areas in terms of their relevant social conditions. Values for the whole area mask this diversity. Finally, the Pilot proposals also made reference to the unavailability of the core nationally-defined child poverty indicators at the local level (see 2.1).

Given these issues with nationally available data, local data and intelligence is important to supplement and develop the context identified from these central

sources. Some of the Pilot programmes – see Chapter 6 – are exploring ways of using more detailed local data and how this is achieved and the barriers that are identified will provide valuable learning for the evaluation. Local data will also provide a valuable source for the mapping component of the Pilot evaluation reported here. Local data will be incorporated into our maps as far as possible; more importantly monitoring and outcome data from across the Pilot will be incorporated in each local analysis. The postcode of each beneficiary will be used to understand local targeting and how beneficiary characteristics and outcomes compare to their local context.

4.3 Summary

We have seen in this chapter that there is a wealth of information relevant to mapping child poverty across local authority areas. We have seen that:

- There is a great deal of variety between the local Pilot areas. This variety applies not only to comparisons between areas like Islington and Cornwall or one of the other non-metropolitan areas, but also to the contrasts within each Pilot area.
- Nonetheless, much of the data available does not reflect local and neighbourhood detail; some Pilots will target specific parts of their areas and so the values presented here which are averages across whole Pilot areas may prove less relevant as Pilot activity rolls out to target particular local areas.
- As a very high level generalisation, it has been seen that on most indicators the combination of the ten Pilot areas shows values which are close to, but often more deprived than, that of England as a whole.
- In general each of the local Pilots presented a convincing case for their proposals in their application documents. Local data and knowledge is being used in many of the Pilot areas to target poverty that available routine and administrative data does not reveal.
- Given the problems with common, national datasets, the use of beneficiary data that includes postcodes will provide valuable understanding of where Pilot activities are targeted and of the outcomes achieved by beneficiaries in relation to their local context.

5 THE LOCAL INNOVATION PILOT PROGRAMMES

In this Chapter we provide an outline of each of the ten local Pilot programmes. These short summaries have a common structure and focus upon the key features of each. A short summary is provided at the end of the Chapter; in Chapter 6 we discuss the common and distinct features across the Pilot. The summaries are taken from our local evaluation reports, provided to the ten local authorities in December 2009.

5.1 The Ten Pilot Programmes: Outlines

CORNWALL

Budget – £646, 754: CPU funding £455,414, partner contribution £191,340

Context - the Pilot builds on previous activities trialled locally, and is set in an environment of significant change. Cornwall became a unitary authority in April 2009. There is an associated and ongoing programme to transform the children and families workforce, including the formation of integrated multi-agency teams in a series of 'locality' areas (to which the Pilot is expected to contribute).

Target Groups

- **An 'Enabling Fund'** – will be open to all families living in poverty in Cornwall.
- **A 'Debt Care Pathway'** – new and existing Penwith Housing Association tenants.
- **Workforce Development** – members of the children and families workforce in Cornwall, and others with an involvement in addressing child poverty in the County, including parents working with the new locality teams.

Activities - the Cornwall Pilot is trialling three distinct, but interrelated, strands of activity:

- **The Enabling Fund** – trials the provision of one-off funding to help overcome social and cultural barriers to improving the life chances of families in poverty in Cornwall, providing a rapid response to address crises or exploit opportunities where no other source of funding is available. Applications from 750 families are envisaged, and the strand is expected to provide specific learning on the 'budget holding lead professional' role and local joint service commissioning.
- **The Debt Care Pathway** – features the further development of existing care pathways to embed the process and extend its coverage to include local housing providers. Targeting families entering social housing for the first time and existing tenants, the Pilot will provide awareness raising/training on child poverty for Housing Managers and staff. It will develop support packages for vulnerable tenants comprising training and advice on financial/debt management and a 'white goods' service, providing household essentials to families entering new social housing. The strand aims to provide learning on the role of the housing sector in identifying and addressing child poverty.
- **Workforce Development** – this strand aims to develop and pilot multi-agency training programmes to embed an integrated preventative approach to child poverty into the Cornwall Children, Young People and Families workforce development programme – with the central theme of 'making poverty everybody's business'. Three training modules

have been developed to raise awareness of the indicators of family poverty and the tools available to address it. Some 1,200 members of the children and families workforce, including parents where involved with the relevant locality teams, will receive training, delivered by local practitioners to capture local knowledge and experience.

Outcomes

- **Enabling Fund** – expected outcomes include: crises alleviated; progression to/sustaining existing employment; increased household income; and, progression to additional services.
- **Debt Care Pathway** - outcomes are to be finalised, but are expected to include reductions in rent arrears, evictions and financial distress, as well as progress to other support services.
- **Workforce Development** – outcomes are to be finalised, but are expected to include increased awareness of child poverty and the resources available to tackle it, soft outcomes such as increased confidence to identify and address child poverty issues, and changed working practices and new relationships formed.

Key Partners - key partners include the local authority Children, Schools and Families directorate, Penwith Housing Association, Cornwall and Isles of Scilly PCT.

Project Management - the Pilot was being managed by the local authority Child Poverty Coordinator, with support from an administrative assistant. However, the Coordinator has recently been seconded to Government Office for the South West and new arrangements are currently being put in place.

HAMMERSMITH AND FULHAM

Budget - £1.075 million

Context – Hammersmith and Fulham can be described as a borough of contrasts where some of the wealthiest households sit alongside people living on low incomes. Although the borough appears outwardly affluent, there are many ‘pockets’ of extreme deprivation in and around a number of large and small estates. The authority is a City Strategy Pathfinder (in partnership with five other West London boroughs) and supports the development of local employment priorities, combating worklessness and hence reducing child poverty. Previous initiatives have shown that high quality, affordable childcare is a prerequisite for many benefit-dependent lone parents being able to gain and sustain employment. This is particularly relevant in London, where childcare costs are very high.

Target Groups – The Pilot targets parents in 17 highly deprived estates across the borough, which lack services and that, are not the focus of other employability interventions. The Pilot particularly targets lone parents with children aged under 12 to reflect changes to benefit entitlement since November 2009 (see 2.3), and couples where one parent is unemployed. Families who participate are required to have a household income of £20,000 or less.

Activities

- **Family Solutions** –brings together family support and employability services within a single, well resourced, umbrella that integrates and builds on existing services in the borough to provide a ‘Think Family’ approach. Keyworkers will support the parent and

will be able to use their knowledge of different services in the borough to put together a package of personalised support through structured, but tailored, action planning. Family Solutions will continue to offer keyworking once parents return to employment, for the lifetime of the Pilot.

- **Free Childcare Places** – will be funded by the Pilot for parents returning to training or employment. Access to this will be provided through the local authority childcare broker. In order to ensure that places are available, the authority has contracted with a number of childcare providers that are local to target estates. These contracts will also offer a tool to ensure that local private and voluntary provision of childcare is high quality, flexible and affordable. For older children, Family Solutions keyworkers will develop relationships with breakfast clubs and extended schools.
- **The Child Passport** –to hold information about the services accessed by children will be developed. This will allow childcare providers and parents to hold a record of the child's development in early years, ensuring that developmental issues can be identified early by any provider that the parent chooses to use and that multi-agency work is facilitated.

Outcomes – the Pilot aims to: return 45 parents to sustained employment; engage a greater number of parents in volunteering, work tasters and vocational training; raise aspirations for children and wider family wellbeing; ensure children are engaged in activities which meet needs and underpin individual development; reduce the educational attainment gap; and, enhance life chances.

Key Partners – the Pilot is a partnership between Children's Services and the social enterprise Tendis, which has been commissioned to provide Family Solutions (building on existing employability services). Partners from housing associations, Jobcentre Plus and Children's Centres are included on the Pilot steering group.

Project Management – the management of the Pilot is based on a simple structure where the delivery of Family Solutions is contracted to a local social enterprise, Tendis, which reports to a Pilot lead in the Early Years and Childcare Service of LBHF Children's Services. The Pilot reports to a steering group consisting of local partner organisations and then to a higher level at the Children's Centres Strategic Management Board, which is chaired by the Assistant Director of Children's Services. The steering group oversaw the early development of the Pilot and is reconfiguring to an advisory group to inform ongoing delivery.

ISLINGTON

Budget - £1.3million

Context – The Islington Strategic Partnership (ISP) has a history of addressing child poverty through a strategic focus on reducing worklessness as a part of its Local Area Agreement. This has in turn given rise to an increased focus on preventing and tackling child poverty. The Pilot itself is seen as part of a step change towards an integrated model of service delivery for children and families and builds on previous initiatives aiming to understand and target communities. More than four in ten of children in Islington are living in poverty, the second highest level of child poverty in England

Target Groups - The Pilot is targeting the following families: lone parent or couple parent families with children aged 0-4 years; lone parents with children aged 7 years and under; working and workless families with: income below 60% median; working families with income

but no working tax credit; families with disabilities; families who experience problems because of the number of children; children living in disabled-led households.

Activities – A database will be created to target and monitor the effectiveness of the interventions, providing an intelligence-led approach. Data will be derived from housing benefit / council tax benefit (HB/CTB) records and will distinguish between working and workless households based on records of out of work benefits (using the Households Below Average Income survey methodology). An active and intelligent database will provide ‘in-depth knowledge’ on the individual circumstances of families. The database will be able to reflect outcomes at the individual household level and at Lower Super Output Area (LSOA), ward and borough levels, and it will be updated through the HB/CTB system to reflect changes in personal circumstances (including income, household composition and tenure and employment).

The Pilot aims to directly target individual families through the use of address data, rather than spatial concentrations in areas. The Pilot Islington Working for Parents casework team will use intelligence to directly target and engage parents, in conjunction with outreach activities conducted by internal and external partners.

Outcomes

The Pilot aims to develop a dataset to inform work with families across the borough and across agencies, and to change mainstream practice by engaging partners in learning from the programme. Three levels of support will be provided to families.

Level One support: 2,300 families to be targeted for information, advice and guidance (IAG) about the following services: Children’s Centres; Family Information Services; health; employment; and, other relevant services based on need.

Level Two support: comprising of a face-to-face appointment with a member of the Islington Working for Parents team, with the offer of an income maximisation service through a benefits check and/or a referral to one or two other support services, such as for: childcare; housing; employment services; skills and training; money management; debt; health services; and, other family support services. The Pilot aims to offer benefit checks to all those working households at or below 60% equivalised median income and all households receiving earned income, but not claiming working tax credit. 1,100 beneficiaries are expected to receive this support. A further assessment of need will take place, leading to:

Level Three support: tailored and intensive employability support will be provided to parents over a six month period, based on an assessment by the Islington Working for Parents Team. The Pilot will use the 'Workstar' tool as the main method for the process of both assessment and monitoring. 800 beneficiaries will receive this support.

Organisational outcomes are identified, linking to the goals for changing mainstream practice.

Key Partners – Reflecting the focus on changing mainstream practice, a wide range partners are engaged including: Children’s Centres, where provision will be based; Jobcentre Plus; PCT and health partners, and a range of third sector housing and children and family services providers.

Project Management - The programme team meets on a weekly basis and reports to the Pilot Board. The Board reports to the LSP and is chaired by the Chief Executive of the Council bringing high level strategic leadership.

KENT

Budget: £1.57million

Context – previous to the announcement of the Pilot, Kent Children's Trust had set out tackling child poverty as one of its key aims in its Children and Young People's Plan. Kent is a large County Council with a devolved structure for service delivery and partnership working. Over the last few years, the Council has developed a network of 23 Local Children's Service Partnerships (LCSPs) covering the entire county. The LCSPs have partnership boards made up of all the key service providers in the area, and are led by a partnership manager who oversees a team of co-located children's and families' services staff working in the area.

Target Groups – the Kent Pilot targets families on low incomes that are living in four local children's services partnership (LCSP) areas in Kent: the Parkwood area of Maidstone, the Isle of Sheppey and Sittingbourne in Swale, and the whole of the district of Thanet (two LCSPs covering Ramsgate and Margate respectively). The target families include: lone parents (likely to be affected by welfare reforms); and, those claiming out of work benefits.

Activities

- **Increasing Capacity** – training and information will be provided to about 70 key staff who work closely with parents in the target areas so that they are able to better identify, signpost and support such families with discretionary funds or incentives and refer them to more intensive support. This would include identifying parents, carrying out a simple assessment, signposting those needing little help, developing an action plan with others and referring some to the Pilot's other core activities.
- **Opportunities for more Intensive Family Support** – some families will be given intensive support to develop family plans through family group conferencing and to receive more intensive support from mediation services and mentoring by role models. The Pilot aims to engage 120 families in family group conferencing which involves the development of a family action plan; 40 families in mediation services to improve family relationships and 40 in peer mentoring.
- **Family Learning** – the Pilot aims to engage 400 families from the target areas in family learning activities to build their confidence to take up learning and improve their skills and engagement in their children's learning. The adult education service has developed an extended family learning offer which will include transport and child care support. A family learning project will be undertaken to engage families on the Isle of Sheppey in learning and to overcome and test the perceived barriers to learning.
- **PSHE** – the Pilot intended to support the development of modules for about 3500 year 6/7/8 pupils in high schools and 250 in feeder primaries which would focus on learning about social behaviours. Following consultation with LCSPs and Head Teachers, changes have been made to this focus. In one area (Maidstone) a bespoke curriculum has been developed that focuses on financial literacy. The Pilot team are exploring more localised adaptations to what is taught in the schools in the other target areas, aiming to reflect the broad outcomes of raising aspirations and tackling local need.
- **Local Projects** – are being developed in each of the target areas. So far these are:

Parkwood, (Maidstone)

Bulk Buying project involves community volunteers who will work to buy, store and sell/distribute commonly used goods for families living in the target area.

Family support worker project is proposed to be employed for the area to be based at New Line Academy.

Transition mentoring worker is expected to track and support young people at risk of becoming long term NEET and ensure support to find alternatives to remain in learning or work related training.

Thanet

Pinnacle project where a coordinator will work with Connexions to provide teenage parents with help to encourage the take up of learning or work, identify suitable learning and obtain Care to Learn funding.

Outcomes – expected outcomes include: increased capacity to tackle child poverty; increased family and child wellbeing; increased employability of parents; less dependence of families on interventions; higher aspirations by parents and children.

Key Partners – key partners include: Extended Services, LCSP managers, Advisory service, and family group conference service in Children and Families department; Adult Education; Kent Benefits Partnership; JCP; New Line Learning Academy; SILK (Social Innovation Lab for Kent), LCSP programme board members and others in each LCSP area.

Project Management – a member of the Policy and Partnerships team took on the initial project management and development of the Pilot with part-time help from another colleague in the unit. A project manager is now in place. From an early stage the Pilot has had a Project Board made up of the interim project manager, the four LCSP managers and senior managers from extended services, adult education, the Standards and Achievement Unit, and the family group conferencing service. It has been chaired by the head of the extended services team.

KNOWSLEY

Budget - £290,000

Context – Knowsley lead on child poverty in the Merseyside City Strategy and it was a strategic priority for the authority before the submission of the Pilot bid. Child poverty activity brings together a partnership of Regeneration, Economy and Skills Directorate and the Directorate for Children and Family Services. The Borough has a history of partnership working in children and family services, with joint strategic appointments made by the Department for Children and Family Services and the Knowsley Primary Care Trust. The Pilot has contributed to the development of a Child Poverty Programme for the authority. The Pilot also reflects a commitment to innovation activity in Knowsley, who are considering developing an 'innovation lab' function to pilot and learn from new approaches to social problems.

Target Groups – Criteria for referral and participation are still being developed, but families are expected to include the following priority groups: workless households with children; incapacity claimants with children; families with a disabled child; low income households; families with 4 or more children; families with no qualifications; lone parents; ex/prisoner's families with children.

Activities - The Knowsley Pilot will create a team of ten Volunteer Family Mentors to support 20 families a year and 40 overall who are in poverty and live in the North Huyton

ward. Support will address family circumstance through a holistic approach, leading to a focus upon employability and employment. Family Mentors will develop an 'Action Plan' with the family that will assess their strengths and their needs and support them to access local services. Families who are already in receipt of support will not be included and those who have complex or acute needs will be referred to specialist agencies. Each Family Mentor will work with two families for up to 12 months, providing long-term holistic, flexible support based on a close supportive relationship. Volunteer Mentors will receive accredited training and their role will provide experience and skills that will improve their own employability and thus additional outcomes will be achieved by the Pilot. Parents from families who receive Mentor support will be encouraged to become Mentors themselves, contributing to the sustainability of the Pilot approach.

Outcomes

- **Primary Outcomes** – these are longer term outcomes for families and include: families improving their economic wellbeing; families improve their health and wellbeing; and, parents/carers and children enjoy and achieve through education.
- **Secondary Outcomes** – will be linked to the circumstances of participating families but are expected to include, for adults; reduction in financial stress; improved health; better family relationships; improved adult understandings of their families' needs; improved confidence; increased access of local services; increased aspirations; increased parental understanding of, and involvement in, their child(ren)'s education; reduced social isolation; and, increased access of training and education opportunities. Children's outcomes are expected to include: increased confidence in education; increased achievements in education; more quality family time; and, less social isolation

Key Partners – Department of Children and Family Services; Regeneration, Economy and Skills Directorate; Knowsley Primary Care Trust; Children's Centres; schools; and, Knowsley CVS.

Project Management – the Pilot is embedded within a strategic 'Child Poverty Programme', which provides a programme team for the Pilot and other related programmes across the Borough. This structure is intended to ensure operational capacity to deliver the Pilot and strategic capacity to learn across the authority.

NORTH WARWICKSHIRE

Budget £244,460

Context – the Pilot operates in a former mining area that is sparsely populated with pockets of deprivation. North Warwickshire Borough Council (NWBC) has undertaken financial inclusion events in target areas in the past that were thought to be poorly attended due to stigma. The Citizens Advice Bureau (CAB) had also undertaken some outreach work but was forced to withdraw because of a lack of resources. The Pilot works under the strategic umbrella of the county-wide Child Poverty Strategy.

Target Groups – residents in isolated rural areas who currently do not access partners' financial inclusion services, particularly in the areas of Dordon, Polesworth, Chapel End, Harshill, New Arley, Ridge Lane, Hurley and Wood End.

Activities – the North Warwickshire Pilot has created a mobile 'one-stop-shop' – the Branching Out Bus (BOB) – which first started operating in June 2009. The BOB has a core staff of two CAB advisers, one adviser from Coventry & Warwickshire Cooperative

Development Agency (CWEDA) Credit Union, plus a driver. Staff from North Warwickshire and Hinckley College (NWHC) and Jobcentre Plus also provide advice on a less regular basis. The BOB visits a limited number of target areas (identified through analysis of MOSAIC and local authority data), and other locations on an ad hoc basis. The service provides advice on financial inclusion but also information and signposting on to other agencies and further referral. The Credit Union delivers debt workshops in schools and helps develop school bank accounts.

Outcomes – the outcomes identified include: awareness of the BOB service; awareness of partner services; the number of events attended; the number of people using the service; the number of people referred from the bus to CAB, Credit Union and other Council services; take up of other services; dealing with client enquiries; take-up of benefits; dealing with debt; take-up of Heart of England loans; opening of school bank accounts; engagement in bill budgeting scheme; learning and skills referrals; other non financial referrals.

Key Partners – key partners include NWBC, CAB, Credit Union, JCP, and North Warwickshire and Hinkley College. The programme managers are seeking to widen the partnership by, for example, involving utilities companies.

Project Management – an Operations Group meets weekly and includes all of those organisations with a staff member on the bus: NWBC's Revenues and Benefits and Customer Service, and Housing Departments, CAB and the Coventry & Warwickshire Cooperative Development Agency. The strategic management is through the Financial Inclusion Partnership which is a multi-agency group chaired by a local councillor.

SEFTON

Budget - £1,048,816

Context - The Sefton Pilot builds on a history of joint working between the authority and the local CVS to deliver employment programmes; and, on an emerging recognition of the need to reflect parent's caring and family responsibilities through a flexible and personalised approach when addressing employment and employability. The Pilot targets Southport, a seaside town with a distinct visitor economy and pockets of deprivation.

Target Groups – The Pilot will target parents who have approached the authority's 'Sefton@work' and the Sefton CVS' 'Workzone' provision in the past for support. In this way, parents who are actively seeking to engage in support will be targeted, rather than those who are hardest to help. To provide in-work support, the Pilot will contact parents placed into employment through Workzone and Sefton@work during the last three years. Through these routes 220 parents will be contacted and offered support. Parents who access Workzone or Sefton@work during the Pilot will also be eligible for referral. Families with an income of less than £19,000 will be eligible for support (a local interpretation of the national 60% of median income measure).

Activities

- **Family Coaches** – From the 220 families offered short-term interventions 40 families will receive long-term, intensive, flexible support. Family Coaches will meet referred parents and explain the Pilot to them, including what will be expected of them as well as the support available, in order to conduct an initial assessment. Family Coaches will produce individually tailored plans that will support non-working parents into work and working parents to access additional benefits. Provision for those in-work (including those who

are supported into work through the Pilot) will support employment and improve opportunities for progression. Support for all parents will be structured through a family-focused 'progression plan' that will capture distance travelled and be supported by a package of incentives to both facilitate engagement in employment and employability opportunities and to reward progression. This flexible package will enable Family Coaches to work outside of traditional structures to address the barriers that parents face in accessing and sustaining employment and address directly factors related to deprivation.

- **Promoting Parents Kitemark** – the Pilot will develop a 'Promoting Parents' Kitemark for employers. The Kitemark will incentivise and reward employers who develop and implement policies and procedures that are 'family friendly' and value the employment of parents. An Employer Liaison Officer (ELO) will be employed by the Pilot to support the implementation of the Kitemark scheme by an external contractor alongside a programme of employer engagement. They will target employers in the visitor economy and will collect information about vacancies suitable for parents. The ELO will also promote parents as employees and the advantages of recruiting and retaining parents through family friendly practices in their work with employers.

Outcomes

- **Family Coaches** – expected outcomes include: raising family income; raising aspirations through learning; improving access to services, benefits and support; improved wellbeing. A 'Soft Outcomes Toolkit' commissioned from a specialist consultancy will capture family outcomes.
- **Promoting Parents with Employers** – expected outcomes include: raising awareness and promotion of the benefits of family friendly policies and practices with employers; improved perception of work within the visitor economy in Southport; enabling of parents to successfully achieve a work-life balance, demonstrating a commitment to both employer and family responsibilities; recognition of employers that have taken relevant demonstrable steps; a minimum of 15 employers partly or fully achieve the Promoting Parents Kitemark.

Key Partners – key partners are Planning and Economic Regeneration, Children's Services, Sefton PCT and Sefton CVS. A broader 'stakeholder network' has been developed with over 30 members to raise awareness of the Pilot, to encourage engagement and identify sources of support.

Project Management - The Pilot is led by the local authority's Planning and Economic Regeneration Department, with Family Coaches hosted by Sefton CVS and co-located with their Workzone service. A Board of the key partners meets regularly, reporting to the Regeneration and Children's Services Council Committees. The Pilot also reports to the Southport (Regeneration) Partnership, which includes local employers.

TYNE GATEWAY

Budget £1.5million

Context – The Pilot is a joint programme between North and South Tyneside Council, the only Child Poverty Innovation Pilot to involve the partnership of two local authorities. The Pilot is informed by national and international research on strategies to create entrepreneurialism and empowerment within communities. The Pilot draws on content, and

the recent history, of various related activities in Tyneside including work on emotional resilience, life journeys and inspiring communities.

Target Groups – the Pilot will target families who are at risk of poverty, particularly: families in which one or both parents are unemployed; lone parents in poverty; parents/carers with a disabled child; parents/carers who are working but living in poverty; minority ethnic parents; and, carers living in poverty.

Activities – there are two main strands to the Pilot. The first is to recruit 30 people from North and South Tyneside (15 people per borough) who are living in poverty and engage them in an 8 week Awareness Raising Programme. This programme provides a series of pre-engagement and support package activities with the twin aims of: bringing the beneficiaries to the point where they are able, if they want to, to apply to be one of 20 Community Entrepreneurs; and, also to prepare them for the actual Community Entrepreneur role and a foundation degree that will run alongside it. Those individuals who do not become Community Entrepreneurs will be supported in the development of Personal Action Plans.

The second main activity strand refers to the development of community projects by 20 Community Entrepreneurs, with the aim of engaging the communities that they live in and to support journeys to employment. Community Entrepreneurs will work with ten local parents each - with the intention of helping them into employment, and their families, therefore, out of poverty. Community Entrepreneurs will engage with project partners, stakeholders and local employers to develop suitable candidates through projects and with the aim of moving these candidates into available vacancies. Local private and public sector employers have initially committed to providing vacancies for parents supported by the Pilot's community projects although this process needs further implementation.

In developing their projects, Community Entrepreneurs will be supported also by Mentors comprising senior members of staff from Pilot partners. This reflects the high level support to the Pilot, including clear expectations that Community Entrepreneur posts will be mainstreamed at the end of the Pilot period.

Outcomes – expected outcomes include: increasing parental employment; raising family income; narrowing the gap in outcomes between children in low income families and their peers; promoting economic regeneration focussed on families and tackling deprivation at a community wide level; building the capacity of local stakeholders, organisations and communities to tackle poverty.

Key Partners – key partners include: North of Tyne PCT, South of Tyne and Wear PCT, BT, JCP, Further Education Partners (Sunderland University, TyneMet and South Tyneside College), South Tyneside Homes, Constructing Communities (North Tyneside), Community and Voluntary Sector representatives.

Project Management - A Steering Group meets quarterly comprised of partner representatives sitting alongside an Executive Director and Lead Member from each of the 'Children and Young People' Directorates from both Councils. A Core Officers Group of Council officials, including some members of the Steering Group, meets monthly and reports to the Steering Group. The Core Officers Group includes the Tyne Gateway Project Manager whose Delivery Team includes 2 Area Managers (North and South Tyneside) and a part-time Research and Evaluation Assistant.

Budget - £1million

Context – Before the government’s invitation to local authorities to bid for an Innovation Pilot, the Local Strategic Partnership (LSP) in Waltham Forest had set out tackling child poverty as one of its key aims. The authority is characterised by: long term unemployment with high levels of inter-generational unemployment and relatively low employment rates; low average incomes of residents, the lowest in London which are being adversely affected by the recession and the high levels of benefits take up; evidence of low aspirations about learning, skills, jobs, and working outside the area; and, the difficulties faced in changing behaviours, creating less dependence, and reducing the attainment gap.

Target Groups

Waltham Forest’s Pilot targets families on low incomes with young children aged 2-5 in the most deprived wards of the borough. The focus is largely on the catchments of five schools with the greatest needs in terms of their socio-economic circumstances and attainment gap. A special school with a much wider catchment area and Gypsy, Roma and Traveller (GRT) communities in the area are also targeted. The schools are paired with Children’s Centres. For the families known to the five schools and Children’s Centres in the target area they are expected to be eligible for benefits, such as free school meals, and have children aged 2-5. For the families known to the special school they are not expected to have young children though many will as well as a child with learning difficulties.

Activities

Family engagement and support for 500 families. Joint visits from a Family Support Advisor and a Benefits Advisor in the project team to assess whether they are drawing all the benefits and in kind support they can, giving signposting and immediate assistance to obtain other support, and considering whether they would benefit from more intensive support or from follow up by the Housing Advisor and Health Visitor in the project team.

Intensive family support for 100 families with more complex needs following an assessment by a Family Support Advisor and the drawing up of an action plan.

Increasing the foundation skills of children in the target areas and increasing parental engagement in early learning, including by encouraging the take up of the Free Early Education Grant. Combined with Early Years Advisors support to the target schools and Children’s Centres the Pilot is expected to raise the skills of children at the foundation stage by ten percentage points and narrow the gap with other schools.

Capacity building of Children’s Centres by drawing on research to assess the extent to which they are successfully engaging the most marginalised families and, delivering early intervention support, to develop action plans for change.

Parents Advisory Group (PAG) made up of 15 parents who have been engaged in family support to undertake action research in order to inform the way the support is being provided and to learn from parents’ experience.

Outcomes - Focus additional support on areas with the most persistent levels of non-employment and low incomes to make a difference to families they are not normally reaching; develop and build a Think Family approach ‘to improve practice and arrangements for giving support to those on low incomes’ and ‘tackle problems in the round at an early stage’; improve access to mainstream services, particularly Children’s Centres; provide support to those vulnerable to changes in lone parent benefits and able to take advantage of child care available. The Pilot also aims to improve Early Years Foundation Stage results in

the borough by helping families to access the Free Early Education Grant and to be more involved in their children's learning.

Key Partners - Waltham Forest Children and Young People's services – Education for Communities team, extended schools, children's social services, specialist services for children; Waltham Forest Revenue and Benefits service; Waltham Forest Housing service; Jobcentre Plus; PCT – Health visitor; VTES – Waltham Forest's school improvement provider (GRT worker, Making a Difference Early Years Advisors); Schools and Children's Centres – Woodside (primary and children's centre), Downsell primary and Snowbury children's centre, Barclay primary and children's centre, Sybourn primary and Children's Centre, Southgrove primary and Low Hall children's centre, Whitefields special; The Lloyd Park centre – a local charity; Worknet (contact points for employment and skills advice and support, and for School Gates project)

Project Management – There is a Project Board with representatives from Children's Services, the schools/Children's Centres, Housing, Benefits, Regeneration, JCP, the third sector, and the PCT. The Board reports to the LSP's Child Poverty Board, which in turn reports to the LSP. The Project Team has recruited experienced staff for all the roles.

WESTMINSTER

Budget - £1.5 million (including a 400K contribution from LAA monies).

Context – Westminster has extremes of wealth and poverty. 'Westminster Works' is the local partnership structure for the commissioning and delivery of employment and economic development, which this Pilot builds upon to provide 'Westminster Works for Families'. The LAA includes NI 116; and recently, Children's Services and economic development (Regeneration) services have been working together closely to examine how local residents, and disadvantaged parents in particular, can have better access to local jobs. The Pilot is closely linked to the Work Focused Services in Children's Centres (WFCC) Child Poverty Pilot, where Jobcentre Plus (JCP) advisers work with parents and families in Children's Centres, and many parents will benefit from the support of both Pilots.

Target Groups - The Pilot aims to support 300 parents with families living in poverty. Parents and carers must be over the age of 19, be either workless or recently returned to work, eligible to work in the UK and meet one of the following criteria for poverty: an annual family income of less than £20,000 per annum; have children in receipt of free school meal entitlement; or be in receipt of workless benefits, including Income Support, income based Jobseekers Allowance (JSA), income related employment and support allowance (ESA).

Activities – The Pilot has four streams of activity:

1. A personalised package of intensive support for parents, including financial support: this workstream provides a 'Key Worker' service where frontline workers in different agencies across Westminster will follow a common approach to registering, assessing, action planning and supporting parents. A specialist financial advice service will provide financial 'health checks' for all beneficiaries and give advice. There is also an offer of specialist adult careers advice and guidance through a local partner provider.

2. Access to affordable and flexible childcare: this provides support with childcare costs for parents in training or in work, through the Childcare Commissioning and Family Information Service (FIS); the full cost of childcare will be covered by the Pilot for the first six

months. For parents in work, this will remove the childcare barrier experienced when returning to work.

3. Help with in-work housing costs: this uses the discretionary housing payment (DHP) available to the Council in order to provide a “fixed term award” for six months and to remove the uncertainty of a fluctuating income during the transition to employment.

4. Engaging and supporting local employers: this supports the development of ‘family friendly’ work opportunities in Westminster, enabling job brokers to pass on vacancies for which local parents could apply. This work is coordinated through Westminster Works.

Outcomes - the Pilot aims to lift 200 children out of poverty by supporting 100 parents into sustainable employment over the course of 2010-11. The Pilot delivery team expect that 200 children will benefit from the offer of free childcare and 100 families will benefit from DHP help with their in-work housing costs. It also has a strong emphasis on building organisational and partner capacity to tackle child poverty.

Key Partners – ‘Key Workers’ are based in a range of agencies (18 at the time of writing) and a wide range of partners are involved. These include: Work Focussed Children’s Centres (WFCC) Child Poverty Pilot, Early Years, Extended Services and Play Service, Family Information Service, Extended Services, The Family Recovery Project, The Housing Department, Westminster Works, Jobcentre Plus, Children’s Centres and third sector providers.

Project Management – Workstream Leads meet in a monthly ‘operational group’ that reports to Westminster Works Child Poverty Strategy Group. The group also reports to the Westminster Works for Families Board, which reports to the Westminster Works Board, which in turn reports to the LSP

5.2 Summary

The ten local programmes present a variety of approaches to addressing child poverty and reflecting the themes of the Pilot. All aim to reduce child poverty in the longer-term through increases in employment and employability, and aim to address child poverty in the shorter-term through increases in income and measures to alleviate the immediate consequences of material disadvantage. There is a common core across the Pilot programmes of aiming to increase parental employment and employability through a flexible and personalised approach that includes holistic family-focused support. Whilst all the programmes have their own distinct features, there are some more unique examples. Tyne Gateway's 'Community Entrepreneurs' and North Warwickshire's 'Branching Out Bus' provide individual approaches; Knowsley's 'Volunteer Family Mentors' and Islington's data-driven model are also particularly distinct.

The features of all of the programmes are explored further in Chapter 6. Each of the Pilot programmes is rooted in their local context and they:

- are based on learning from previous programmes or interventions;
- address particular features of a local target area;
- vary in scale and scope, resulting from an analysis of local opportunity and need; and,

- test approaches that are intended to provide learning for local policy and practice.

6 THE TEN PILOT PROGRAMMES: DISCUSSION

In Chapter 5 we presented short summaries of the ten Pilot local programmes. In this Chapter we discuss key features of the Pilot programmes and provide some examples that illustrate both broad and common issues and their particular approaches. Chapter 7 reports on the progress of Pilot programmes in developing and delivering their activity; here our focus is the different models and structures of activity and provision.

6.1 Employment and Employment Pathways

We saw in Chapter 2 that the key aim of the Local Authority Innovation Pilot is to increase parental employment, reflecting the inter-related policy frameworks both for addressing child poverty and for welfare reform more broadly. Increasing parental employment and employability is thus the primary aim of, and the common theme across, the ten local programmes. Broadly, the Pilots aim to help those who are ready for work access employment opportunities and to support this transition, coupled with an aim to increase parental employment in the longer term by increasing parents' employability. A further feature of some of the programmes is support for those who are in-work, aiming to sustain existing employment particularly where this is insecure or low-paid and to support employment gained through Pilot intervention.

A dual approach of supporting those closer to the labour market into work in the short-term and of supporting those further away along a pathway to employment can be seen in Cornwall, Hammersmith and Fulham, Islington, Sefton and Westminster. Whilst other Pilots would hope to achieve employment outcomes in the short and more immediate term, these five explicitly include this in their programme design. For example, both Sefton and Islington intend to provide differing levels of employment support dependent upon need, expecting some referred parents to require minimal intervention to access employment and related opportunities and focusing more intensive employability provision on a smaller number of parents. In Kent, Knowsley and Waltham Forest employment is a more long-term aim, reflecting more of a family-support and employability approach. Nonetheless, these are primarily nuanced differences. In North Warwickshire the primary aim is to deliver to a section of the population that could benefit from, but do not currently access, financial inclusion services. The core service of the Branching Out Bus (BOB) is income maximisation and financial inclusion, with signposting to other sources of support for broader issues including barriers to employment. In the Tyne Gateway, employment outcomes are achieved through the training and employment of the Community Entrepreneurs themselves; all Community Entrepreneurs complete an initial Awareness Raising course leading to a foundation degree. Additional and future employment outcomes are intended, but will be dependent upon the nature of the projects they develop in their communities. These latter two examples provide contrasting approaches to other programmes' primary focus upon employment and employability.

Another common feature of the Pilot programmes is their recognition of the need to understand and provide a holistic package of support, reflecting again the themes from policy and research that we outlined in Chapter 2, if parents are to be supported into employment. We can see a range of approaches to providing this

support across all of the different Pilot programmes. For example, in Hammersmith and Fulham the 'Family Solutions' service brings family support to an existing employability service to provide a new service under a single umbrella. Similarly, in Sefton existing employment services are being developed to provide a parental and family-focused package of support, creating a new service that understands *adults who have children as parents*. In Cornwall, the 'Enabling Fund' provides a flexible resource to support a wide range of family-related issues that might impact upon employment, whether this is a new opportunity, relates to employability or relates to existing employment that is at risk. As with the differences between short and long-term employment goals, differences in the aims of the Pilot programmes' approaches to holistic and family support relate to the detail of programme design and their scale and breadth. For instance in Knowsley, 40 families from one area are targeted for intensive holistic support whilst in Islington 2,300 families are to be provided with information, advice and guidance (IAG) to address family income and other possible support needs, 800 are to be provided with more intensive support.

Support for those already in work is a primary feature of the Cornwall, Islington, Sefton, and Westminster Pilot programmes. In these local programmes, parents who are in work are included in the groups targeted for assessment or identified as target beneficiaries. Kent and Waltham Forest include those in work in their target groups. All of the Pilot programmes with a primary focus upon employment and employability (Cornwall, Knowsley, Hammersmith and Fulham, Islington, Sefton, and Westminster) include an explicit focus upon maintaining support for those who enter employment through Pilot provision. This focus is intended to ensure that the transition to employment is supported, extending the focus of employability programmes to provide family and parental support beyond the focus of existing employment provision. Thus although there are slight differences amongst the primary aims of the Pilot programmes, holistic packages of support extend to those in work so that employment, and therefore the impacts upon child poverty, are sustained.

In delivering this support, a common feature of the Pilot programmes is the delivery of case work approaches to supporting parents and families. Again reflecting the policy priority and research evidence, the programmes are piloting a truly family-focused approach to supporting parents towards employment. In Cornwall, the Pilot supports the restructuring of practice across the County by providing funds to integrated family support teams and budget-holding 'lead professionals'; providing a flexible approach to addressing barriers to employment and helping parents begin progress towards the labour market. In Westminster, existing staff are identified as 'Keyworkers', provided with resources to support parents and address known barriers to employment in new ways (see Box 6.1). In Hammersmith and Fulham, Islington and Sefton, existing employability provision is being expanded by the Pilot to explore family support needs and effective ways of delivering this. In Knowsley, community members will be trained to deliver casework support, raising their outcomes as well as the families they work with. Therefore the evidence from the Pilots will provide an evidence base of the features of effective casework support.

Box 6.1: Westminster's Keyworker Approach

The Westminster Pilot is based on 'keyworking', where frontline workers in different agencies across Westminster will follow a common approach to registering,

assessing, action planning and supporting parents. Keyworkers will mostly be existing frontline workers in partner agencies being identified as suitable by the Pilot for to take on a Keyworker role. In the view of local stakeholders, a keyworking approach is important because a Keyworker is a trusted contact that knows about a range of different specialist services in the borough, and can work with the parent to help them access other services.

It is the Keyworker's role to agree an action plan and track progress with parents, meeting with them at various points along the pathway of pre-work and in-work support, and putting together personalised packages of support drawn from the four Pilot workstreams: personalised packages of support; including specialist financial advice; access to affordable childcare; help with in work housing costs; and, engaging and supporting local employers.

The Keyworkers are based in:

- Jobcentre Plus (JCP) (the three Parent Advisers based in Children's Centres under the WFCC Pilot);
- the third sector organisation Women Like Us (WLU);
- the Family Recovery Project (FRP); and,
- in the structure of the local Westminster Works partnership, which uses European Social Fund (ESF) and Local Area Agreement (LAA) monies to provide job brokerage for disadvantaged groups of unemployed people, via a range of different agencies.

Each of the 18 Keyworkers (that are working with the Pilot to date) work with different client groups around the borough. As well as recruiting parents directly, it is intended that most keyworking services (with the exception of WLU) will have existing caseloads of disadvantaged parents that could benefit from Pilot support, and will refer those eligible parents on their existing caseloads into the pathway to employment.

In addressing employability, the Pilot programmes share a concern with capturing 'distance travelled' (with the exception of North Warwickshire and their focus upon advice, information and referral) in increasing employability but also in addressing barriers to employment. As outlined in Chapter 3, the national evaluation team has supported local programmes in developing tools to capture the 'soft' outcomes that they hope to achieve. 'Employability' relates to a number of different features such as confidence and self-esteem as well as skills and resources such as clothing and access to transport. The flexible, holistic and responsive interventions that feature across the Pilot programmes are intended to provide learning about how employability can be increased and how the barriers that parents face in accessing employment and employability programmes can be addressed. Some Pilots have identified particular barriers – childcare, housing and parenting – and these are addressed individually below (see 6.6). Providing family-focused support is understood to be innovative across the Pilot; it is new provision that is being explored and tested.

6.2 Immediate Alleviation of the Impacts of Child Poverty

Alongside a focus upon employment and employability, and reflecting their family-based holistic approaches, the local Pilot programmes also share a concern with

the immediate alleviation of some of the impacts and consequences of child poverty and have short-term outcomes that reflect this. Addressing immediate family need is a feature of holistic employment and employability support, for example the Enabling Fund in Cornwall or the Keyworker approach of Westminster. But addressing the immediate impacts for children of living in poverty and low income households is also an aim in itself in many of the Pilot programmes.

Income assessments are a common feature of the Pilot programmes, aiming to maximise family income through benefit eligibility assessments; this is an explicit aim of all of the Pilot programmes other than Tyne Gateway (although Community Entrepreneurs did receive income assessments as part of their induction). Some of the Pilots also aim to address the material disadvantages associated with child poverty through the direct provision of goods or support. For example, in Sefton participating families will be able to access a fund to support and reward their participation in family progression plans that provides for participation in leisure and family activities; in North Warwickshire, the provision of advice, information and referrals for more specialist support is intended to address the immediate needs of low-income families (see Box 6.2). The projects developed by Tyne Gateway's Community Entrepreneurs will be expected to address the consequences of poverty as well as supporting employment and employability.

Box 6.2: North Warwickshire's Branching Out Bus

The North Warwickshire Pilot has created a mobile 'one-stop-shop' – the 'Branching Out Bus' (BOB) – which started operating in June 2009. The BOB has a core staff of two Citizen Advice Bureau (CAB) advisers, one adviser from Coventry & Warwickshire Cooperative Development Agency (CWDA) Credit Union, plus a driver. Staff from the North Warwickshire and Hinckley College and Jobcentre Plus also provide advice, on a less regular basis.

The BOB regularly visits a limited number of target areas (identified through detailed mapping analysis of MOSAIC and local authority data) and other locations, such as community events, on an ad hoc basis. The service provides advice and supported signposting to other agencies. Where referrals are made, staff from BOB follow-these up to monitor outcomes and provide further support as required.

The aim of BOB is to deliver to a key section of the population that could benefit from, but did not currently access, financial inclusion services through building relationships with isolated rural communities. By supporting families to access services, and ensuring that support is received, BOB aims to address the immediate impacts of living on a low income. BOB also provides a basis for outreach activities for partners across the authority and is promoting the bus as a resource for others to use to access rural communities.

As part of the holistic provision that characterises the Pilot, local programmes include supporting service access as an inherent feature of their family-based support. But there are differences resulting from the scale and focus of the different models. Large programmes intending to provide a minimum intervention for a larger number of families have this as a basic feature. Islington will provide a benefits checks and assessment of service use for all families who participate, aiming to link families to their local children's centre as a site for the provision of range of multi-agency support. Sefton will similarly provide a minimum level of

provision to 220 families that will include assessing their use of local provision and providing support to access this, with a smaller number (40) progressing from this to more intensive employment-focused support that will maintain the family element. For a minority of programmes, increasing families' access and use of services is at the heart of their provision. In Waltham Forest, the primary aim of the Pilot is the provision of, and access to, family support. 500 families will receive an initial assessment, with 100 receiving more intensive support. For this latter group, there will be an emphasis on building a trusting and collaborative relationship between services and families to ensure that families' needs are met effectively. In Knowsley the Volunteer Family Mentors will support families to address a range of issues as a foundation for later employment-focused work. The Kent programme is large and complex, but centres around providing more responsive packages of support for low-income families accompanied by a range of interventions intended to alleviate poverty in the immediate term: Family Group Conferencing will develop family action plans to enable families to address their problems; the Bulk Buying Project supported through the locality provision of the programme enables families to obtain goods more conveniently and more cheaply than through conventional routes.

6.3 Systems Change

The Pilot programmes intend to trial new ways of working and provide learning for future (local) policy and practice and therefore changing mainstream practice is a long-term aim of them all. Across the Pilot, local programmes are working with existing services and in particular Children's Centres are expected to host new provision and to both provide and take referrals for support. But whole-systems change is an explicit aim of a minority of programmes, which include dedicated activity to change the way of working across whole authority areas.

In Cornwall the Pilot builds upon existing restructuring and strategic focus to address child poverty, associated with the authority's Child Poverty Beacon status, to provide additional resources for the County's Integrated Family Support Teams (the Enabling Fund and the development of a Debt Care Pathway) and to provide for workforce development through a dedicated strand. This ambitious Workforce Development strand seeks to embed an approach to child poverty as 'everybody's business' and will train all of the 'children's and families workforce' across the newly structured multi-agency teams and their partners. Kent has a similar approach to increasing capacity through training for staff across their four target locales; they aim to reconfigure services to provide more consistent and appropriate support to families whatever their needs, and to influence practice across the county.

In Islington there are two elements that aim to achieve mainstream change. The first is their activity to bring ten data sources together into a new central dataset that aims to create a new resource for children and family services (and we return to this example of local use of data below at 6.8). The second element is the commitment to integrated working that characterises the programme; by working with partners from across the authority – for instance children and family services, employment and employability programmes – and their partners – for instance Jobcentre Plus – the Pilot aims to embed new mainstream practice. By structuring their programme around Children's Centres, so that families from centre catchment areas are targeted, the Pilot is trialling centre-based multi-agency provision.

Alongside the provision of family support, Waltham Forest's programme also aims to increase the capacity of Children's Centres to intervene early with local families who may be in need of support. The Pilot is supporting research to identify the current practice in identifying, engaging and supporting families on low incomes and to develop an action plan to change practice in Centres across the borough. By recruiting their Keyworkers from existing posts across the local authority and its partners (see Box 6.1 above) Westminster also takes an explicit whole systems change approach.

6.4 Building Family and Community Capacity

By providing support to families, the local Pilot programmes aim to increase their capacity to address their needs, build on their strengths and through employment and accessing local support lift their families from poverty. Across the Pilot, the interventions and activities in place are expected to work with families to agree action or progression plans and their next steps, whether these are short-term referrals to local services or long-term programmes of intensive support. Families are to be supported to access services, with support tailored to need and building confidence and capacity to access services independently.

Both Kent and Knowsley include a particular commitment to the development of more personalised services that are '*co-produced*'; that services work with their users to ensure that the services they provide are responsive, flexible and build a consensus around effectiveness through an ongoing approach to learning. This shared focus reflects the work in Kent of the 'Social Innovation Lab for Kent' (SILK), which Knowsley have learnt from in identifying and understanding innovation in local authority services (and which we return to below).

By working with families in this way, both Kent and Knowsley intend to raise community capacity; the means within local communities for citizens to be empowered to work together and to support each other. The Knowsley programme centres on a community-based model. Local parents will be trained as Volunteer Family Mentors to support fellow community members with the intention that as mentors use their experience to move into paid work or further learning, parents who have been mentored will themselves take on this role and support other local parents and families. The Kent programme will support local programmes that target and build upon community strengths and to build 'family resilience' (See Box 6.3 below). In Waltham Forest they are delivering a service based on the principles of the Family Partnership Model, which emphasises the need for practitioners to work in collaboration with families. This is expected to generate learning to inform the local authority's approach to 'Think Family' as well as building the capacity of families to cope.

The Tyne Gateway programme provides a unique approach to addressing community capacity, through the 'Community Entrepreneur' model. This model targets the capacity of the 20 individual Community Entrepreneurs, raising their skills and building their individual and family capacity, but also the capacity of 20 communities through community-based projects that will each engage a minimum of ten parents. The Tyne Gateway Pilot is a commitment to trialling and developing community entrepreneurship, with the projects open and dependent upon the work of the Entrepreneurs in developing local community engagement. The Pilot builds on the notion of '*barefoot professionals*' – a concept from work in developing countries, where local people are trained and empowered to undertake

developmental work in their own communities in terms of health, training, childcare and support into local job opportunities. Both the Knowsley and Kent programmes are in the earliest stages of development. In Tyne Gateway the Entrepreneurs have been recruited and trained and the first community projects are expected to be approved in March 2010.

Family capacity is addressed by some of the Pilots through referrals to identified and named interventions as a core element of their programme's responsive approach. Hammersmith and Fulham will refer their parents to particular provision in the borough: the employability-focused 'Take Three Days' programme and the 'Triple P' parenting programme. Islington also provide 'Take Three Days' across the Borough. 'Take Three Days' is a training programme whose aim is "*to help parents return to work, education and training*". This takes the form of a three day training session; participants engage in a range of confidence building activities which aims to enable them to undertake their 'next steps', whatever these may be. The course provides parents with time and space to contemplate and explore their different options to enter back into employment, training or education. Parents actively participate in a range of exercises that encourage them to think about their future.

Another identified activity in a number of Pilot programmes is raising families' capacity to deal with debt and manage income through financial awareness training. Cornwall, Hammersmith and Fulham, Islington, Kent, Knowsley, North Warwickshire, Sefton, and Westminster all contain an explicit commitment to supporting families in this way.

The Waltham Forest Pilot has a distinct approach to family support, focusing upon family learning and aiming to support parents to engage in their children's education through play and early learning (see Box 6.4 in the following section). The Kent Pilot programme entails a further and unique approach to raising families' capacity. The programme will pilot 'family group conferencing' approaches to develop and agree family action plans. This is an innovative application of techniques associated with families at risk rather than more broader problems that might be associated with disadvantage and identified as acting as barriers to wellbeing outcomes.

Box 6.3: Kent's Innovative Approaches to Family Support

The Kent Pilot aims to develop new approaches to eradicating child poverty by trialling the voluntary engagement of families in programmes to improve family relationships, prevent family breakdown and build resilience.

Family Group Conferencing

The Pilot aims to engage 120 families in Family Group Conferencing (FGC), a process that helps them to develop a family action plan and the resources to achieve it. The process is expected to enable families to address problems they can tackle within the resources they have available in the wider family and from services available to them.

FGC is a service-user centred model of decision making. FGCs bring family members together, supported by an appropriate professional facilitator and a budget, to discuss problems, resolve concerns, agree desired outcomes, identify potential barriers to change and agree actions/solutions. Kent's Innovation Pilot will

assess the feasibility of adapting this model to empower families living in generational poverty to take action to improve their circumstances and make sustainable change.

Family Mediation

The Pilot aims to engage 40 families in Family Mediation, addressing a rationale that poor relationships can be both a cause and effect of poverty. Research conducted in Kent highlights the essential role that positive relationships play in helping families stay above the poverty line. Family breakdown has a direct impact on family income and the cost of addressing the consequences of relationship breakdown is significant in terms of service provision.

Peer Mentoring

The Pilot also aims to trial Peer Mentoring with 40 families. This will address the perceived lack of positive role models and credible sources of information for families in generational poverty. SILK (Kent 'Innovation Lab') research indicates that some families do not take up the support available to them due to a distrust of providers and the perceived stigma of accessing help, and that knowledge of services is typically obtained through informal means such as discussions with peers at the school gate.

6.5 Building Children and Young People's Capacity

As we have seen, the primary focus of the local Pilot programmes is parental employment and employability coupled with family support. The conception of family support is very broad, with holistic and flexible approaches intended to address emergent need and indeed one aim of the Pilot programmes is to learn about what family support needs are. Although an aim of the national Pilot programme is to 'narrow the gap' in outcomes for children from low income families and their peers (see Chapter 2), locally children's needs are most often addressed through this broader focus upon raising family income and providing or facilitating family support. The focus upon increasing the use of services and Children's Centres in particular is linked by the Pilot programmes to their aims of increasing children's outcomes.

Young people do not feature as a distinct group in almost all the local Pilot programmes. As with the outcomes for children outlined above, outcomes for young people are linked to raised family incomes and broader family support. There is a much clearer emphasis across the local Pilots on working with Children's Centres than on working with extended services (perhaps reflecting the embryonic development of extended services more broadly). Yet, there are examples where children and young people are the focus of dedicated Pilot activity.

In Kent, the planned PSHE curriculum development changes target groups of children in both secondary and primary schools. While they have revised their approach, with more localised developments of the curriculum, they are broadly aiming to raise aspirations and build resilience. Development work in Maidstone has led to a new focus of 'financial literacy' for Year 10/11s to improve their understanding of debt and money management. This is being piloted in one secondary school which will also work with a local primary school to improve financial literacy of younger children.

Box 6.4: Waltham Forest's Education and Learning Priorities

The Waltham Forest Pilot aims to contribute to improving Early Years Foundation Stage results in the five target areas by ten percentage points. This will be achieved by helping families: to access the Free Early Education Grant (a national scheme providing 12.5 hours of free nursery education for three and four year olds); and, to be more involved in their children's learning and to access family learning in support of this. This activity will be included within the broad focus of the Family Support Advisors' holistic approach to support for low income families with children aged 2-5 years. Initial assessments will consider learning needs and the Advisors will encourage participation through signposting, supporting access and promoting the benefits for them and their children. During their first (assessment) visit, families will receive a free educational gift as an incentive to support participation and promote learning.

The Pilot aims to work in partnership with Children's Centres and other provision targeting early years learning in the borough. Children's Centres play a key role in promoting play and supporting parents to be involved in early education. The Pilot has a focus on building the capacity of Children's Centres to engage the most marginalised families, through the support of research exploring their reach and developing action plans for Centres to achieve effective early intervention. Making a Big Difference is a national strategy that aims to accelerate progress towards narrowing the gap and raising threshold scores for each cohort. In Waltham Forest, an Early Years Consultant is advising staff working with children who have been identified as underachieving. The Pilot is supporting this activity in the five target school and Centre areas.

By working with target schools and Children's Centres in deprived areas, the Pilot aims to narrow the gap between children in these areas and more their peers.

The Hammersmith and Fulham Pilot is developing a 'Child Passport' to provide a central record of children's use of local childcare services and data about their development; over time, it is intended to be used across all early years settings and beyond. As well as a record for parents and childcare providers of children's development, the long-term aspiration for the Passport is that it will act as an early identification tool for early years providers, so that needs can be addressed early and thus outcomes for children improved.

One rationale emerging from the Pilot programmes is that the aspirations of children and young people will be raised through the parent and family support provided. Support for parents to raise their own aspirations, to engage them in learning and to lead to employment is all expected to have positive impacts upon the children and young people in their family. For example, in Westminster the support from Key Workers aims to raise the aspirations of parents for their families as well as themselves, empowering them to access services in order to raise family outcomes.

6.6 Addressing Barriers to Employment and Wellbeing

The holistic and flexible support that Pilot programmes aim to deliver is intended to be responsive to need, but some have identified particular barriers to parents entering or sustaining employment and to families achieving long-term wellbeing.

6.6.1 **Childcare**

The most commonly identified barrier and the one that Pilot activity most frequently addresses is the availability of childcare for parents in work or engaging in training and employability support. Given the priority placed upon childcare within research and policy the awareness of this issue would be expected. As a result, a commitment to identifying and accessing childcare within broad approaches to family-focused employability support features across the Pilot. Nonetheless there are individual examples of more defined activity to target issues relating to childcare provision.

In Westminster, the Pilot programme intended to utilise their funding to subsidise the cost of childcare for a period of six months. The original aim was to subsidise the cost that parents are required to meet to supplement the Working Family Tax Credit (WFTC) contribution. However, during the planning stage of the Pilot it emerged that this subsidy would itself be taken into consideration as income when calculating WFTC. Following discussion with HMRC about this tax implication, the provision has been amended to providing the full cost of childcare for six months. This has significant resource implications for the Pilot, but reflects their commitment to exploring the role of such provision in supporting parental employment. In particular this model recognises the problem of debt amongst low income families. The rationale supporting the childcare provision is that: it provides time to build up a cushion of savings with which parents can pay off debts and rent arrears; parents can gradually get used to paying the expenses associated with working; and thus, the transition to work is further supported.

The Hammersmith and Fulham Pilot also includes a dedicated component supporting free childcare places. Complementing the core 'Family Solutions' support, the local authority is retaining a fund to pay the costs of childcare for parents. This package will provide the costs for up to three months for those returning to work and a range of flexible approaches for those engaging in job searching, training, work experience and volunteering opportunities engaging with training or employment opportunities. This provision is developed from the authority's experience of the first Childcare Affordability Pilot (CAP 05), where London boroughs received funding to enable them to top up the childcare element of the Working Families Tax credit to meet the higher costs of childcare in London in the way the Westminster Innovation Pilot had attempted (the CAP had dispensation from HMRC and was included in the statutes for WFTC in a way that the LAIP is not). In Hammersmith & Fulham, CAP 05 helped 56 parents to return to work, including lone parents, BME groups and the long term unemployed. Feedback from parents that received CAP 05 support showed that flexibility was important and as part of the Pilot short-term childcare that was not covered by CAP (for instance, so that parents can attend job interviews) is also funded alongside regular provision.

Box 6.5: Hammersmith and Fulham's Approach to Supporting Childcare Provision

Coupled with a 'Family Solutions' keyworker approach, the Hammersmith and Fulham Pilot includes a fund to pay for free childcare places for those parents

returning to training (including job search, work trials, volunteering and basic skills training) or employment. Parents will have access to this via the childcare places officer in the borough's Early Years and Childcare Service (EYCCS) to source quality, affordable childcare.

For parents with very young children, existing schemes providing forms of subsidy for childcare (for instance: Three and Four Year Old Offer, Two Year Old Pilot, the childcare element of the Working Families Tax Credit) do not cover all the needs of parents in part-time or full-time employment or training. In order to ensure that places are available, LBHF has contracted with a number of childcare providers that are local to each of the target estates and that are known to provide quality, affordable childcare; the contracts also give LBHF a tool to work with the local private and voluntary (PVI) sector and childminders to ensure that they continue to provide high quality, flexible, affordable childcare. For example, the childcare places officer and keyworker can ensure that the provider gives an appropriate settling-in period for the child. For older children, it is expected that the Family Solutions childcare offer will include services such as breakfast clubs and extended schools.

The free childcare places build on the experience of LBHF in delivering the London-specific Childcare Affordability Pilot 05 (CAP 05) in previous years. This enabled boroughs to provide free childcare by 'topping up' all the other subsidies available so that they better met the higher costs of childcare in London. This was perceived by local stakeholders to have worked well in giving a helping hand to lone parents to return to employment, as it removed many of the initial concerns of parents about the quality and affordability of childcare; and, a high number of parents were indeed able to return to work.

Both the Westminster and Hammersmith and Fulham pilots aim to use their ability to fund childcare as a lever to engage providers and broker greater flexibility in availability and cost of provision.

6.6.2 Housing

Issues relating to housing cost and quality are another barrier identified for targeted activity by a number of Pilot programmes. Waltham Forest include housing expertise within the multi-agency team they are establishing to provide intensive family support. In Southport, the target area for the Sefton Pilot, there is a problem with houses of multiple occupancy (HMOs) and substandard accommodation linked to the visitor economy; HMOs dominate the available housing for families in need. The Pilot includes a fund to resource the flexible packages of support provided by Family Coaches and this is expected to support families moving to new accommodation where theirs is substandard. The fund can pay for the deposit or bond required for securing accommodation, which families on low-incomes can struggle to provide. Securing suitable housing might be the foundation for securing stability for the family, increases in wellbeing, and the basis for transitions to employment.

In Islington, social housing providers are recognised as a key partner in the Pilot and are represented at Board level. The social housing sector was involved in two key programmes that informed the Pilot – a New Deal for Communities outreach programme and an outreach pilot ('Connect') – and contributes to the strategic work in the borough to understand and work with communities more effectively. As

a strategic partner, the social housing sector is committed to addressing child poverty through the provision of higher quality housing that includes space for children to play and study and for family wellbeing to be encouraged.

In the Westminster Pilot, a housing subsidy strand accompanies the childcare subsidy outline above. Drawing on the authority's 'Discretionary Housing Payment Fund' (DHP) – a fund available to all authorities – the Pilot will provide a resource for parents returning to work. After a period of one month (if long-term unemployed), people that have returned to work lose 65p of housing benefit for each extra pound earned through work. Coupled with delays in processing awards, this creates uncertainty about income levels and thus acts as disincentive to returning to work. The Pilot provides for removing uncertainty by maintaining the previous rate of housing benefit for the first six months of employment and then tapering off the support for the next six months (losing the 'full' award, but instead having a monthly process of assessing income and not clawing back overpayments). In common with the rationale for their childcare subsidy, this element of the Pilot aims to enable families to save, work with their debts and minimise new ones, and supports the transition to employment.

Box 6.6 illustrates one strand of the Cornwall Pilot (the Debt Care Pathway), which recognises the role that housing providers can play in identifying and helping to address incidents of child poverty. The strand focuses on families entering social housing for the first time, and aims to provide support to families in need through a combination of training and advice on debt and financial management and help with providing household goods and furnishings. Existing tenants will also be able to participate. The Pilot will work with Penwith Housing Association, part of Devon and Cornwall Housing Association and responsible for managing 6,500 properties across the County, to develop approaches that can be replicated with other landlords in the social and private sectors.

Box 6.6: Cornwall Debt Care Pathway

The Debt Care Pathway seeks to extend existing workless household care pathways to both embed the overall pathway process and extend its coverage to include local housing providers. The Pilot recognises the potential role that social housing providers can play in identifying families experiencing problems, and will allow multi-agency interventions to be mobilised which prevent the onset of more acute problems in the future.

The Pilot builds on previous trials involving Health and Family Support Teams, including using 12 week visits by midwives to identify families in need, using a single assessment tool featuring specific criteria for identifying vulnerable families. The approach was considered effective, having shown how midwives' visits had identified needs that might otherwise have gone undetected, and led to trust being developed as a basis for future engagement.

The Debt Care Pathway will initially target families entering social housing for the first time, although existing tenants will also be able to access the services offered. In addition to identifying vulnerable families, the Pilot will:

- Provide awareness raising/training for Housing Managers and tenant support staff to provide an understanding of child poverty and the resources available to address it; and,

- Develop multi-agency support packages for vulnerable tenants, comprising training for new tenants in financial/debt management; and, a 'white goods' service – providing household goods and furniture to families moving into new social housing.

The provision for tenants is based on the premise that families may be at their most vulnerable when first moving into social housing, where new furniture and other household goods need to be purchased. The Pilot seeks to address this issue through the provision of household goods to families in need at no charge, and so avoiding them going into debt to establish their new homes. Recognising that some new tenant families will have existing debt problems, the provision of training for families to better manage their finances/debts is also included in the package. The two 'sub-strands' of activity for tenants are intended to ensure more sustainable accommodation for tenants, with a reduction in rent arrears, evictions and financial distress. More broadly, this strand also intends to build on existing links with housing associations and children and family services, promoting both integrated service provision and links into other local authority and partner services.

6.7 Resourcing Engagement

In addition to providing funds to address particular issues, across the local Pilot programmes there are a range of approaches to resourcing the needs identified through the holistic family support being delivered. Cornwall's Enabling Fund is a core strand of their Pilot, focusing upon supporting a range of needs (and outlined above at 6.1). In Knowsley, a 'Family Activity Fund' will be available to the Volunteer Mentors to provide family leisure activities as part of the progression plans agreed with families. In Hammersmith and Fulham, Kent and Westminster discretionary funds are included to support the provision of case-workers and to respond to families' needs.

In Waltham Forest, a free educational gift is included as an incentive for all parents invited to take part in the initial assessment the Pilot aims to deliver to 500 target families. For the 100 families identified as eligible for more intensive support, home safety equipment, such as stair gates, will be installed as a result of a grant from ROSPA (the Royal Society for the Prevention of Accidents). The Sefton Pilot also includes an incentivised approach to their Family Coach support. Whereas in those local Pilot programmes where a discretionary fund is intended to support families' engagement in the Pilot, and contribute to family outcomes, in Sefton the fund has an explicit '*something for something*' rationale. As well as providing resources to address barriers to employment and training, the fund will reward achievement through agreed progression plans (although the detail of this was still being developed at the time of our fieldwork). Whilst this overt rationale is a distinct feature of the local programme, it reflects the broader welfare reform agenda we outlined in Chapter 2.

This provision of material incentives accompanies the personal incentives that the Pilot programmes also intend to achieve. The themes of raising aspirations, increasing skills and supporting parents to access employment are features across all of the Pilots and thus there is a shared rationale that this support in itself will incentivise parents to engage.

6.8 Data and Targeting

Across the Pilot programmes a range of target groups are identified and, reflecting the lack of local level data discussed in Chapter 4, a range of data sources and referral routes are planned or in place. Cornwall, Islington, Kent, Knowsley, North Warwickshire, Tyne Gateway and Westminster all have broad and inclusive definitions of local families in poverty. Families will be assessed according to a range of criteria, including an assessment of income which will be the key element in almost all the Pilots. Assessments of income relate to the immediate alleviation of income poverty outlined above in section 6.2, where Pilot programmes intend to assess benefit entitlement. Across the programme, the key assessment of income is related to the National Indicator 116; families in receipt of out-of-work benefits and working families whose income is below 60% of the median household income before housing costs (see 2.1). Although this data is not available at a local level for targeting as it is based on an authority area estimation, as the single measure of child poverty agreed by government it can be used when assessing individual families. At current rates, families with an equivalised income below £20,000 are defined as in poverty according to the '60% measure'. In Sefton, this has been scaled downwards to £19,000 to reflect the median income in the borough rather than the country as a whole.

Some of the local programmes have tightly defined target groups. The Sefton Pilot targets parents who have previously approached the employment support programmes of the authority and their CVS partner, aiming to work with those motivated to engage. Within this, the income assessment is used for eligibility. The Knowsley Pilot will target families who are 'just coping' – neither 'chaotic' nor 'thriving' - drawing on research from Kent⁵⁹. In Waltham Forest, the Pilot is structured around paired primary schools and children centres to address family support and learning outcomes, and focuses particularly upon families with young children – aged 2-5 years. The Hammersmith and Fulham Pilot targets parents from 17 estates across the borough, which were identified as lacking services and as not being the focus of other employability interventions. The Pilot aims to support the 'hard-to-reach' who are furthest away from the labour market and are not engaged with other services. In particular it aims to support lone parents with children under 12 years of age to reflect changes to benefit entitlement (see 2.3). It is interesting that only one of the Pilot programmes identifies BME groups for particular support; Waltham Forest aim to work with Gypsy, Roma and Traveller communities. This is not to suggest that the programmes exclude any minority groups. Rather, the inclusive and broad approaches to identifying target groups recognise that BME groups will be included. This is particularly so in the London Pilots, where the authorities include proportions of BME residents that are higher than the national average and therefore working with families from these communities is a necessary feature of work in these areas.

These approaches are combined with a range of spatial and area-targeting methods. Two of the programmes are explicitly data driven: Islington and North Warwickshire. Although stakeholders in the North Warwickshire Pilot recognise that an information bus is not in-itself particularly innovative, the 'Branching Out Bus' (BOB) targets particular areas on the basis of highly detailed data maps

⁵⁹ SILK (2008) *Just Coping: A new perspective on low-income families*, Maidstone: Kent County Council

commissioned from the Warwickshire Observatory. The Observatory used Experian's 'MOSAIC' data in combination with the authority's benefits data and GIS mapping to map the authority area and identify local areas where clusters of benefits claimants with children can be found. The Pilot is also working with utilities companies and is planning to access and analyse their data. This street level analysis identified priority clusters, which can be pockets of deprivation within more prosperous areas across this rural county. The BOB visits these locations on the same days each week to develop a local profile and relationship with target communities. This innovative use of data supports the targeting of an open access resource: the BOB aims to provide a non-stigmatising service.

In Islington the front-line delivery developed by the Pilot is informed by a new dataset developed for the Pilot that is also intended to provide a resource for the local authority beyond the funded period. Data sources from across the authority already being brought together to inform children's services have been further developed to include housing benefit and council tax benefit data, drawing on the expertise of the Income Maximisation service. This provides the basis for an intelligence-led intervention, providing an in-depth understanding of families across the borough. The data allows the mapping of families by address, and this has then been combined with children centre catchment areas so that the Pilot can: target those centres with the highest proportion of local families in poverty; identify and target families, contacting them to offer support; and, monitor the changes in outcomes for the families it supports whether their support originates from a proactive approach from the Pilot staff or from the families referral or access via an existing service.

Box 6.7: Islington's Intelligence Led Intervention

The Islington Pilot is developing a new Core Database for mapping and understanding child poverty that brings together ten different datasets and creates 40,000 records from:

- Birth data;
- Early Years Division data;
- Young Peoples Division data
- Schools data;
- Connexions data;
- Social Care Division data;
- Youth Offending data;
- Housing data;
- Benefits data; and,
- Council tax data.

The database will distinguish between working and workless households based on records of out of work benefits. The *Households Below Average Income* survey methodology will be used to identify those below the 60% median income measure. An active and intelligent database will provide 'in-depth knowledge' on the individual circumstances of families.

The database will be able to reflect outcomes at the individual household level and at Lower Super Output Area (LSOA), ward and borough levels, and it will be updated through the HB/CTB system to reflect changes in personal circumstances (including income, household composition and tenure and employment).

These two examples are responses to a common problem that has been identified by the local Pilot programmes: there is a lack of available local level data that enables local authorities to map and target child poverty (see also Chapter 4). Data about out-of-work and in-work benefits is not available from DWP below the overall authority level and is released quarterly with a 6 month time-lag. As a result, most of the Pilot programmes are employing a range of methods to contact local parents and families. In both North Warwickshire and Islington, open access provision accompanies their data driven and targeted outreach approach.

In Hammersmith and Fulham and Waltham Forest particular estates with high deprivation levels are targeted, with leaflets and awareness raising activity linked to local Children's Centres and local publicity. Waltham Forest are targeting the catchment areas of named schools. Although open access and outreach approaches are identified as non-stigmatising, the lack of available data is highlighted by local Pilot programmes as hindering their ability to understand the child poverty problem in their area, target particular groups, and also to monitor their impacts. Although National Indicator 116 is the single agreed measure for local authority child poverty levels, the data is only available at the local authority level and on an annual basis (see 2.1).

6.9 Partnerships

Partnerships are a feature of provision across the Pilot. Reflecting the policy priority towards partnership and multi-agency approaches across social welfare and social support services, the local Pilot programmes bring together a range of local partners. In every case, partners are brought together at a strategic level, providing a Board or Steering Group for the Pilot that then reports to the Local Strategic Partnership or a themed sub-group of it (see also section 6.11 'learning and local context' below).

All of the Pilots have a key partnership between their children's services and economic regeneration departments; all programmes are led by children's services apart from Sefton, which is led by economic regeneration. Across the Pilot, partnership working between employment and employability services with children and family services is identified as an innovative feature. Although these two elements of local authority provision were identified as having examples of operational links, these were not systemic. An example comes from Hammersmith and Fulham where a social enterprise (Tendis) providing employment support has been commissioned by the authority to deliver the Pilot 'Family Solutions' intervention. This job-brokerage service has not previously provided family-support nor taken the holistic approach to addressing parental employment and employability of the Pilot, which is expected to provide learning for other provision across the authority. Cornwall, Islington, Knowsley, Sefton, Waltham Forest and Westminster all have similarly explicit links between the parent and family support their Pilot provides and existing local authority employment and employability services.

Jobcentre Plus is also included as an identified partner in all of the Pilots, but operational involvement is less clear. In Islington, a senior member of the Jobcentre Plus team with responsibility for child poverty was seconded to the Pilot team on a temporary basis to inform the development of the Pilot's parent support and create working links between that Pilot and mainstream Jobcentre Plus provision. This close working aims to minimise duplication, promote shared learning and support the integrated working agenda of the Pilot programme. In Westminster, all Key Workers are existing staff, bringing new partnerships across the borough. For instance, some of the Pilot Keyworkers are the Jobcentre Plus advisers based in Children's Centres as part of the Work Focused Children's Centres Pilot.

The third sector is engaged across the Pilot programmes at a number of levels. In Cornwall, North Warwickshire, Sefton and Westminster (as with Hammersmith and Fulham) they are engaged directly in service delivery. In many of the Pilots the third sector are identified both as a source of referrals to the Pilot but also as sources of support and provision for the families that the Pilot is working with. Due to the broad and flexible nature of the support that characterises Pilot provision, each of the Pilot programmes has identified a range of third sector stakeholders, necessarily broad to meet the range of need they expect to support. In the Tyne Gateway Pilot, the third sector is less prevalent, although Community Entrepreneur projects are envisaged to work closely with local community provision and further education providers are delivering training courses. The Pilot is unique in being a partnership between two local authorities (North and South Tyneside authorities), and developing shared protocols and processes has been a particular feature of their early development. In addition, Tyne Gateway has particularly strong partnerships with employers (see Box 6.8).

Box 6.8: Tyne Gateway's Partnership Working

The Tyne Gateway Pilot is (uniquely) a partnership of two local authorities – North Tyneside and South Tyneside. Both Boroughs are characterised by considerable diversity between neighbourhoods, with pockets of deprivation and a joint strip of some of the most deprived areas running along both sides of the River Tyne. Both authorities have been working together on regeneration strategy, which has highlighted shared agendas to tackle poverty and disadvantage and the benefits of joint working. The authorities have both undertaken different though complementary initiatives to build community resilience; the chance of Pilot funding presented an opportunity both to build on the sharing of best practice that joint working had promoted and to explore new ways of working together.

The Pilot involves a wide range of partners – public, private and third sector – and who were engaged in the Pilot bid at an early stage. The Tyne Gateway Steering Group meets quarterly and brings together an Executive Director and Lead Member from each of the 'Children and Young People' Directorates from both Councils alongside partners who include both PCTs, JobCentre Plus, Constructing Communities (a North Tyneside social enterprise), South Tyneside Homes (an authority-owned ALMO [*I'll put a footnote in the report explaining ALMO*]), BT, a range of education partners (Sunderland University, TyneMet and South Tyneside college) and Community and Voluntary Sector representatives.

A Core Officers Group of Council officials, including some members of the Steering Group, meets monthly and reports to the Steering Group. The Core Officers Group includes the Tyne Gateway Programme Manager whose Delivery team includes 2 Area Managers (North and South Tyneside) and a part-time Research and Evaluation Assistant. Stakeholders participating in the evaluation explained how these strong partnership arrangements had enabled the two authorities to effectively together:

'We have taken off our local government bureaucratic hats and, actually, what works is what works'

'Individuals can concentrate on what they signed up to, rather than having to chase bits of paper which isn't what it's about'

6.10 Working with Employers

As well as the common approach of partnership working between children and family services and employment and employability provision, there are some distinct examples of employer and labour market engagement. The Sefton Pilot includes an employer engagement strand alongside the provision of family-focused employability support. The Pilot programme targets the visitor economy of Southport and the Pilot has commissioned the development of a 'Kitemark' award scheme. The Kitemark will promote and reward family-friendly employment practices, developing a 'Promoting Parents Quality Framework' for local employers (see Box 6.9). The Pilot will also employ an 'Employer Liaison Officer' (ELO) who will manage the Kitemark and work with employers to promote the scheme and link available vacancies to the employment support element of the programme. Although Westminster's programme identifies links with existing job brokerage to promote family-friendly employment opportunities, Sefton is unique in taking an active approach to labour market development.

Box 6.9: Sefton Promoting Parent's Kitemark

The Kitemark will incentivise and reward employers who develop and implement policies and procedures that are 'family friendly' and value the employment of parents. Areas it might target include flexible working arrangements, use of childcare vouchers, time off for family leave and other work-life balance initiatives. The Kitemark will target the visitor economy in Southport, building on wider work to support the regeneration of the town. The Tender Specification produced for commissioning the Kitemark describes the aims of this element:

- To raise awareness and promote the benefits of family friendly policies and practices with employers;
- To improve the perception of work within the visitor economy in Southport;
- To design and evaluate a Promoting Parents Kitemark 'quality framework' in consultation with key stakeholders from the private, public and voluntary/community sectors, with clear links to other established standards and best practice;
- To enable parents to successfully achieve a work-life balance whilst demonstrating commitment to both employer and family responsibilities;
- Recognise those employers who have taken demonstrable steps to embed family friendly policies and practices within their organisations; and,

- To support a minimum of 15 employers to part or fully achieve the Promoting Parents Kitemark.

The Tyne Gateway Pilot programme has a strong partnership with local employers from the public and private sector who are engaged at a strategic level through their membership of the Pilot Board (see Box 6.8). Employers from the Board will mentor the Community Entrepreneurs, acting as 'work place consultants' to support the Entrepreneurs and provide advice on how to overcome barriers and work towards achieving their long-term goals. The employers are also committed to providing employment opportunities for the families that the Community Entrepreneur projects support. Posts are expected to be made available by: both councils; both PCTs; Building Schools for the Future; Constructing Communities (social enterprise); and, BT. The most significant example, as a private sector company, is BT who made an initial offer at project development stage to provide innovative 'home shoring' posts. This concept allows people to work from home to deliver call-centre support for some of BT's services. For any of these vacancies, the aim is for Community Entrepreneur projects to support eligible parents along pathways to this employment.

6.11 Learning and Local Context

As discussed in our summary for Chapter 5, across the local Pilot programmes there is a commitment to learning from the local innovation. The Pilot is seen by local stakeholders to offer a genuine opportunity to test ideas, to build on learning from previous initiatives and to bring together ideas from across different areas of policy and practice. Stakeholders who participated in our research welcomed the opportunity to take risks and try ideas that might fail.

Each of the Pilot programmes is clearly located in the local authority context; each brings together key partners from across the local authority, including the third sector; each has reporting links from the Pilot's management into part of the Local Strategic Partnership structure (to a sub or task group); and, each is working with a range of existing mainstream and initiative provision, aiming to bring together sometimes disparate support into a holistic service. Although we highlighted programmes that have dedicated activity to achieve whole systems change (section 6.3) it is important to recognise that each of the Pilots aims to use local learning to influence mainstream practice across their local partners. This reinforces the position of the Pilots locally as places to test ideas and ways of working.

The Knowsley Pilot involves a distinct approach to learning; rooted in a strategic programme approach to addressing child poverty and a commitment to learning from innovation (see Box 6.10). The 'Child Poverty Programme' approach structures a range of initiatives and pilot interventions in the borough, organising different activity according to different themes that have been developed to reflect the 'building blocks' that will structure the guidance for local authorities under the forthcoming Child Poverty Bill (see Chapter 2). Knowsley is the lead for the Merseyside City Region Economic Strategy⁶⁰. In this way, the Pilot contributes to the embedding of child poverty as a priority across the authority and its partners.

⁶⁰ City Strategy is a DWP programme to tackle worklessness in 15 pathfinder areas, from 2007-2011, bringing a range of partners together to share priorities and resources with added freedoms and flexibilities.

Box 6.10: Knowsley's Programme Approach to Learning from Innovation

When the Knowsley Pilot bid for funding was prepared, a Child Poverty Steering Group was in place which reported to the Children and Young People's Partnership Board, which in turn reported to the Local Strategic Partnership. However, the Group met infrequently and with the award of Pilot funding the team who developed the bid, comprising of senior officers from 'Children and Family Services' and 'Regeneration, Employment and Skills' recognised the need for this strategic structure to be strengthened to support and learn from the Pilot. In addition, Knowsley was awarded funding for the 'Family Nurse Partnership' pilot project, a 'Family Intervention project' Child Development Grant pilot, an Extended Services Disadvantage Subsidy pilot and later the 'School Gates Employment Support' project.

It was agreed that a programme approach to child poverty would bring together the different pilots, more mainstream services that relate to, and impact upon, child poverty, and the different elements of the authority to ensure a borough wide and strategic approach. It would prepare the authority for the forthcoming Child Poverty Bill and support Knowsley's role as child poverty lead for the Merseyside City Strategy.

Building on work with DEMOS and the Cabinet Office's Innovation Unit Knowsley is considering establishing an 'innovation lab' function, providing an environment to test and develop new ways of working to address social problems and reflecting their commitment to innovation. An 'innovation lab' function would:

"ensure that innovative working can be applied and shared across the Council, focusing on child poverty, families and worklessness to address problems that have been persistent for decades".

The programme approach is intended to support this function, providing learning from across the different activities, including the Innovation Pilot.

The Child Poverty Programme reports to the Children and Young People's Executive and is overseen by a Child Poverty Programme Manager. Four Project Officers are each responsible for a theme: Improving Income; Improving Access to Better Outcomes for Children and Families; Mitigating Impact; and, Communications and Challenging Perceptions. Each of these themes contains Pilot and mainstream services, structuring all relevant activity and creating strategic and operational links across provision and identified routes to forums for learning.

Each of the Pilot programmes aim to test new ways of working to address child poverty. In particular (although not comprehensive):

- **Cornwall** aim to explore how flexible funding can support budget holding professionals to provide responsive and holistic family-focused responses to child poverty;
- **Hammersmith and Fulham** aim to explore how a well resourced keyworker model can target geographical areas to address complex problems and move 'hard to reach' groups towards employment;
- **Islington** aim to explore how data can be brought together to provide an evidence base for targeting and monitoring support for families;

- **Kent** aim to explore how families can be supported to develop their capacity to access material and non-material resources and build their resilience;
- **Knowsley** are exploring how community capacity can be developed to provide peer-based support for families who are 'just coping' and at risk of escalating needs;
- **North Warwickshire** are exploring how outreach provision can build relationships with isolated rural communities who don't access mainstream financial inclusion and other services;
- **Sefton** are exploring how incentives can support parental employment pathways and how employers can be encouraged to provide family-friendly practice;
- **Tyne Gateway** are exploring how a new approach of community entrepreneurship can be developed to support local, community-based projects to address child poverty;
- **Waltham Forest** are exploring how non-stigmatising approaches to support for families with young children can improve their financial, social and emotional wellbeing; and,
- **Westminster** are exploring how the 'keyworking' concept can influence practice across mainstream and third sector provision, and how resources can support pathways to sustainable employment.

The national evaluation will explore how the different models are developed and delivered in practice and provide learning from each, and across the emergent themes identified here. Further rounds of fieldwork will develop clear logic models that reflect the realities of local delivery and the agreed outcomes for each programme. Our next Chapter provides emergent learning from the early implementation and delivery.

6.12 Summary

In this Chapter we have explored the features of the ten LAI Pilot programmes. We have seen that:

- Increasing parental employment and employability is the primary aim across the local Pilot programmes, supporting access to employment and providing in-work support.
- Pilots aim to provide holistic, flexible packages of support that are tailored to the needs of parents and families, employing a case-work and family focused approach.
- Exceptions are the North Warwickshire Pilot – providing a mobile outreach service – and the Tyne Gateway Pilot – training and employing Community Entrepreneurs (although they will receive personal development support).
- Pilot programmes aim to provide immediate alleviation of some of the impacts and consequences of child poverty.
- The Pilot programmes trial new ways of working to provide learning for (local) policy and practice. Whole systems change is an explicit aim of a minority of programmes.

- By providing support to families the local Pilot programmes aim to increase their capacity and address their needs, building on their strengths and through employment and accessing local support lift their families from poverty.
- Children and young people's needs are most commonly addressed through whole family approaches and support to parents, although there are examples of activity targeting them in their own right.
- Childcare and housing are identified as particular barriers to securing employment and wellbeing outcomes. Childcare features across the Pilot, with Hammersmith and Fulham and Westminster exploring ways of providing free childcare. Housing providers are often included as strategic partners with less targeted activity.
- There are a range of approaches to resourcing family support, with flexible funds to reward and incentives family engagement. Material incentives accompany the personal incentives the employment and employability outcomes are expected to provide to parents.
- Broad target groups are used by some of the Pilots. The common criteria for eligibility is an application of NI116 (see 2.1): where families are in receipt of out-of-work benefits, or they are in work and their income is below £20,000 (60% of median income), they are eligible for support.
- Two Pilot programmes are explicitly data-driven – Islington and North Warwickshire. All Pilots highlight the lack of available local data to map and target child poverty.
- Pilot programmes bring together a broad range of local partners at strategic and operational levels. Jobcentre Plus and the third sector are brought together with the key partners – children's services and employment and regeneration departments of local authorities. Third sector partners are involved in service delivery commissioned by some Pilots.
- Whilst Pilots link parental and family support with local employment and employability services, employer engagement is a feature of two programmes (Sefton and Tyne Gateway).
- There is a commitment to learning from innovation; the Pilot programmes are embedded in their Local Strategic Partnerships and are seen by local stakeholders to offer a genuine offer a genuine opportunity to test ideas, to build on learning from previous initiatives and to bring together ideas from across different areas of policy and practice.

7 EARLY IMPLEMENTATION AND IMPACTS TO DATE

This Chapter describes progress with the implementation of the local Pilot programmes at the time of the first round of fieldwork. Drawing on the individual local evaluation reports, the Chapter provides an overview of progress in terms of establishing project management and steering arrangements, and developing programme activities and preparing for their delivery. Delivery to date is also reviewed, with early examples of benefits and impacts for families and learning for Pilot stakeholders being identified.

7.1 Project Management and Steering Arrangements

Each of the ten Pilot programmes had project management and steering arrangements in place at the time of the first fieldwork round, although in some cases the project managers had only been in post for a relatively short time.

The recruitment of project managers is often a source of delay in fixed-term projects, and the Pilots described using a mix of pre-existing staff, secondments and new recruits to fill these (and other project staff) posts.

The project management and steering arrangements for each of the local Pilots are summarised in Box 7.1 below.

Box 7.1: Project Management and Steering Arrangements

The project management and steering arrangements for each of the Pilots are summarised below:

- **Cornwall** – the Cornwall Pilot had a **Project Manager**, the Cornwall Child Poverty Coordinator, in place from the outset, with support provided by an administration assistant recruited later. However the Child Poverty Coordinator has recently been seconded to Government Office for the South West, so new arrangements are being made and the Pilot is seeking to recruit a new project manager and three support staff. The Pilot also has a shared **Steering Group** with the ongoing HM Treasury-funded Real Choices project, the Real Choices Child Poverty Strategic Group, which features representation from the authority, Jobcentre Plus, Inclusion Cornwall, Cornwall Strategic Partnership, the PCT and third sector organisations and ensure that the Pilot has links to influence mainstreaming and ongoing developments in children and family services.
- **Hammersmith and Fulham** – in this Pilot the Family Solutions service is being managed by Tendis, a local third sector organisation, with the authority managing the Tendis contract and the additional childcare and the financial support activities. A **Steering Group** was formed at the outset of the Pilot to inform its development, with the role of the group becoming more advisory as implementation progresses. The Pilot reports to the high level Children's Services Strategic Management Board, which is chaired by the Assistant Director of Children's Services in the borough.
- **Islington** – in this case the Pilot is managed by a **programme team**, which meets weekly with strategic stakeholders and the programme management group. The Pilot is being managed using PRINCE 2 techniques, which is expected to help map the Pilot processes and embed them across current service provision. A **Child Poverty Innovation Pilot Board** was formed

specifically for the Pilot, chaired by the borough Chief Executive and comprises senior stakeholders from across the London Borough of Islington and the Islington Strategic Partnership. The Board also features representation from Jobcentre Plus, a local housing trust, third sector representation and the Child Poverty Action Group (who provide expert advice).

- **Kent** – initial **project management** was provided on an interim basis by a member of the Policy and Partnerships team (Children’s and Families directorate), in order to drive implementation forward. Since the outset a **Project Board** has been in place to steer the Pilot and some of the members were involved in the design and application process. The board includes the Local Children’s Services Partnership Managers (for each of the four target areas); senior staff from extended services, adult education, advisory services and family group conferencing services with a close interest in developing the Pilot’s key activities; and representatives from Jobcentre Plus, the third sector and Kent’s corporate policy unit. The Project Board sits within the Children and Families directorate’s management arrangements. A **Project Manager** came into post in September 2009, with the interim project manager stepping back into a coordinating role. Administrative support has been added more recently.
- **Knowsley** – As described in 6.11, Knowsley has developed a child poverty programme approach to provide a structure for the management, delivery and learning of different pilot activities. This took time to establish, but there is now a **Child Poverty Programme Board** reporting to the Children and Young People’s Executive. The Board and Programme Manager oversee four theme groups, each with a **Project Officer** responsible for the theme and the pilots and projects within it. One Project Officer is therefore the project manager for the Pilot. This structure has been in place since October 2009.
- **North Warwickshire** – the Pilot is overseen by the Children’s Trust, with a **Steering Group** being established featuring representation from the Borough Council, CAB, local credit union, Jobcentre Plus and North Warwickshire and Hinckley College (NWHC). The steering group has developed over time to include other partners, e.g. the utility provider Severn Trent Water. It is also intended that the steering group will evolve further to become a wider financial inclusion management group. The Pilot also has an **Operations Group**, comprising the organisations with a staff member on the BOB bus, namely the Borough’s Revenues and Benefits, Customer Service and Housing Departments, CAB and the credit union.
- **Sefton** - this is the only Innovation Pilot which is not led by Children and Family Service Department, instead being led by Sefton’s Planning and Economic Regeneration Department. **Project manager** and monitoring and support officer posts were created for the Pilot, although a recruitment freeze at the authority meant that the posts had only recently been filled at the time of fieldwork. The project manager and project support officer were recruited and are managed by Sefton CVS as a way of avoiding the freeze on recruitment. In terms of **steering arrangements**, a project Board has been in place since the start of the Pilot, meeting monthly and reporting to Council Cabinets for Regeneration and Children’s Services, and the area Child Poverty Stakeholder Network has met to discuss and promote the Pilot.

- **Tyne Gateway** – this is the only Innovation Pilot involving a partnership of two local authorities (North and South Tyneside Councils), united by a common ambition of tackling the causes and effects of child poverty in their areas. A temporary Project Manager was recruited at the award of funding, to drive the Pilot forward; this was extended in September 2009, bringing continuity. A Pilot **Steering Group** was established early and has been meeting quarterly, comprising partner representatives sitting alongside an Executive Director and Lead Member from each of the ‘Children and Young People’ Directorates of both Councils. A Core Officers Group of Council officials, including some members of the Steering Group, meets monthly and reports to the Steering Group. The Core Officers Group includes the Tyne Gateway Programme Manager whose Delivery Team includes two Area Managers (North and South Tyneside) and a part-time Research and Evaluation Assistant.
- **Westminster** – here **project management** arrangements were in place from the outset, with the Innovation Pilot sharing a project manager with the Borough’s other CPU Work Focused Children’s Centres (WFCC) Pilot - to ensure the two pilot activities are closely linked. A ‘delivery team’ was also established early on, comprising the leads for each ‘workstream’ activity and operational staff (incl. FIS, housing benefits dept and key partners), which meets monthly to discuss progress and Pilot development. This operational ‘delivery’ group reports to a Child Poverty **Steering Group**, which meets six weekly and oversees the management of both CPU pilots. The group comprises lead staff for each pilot activity and a wider group of advisers, including representatives of Jobcentre Plus, the PCT, third sector organisations, Economic Development leads and schools, with the remit of bringing partners together and deciding on respective contributions to each pilot. The Innovation Pilot also reports to the wider Westminster Works Board, which is accountable to the Local Strategic Partnership.
- **Waltham Forest** – a **Project Board** was formed at the start of the Pilot, including representation from Children’s Services; schools and Children’s Centres; Housing, Benefits and Regeneration Departments; Jobcentre Plus; the PCT and the third sector. The Board built on the interest generated by the bidding process, with key staff and partners continuing to influence the development of the Pilot activities. The Project Board reports directly to the **Child Poverty Strategy Board** of the Local Strategic Partnership. An **interim Project Coordinator** provided initial **project management** to progress implementation, with a dedicated **Project Manager** being in place, alongside other members of the Pilot team, in September/October 2009.

As the summary above describes, each Pilot is well placed within their respective strategic infrastructures to communicate the lessons from their activities with a view to influencing provision and mainstreaming activities found to be effective. In most cases, firm links at the strategic level had been made with key actors, such as Children’s Trusts, Local Strategic Partnerships and other relevant bodies, or were in the process of being developed or strengthened at the time of fieldwork.

7.2 Preparations for Implementation

The Pilot authorities received notification of their successful applications for funding in February 2009, resulting in final contractual arrangements being settled later

than expected or programmed into initial delivery plans. Therefore, an early task for each Pilot was to re-profile their funding and delivery plans for their first year of activity. While some authorities were prepared to commit resources to developing activities prior to contractual arrangements being finalised, others were less so, which meant that for some Pilots there were delays in taking development of the Pilot forward.

In parallel with establishing project management and steering arrangements, the Pilot teams also expended significant amounts of time and effort in establishing their delivery approaches. In each case the Pilots considered that it had taken longer than they had initially expected to prepare for implementation, with the main steps including:

- Recruiting Pilot staff or seconding them from the authority partner agencies;
- Finalising the detail of their proposed activities – including deciding on individual partner roles; preparing client identification, engagement and assessment processes; and establishing exit/progression arrangements and links with complementary local services;
- Promoting/raising awareness of the Pilot services – amongst both families and other organisations with an interest in child poverty; and,
- Developing appropriate monitoring and data collection approaches – to ensure that progress can be monitored and the services robustly evaluated.

In many cases Pilot activities built upon previous or ongoing approaches in their areas, re-focussing them towards the particular objectives of their Pilot. In these cases delivery could be expected to commence more rapidly than where ‘wholly new’ approaches were introduced, given that arrangements for delivery may already be in place and require only ‘fine tuning’ before piloting can begin. Indeed, this proved to be true in several cases – for example the Cornwall Enabling Fund, which built on a similar model for making one-off payments to support progress towards employment, was able to start delivery as early as March 2009 using common forms and referral routes. In this case common partners, and project management and steering arrangements, also helped delivery to begin immediately, with the ‘fine tuning’ of application documents and monitoring arrangements being undertaken later.

Overall, the Pilots illustrated some commonly recognised, but nonetheless noteworthy, challenges which face pilot and other time-limited project activities, namely:

- That it takes time to get partners and wider stakeholders together – a process which is difficult to rush while retaining true inclusivity;
- That initial project management and development work is often undertaken by individuals who share this role with wider job responsibilities – which in a couple of cases had continued until recently;
- That detailed practicalities of new and ‘innovative’ approaches to delivery need time to finalise and embed – as many of the Pilots have experienced and which, as described below, has led to delays in service delivery in the majority of cases.

Examples of the development steps taken, and issues facing the Pilots, as they developed their services are described below.

7.2.1 Staff Recruitment

In most cases the Pilots had recruited the majority of their staff who will be managing, coordinating or delivering their activities. In addition to the expected issues of identifying suitable individuals, either for recruitment to posts or through secondment arrangements, some Pilot authorities have also been subject to 'recruitment freezes'. These were not envisaged at the time of bid preparation, and so posed considerable challenges to preparations for initial delivery.

Where this barrier has been faced, several authorities described negotiating it by extending the roles of their existing partners, or newly involved third sector agencies, to include the recruitment and housing of Pilot staff. Examples of this are provided below:

- In **Sefton** a freeze on recruitment meant that a significant delay was experienced in recruiting both the project manager and project support officer, with the former coming into post in November 2009. The freeze also delayed the appointment of other key project staff, including the Family Coaches delivering the Pilot's key strand of activity, the majority of whom came into post before October 2009. This situation was resolved by the new recruits being employed and managed by Sefton Council for Voluntary Services (CVS), although in this case the local authority 'freeze' also extended to any significant financial commitment. This meant that plans for 'shop front' premises for the Pilot were not achieved (although this is under review), and instead the Pilot is now co-located with Sefton CVS. This move has been found to be helpful, not least in helping foster joint working, and common understandings between, the Sefton Workzone and Promoting Parents teams.
- In **Cornwall** the project management role was taken by the Cornwall Child Poverty Coordinator, a post placed within the Cornwall Works/Inclusion Cornwall umbrella service for the strategic and operational advancement of efforts to address child poverty in the County. However, at the end of the fieldwork period the Coordinator was seconded to Government Office for the South West, meaning that a new project manager and additional support staff were required as a matter of urgency. As the authority is also having a recruitment freeze, the new staff will be employed by one of the Pilot's voluntary sector partners, Volunteer Cornwall, who is also involved in the delivery of the Pilot's Enabling Fund.

In Islington, a 'shadow project team' was established at the outset, based on the expectation that time would be needed to source and recruit specific Pilot staff. This team featured staff from other authority departments, and helped develop the Pilot and prepare for delivery while the project manager and other staff were being recruited. As well as developing the Pilot idea, the shadow team also provided training for staff and helped develop the wider project management structure. At the time of the fieldwork five of the team of seven individuals had been recruited, with the two outstanding team members expecting to join the team in January 2010.

7.2.2 Promoting the Pilots

An important early task for the Pilots has been to raise awareness of themselves and their activities with partners, other local agencies with an interest in child poverty and with parents and families.

Consequently a wide range of awareness-raising and promotional activities have taken place, with different audiences and to fulfil slightly different functions. These have included:

- Holding briefing sessions for other actors in the child poverty field – to promote the Pilot, communicate how best to engage with it and for what purpose, and to highlight referral opportunities (to the Pilot and vice versa);
- Holding more focussed events to explain the Pilot proposals to potential delivery partners in detail – through a combination of working group meetings and wider events; and,
- Raising awareness of the Pilot activities with potential clients – i.e. children and families in poverty. Here Pilots have found that briefing sessions on ‘familiar territory’, such as Children’s Centres, doctor’s surgeries and other community sites, has been most effective in getting families to attend.

In other areas activities have been undertaken to recruit individuals to delivery roles in Pilot activities – for example the Tyne Gateway Community Entrepreneur Pilot includes an initial Awareness Raising course as a central part of their recruitment process.

7.2.3 Monitoring and Data Collection

Finally, the Pilots have developed monitoring approaches to collect data on the services they are delivering, with support from the national evaluation team (see also Chapter 3). These often build on existing approaches, but in some cases had involved establishing wholly new systems. This has included purchasing and using established tools for measuring ‘distance travelled’ and collecting data on soft outcomes (with the Knowsley Pilot purchasing the Rickter Scale, and the Islington Pilot using the ‘outcome star’ approach). In Sefton a ‘distance travelled toolkit’ has been commissioned, which will be used to assess, track and reward parents’ progression. The toolkit was developed following the review of existing approaches to measuring distance travelled, and trialled with a group of ten parents accessing parent support services. The toolkit was being finalised at the time of the fieldwork, and is expected to be used with parents from early 2010.

7.3 Service Delivery to Date

As suggested above, the ten Pilots have made different degrees of progress in the delivery, or preparing for the delivery, of the services they intend to trial. In all but one case (Knowsley), the delivery of at least some Pilot services to parents and families had begun at the time of the first round of fieldwork (although in Knowsley consultation events had taken place and potential volunteers, who are intended beneficiaries of the programme, began initial training just as our fieldwork was completed).

However, each of the Pilots had experienced some degree of slippage in starting service delivery. Where delivery was yet to commence, the Pilots were optimistic that it would begin in early 2010. It will be important that these revised ambitions

are realised, to ensure that each strand of Pilot activity is allowed sufficient time for delivery, review and evaluation within the pilot period.

The local evaluation reports provide a detailed description of the progress made by each programme in delivering their services at the time of the first fieldwork round. The key features of progress for each Pilot are summarised in Table 7.1, which shows that while delivery had begun to some degree across all but one of the Pilots, none were delivering all their proposed services.

Table 7.1: Pilot Delivery to Date

Pilot	Delivery to Date
Cornwall	<p>Of the three strands of activity the Pilot intends to trial, delivery of one, the Enabling Fund, began in March 2009. At the time of fieldwork applications for the Fund had been received from 137 families, the majority of whom had been successful in receiving funds.</p> <p>Delivery under the remaining two strands, the Workforce Development Fund and Debt Care Pathway, is yet to commence, and expected in January 2010.</p>
Hammersmith and Fulham	<p>Delivery of the main component of the Pilot, the Family Solutions service, commenced in early October 2009, with 45 clients being recruited by the end of the fieldwork period in mid December. Contracts for the free childcare places also being provided had been arranged with local providers, a funding pot to support progress towards employment had been developed, and both services had been accessed by families.</p>
Islington	<p>Following an October launch, the Pilot engaged with its first beneficiaries in early November 2009 and delivery began with 12 families attending a Take Three Days course.</p>
Kent	<p>Delivery had commenced in two of the five broad strands of Pilot activity at the time of, or shortly after, fieldwork – namely:</p> <ul style="list-style-type: none"> ▪ The family group conferencing strand was about to start at the time of the fieldwork, and has subsequently started to deliver to families; ▪ The New Line Academy financial literacy curriculum is being delivered as part of the PSHE strand; and, ▪ The local projects have either started or will do so in the near future in three areas within the authority.
Knowsley	<p>Knowsley is the only Pilot that was yet to start service delivery at the time of the fieldwork, with the first support to families from the Pilot’s Volunteer Family Mentors being expected to begin in January 2010. The Pilot team have held consultation events to develop the programme and identify potential participants; and, training for potential volunteer Family Mentors began as our fieldwork was completed.</p>
North	<p>After piloting in June 2009, service delivery has begun with 125 advice sessions being held in the first three quarters</p>

Warwickshire	of operation. The delivery of advice sessions has built up over the quarters, with 89 being delivered in the third quarter. CAB advisors reported dealing with 59 clients, and addressing 125 new issues raised by them.
Sefton	<p>The Sefton Pilot intends to trial four strands of activity, a Family Coaches approach, a Distance Travelled toolkit, an incentives package and a Kitemark award.</p> <p>At the time of fieldwork the Family Coaches had been recruited, with service delivery to families starting shortly before the fieldwork visit. The Distance Travelled Toolkit is close to completion, and the incentives package was being developed. Delivery of the Promoting Parents Kitemark was expected to commence in January 2010, three months after initially planned in the bid document.</p>
Pilot	Delivery to Date
Tyne Gateway	New, Pilot-specific Awareness Raising Programme and Foundation Degree courses have been developed, and potential Community Entrepreneurs identified (52) and recruited (26) for initial training. At the time of the fieldwork 26 parents were completing their Awareness Raising training to become Community Entrepreneurs (CE's). 20 of these were subsequently recruited to be CE's, with a slight delay in receiving CRB clearance meaning they will start their roles in the second week of January 2010.
Waltham Forest	<p>Although delivery has been delayed the Pilot has recruited its first families who were starting to receive services at the time of the fieldwork. Across the five strands of Pilot activity:</p> <ul style="list-style-type: none"> ▪ Engaging with/ supporting 500 families in need – 25 initial assessments had been undertaken by November. ▪ Providing intensive support to at least 100 families at greatest risk – the project team received training and a small number of families with complex needs had been identified, agreed to participate, and were about to receive services. ▪ Increasing the foundation skills of children – yet to develop referral and assessment process, and no delivery yet. ▪ Increasing the capacity of Children's Centres to focus on families targeted by the Pilot – research was delayed but had started. ▪ Parent Advisory Group – several parents had been recruited, but the group was yet to meet.

Westminster	<p>At the time of the fieldwork three of the Pilot's four 'workstreams' had recently started to deliver, with 22 parents registering with the Pilot and receive support by mid December 2009.</p> <p>Delivery is yet to start on Workstream 4 (engaging and supporting local employers/job brokerage) although contracts and a provider are in place.</p>
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The most common reason for slippage in delivery, as described above, was the time needed to prepare new services and partnership arrangements following confirmation of funding. The Pilots commonly reported that activity planning and preparation for implementation had taken more time, and required greater effort, than initially expected. This is particularly relevant where, as explored above, project management arrangements were not in place at the outset, or where delays were experienced in securing suitable project managers.

Examples of additional causes of slippage were identified, which often related to particular local circumstances some of which, like the freezes on recruitment described above, could not have been predicted in advance. One such example related to the Westminster Pilot, where delivery was delayed while an authoritative position was sought on the tax implications of providing free childcare to parents seeking to return to work (see 6.6.1).

In another example, the Cornwall Pilot described the challenges of developing and moving towards the delivery of new approaches in an environment of significant change. The move to a unitary authority in April 2009 has major implications for the Pilot, not least as the re-organisation was paralleled by the ongoing transformation of services for children and families. While this offered the opportunity to influence service development and delivery, notably the establishment of multi-agency teams in a series of new 'locality areas', it also presented the dual challenges of implementation during a period of change and of ensuring strategic interest in the Pilot was maintained.

7.4 Early and Emerging Impacts

Although the local Pilot programmes are in the early stages of delivery, several described how their activities were starting to show positive effects for the families participating in them. Two broad 'domains' of impact were recognised:

- Benefits and impacts resulting for participating families; and,
- Early learning for the Pilots themselves.

7.4.1 Benefits and Impacts for Participating Families

As the delivery of many Pilot activities had either recently started or was about to commence at the time of fieldwork, examples of benefits and impacts for families accessing Pilot services were inevitably limited. Beneficiaries did not participate in our fieldwork in the majority of Pilot areas; following the agreement that it was not appropriate to engage beneficiary parents and families in many instances due to the embryonic nature of the relationships being developed and the support being delivered. As discussed in Chapter 3, there is also a lack of agreed monitoring and outcome data in many of the Pilot areas, meaning that there is not yet a dataset for the Pilot. Nevertheless some examples of emerging impacts were identified, as summarised in Box 7.3 below.

Box 7.3: Examples of Early Benefits and Impacts for Families

The following early examples of benefits for families were reported at the time of fieldwork.

The **Cornwall** Pilot's Enabling Fund began delivery at the start of the pilot period and had received 137 applications for funding, the majority of which were

approved. Interviews with Pilot staff and frontline workers identified a range of benefits for families in different situations and circumstances, including:

- A Parent Support Advisor was working with a Slovakian family of seven, one of whom was suffering with leukaemia, and were living in a single bedroom flat. Both parents were working in very low paid jobs, living on the poverty line and not receiving their correct benefit entitlement. Their daughter's leukaemia triggered a referral to the advisor, with the mother having to travel to Bristol with the daughter to receive treatment. An application was made to the Enabling Fund to buy food and clothing, and put petrol in their car to travel to Bristol. The daughter has continued to be in and out of hospital and is now receiving treatment at a hospital in Cornwall, with their advisor helping them access the benefits to which they are entitled (such as DLA). This has meant that the father has been able to continue to work, while the mother's job is on hold as she continues to care for her daughter.
- In another case a Fund application was submitted for a mother in a workless household to purchase winter clothing for the family. While the Fund allowed this immediate need to be addressed, it also started a process of engagement which saw the mother start a maths course with a local provider, and the father engage more actively with Jobcentre Plus services. As a result, the adviser considered that the mother is now noticeably more positive (following previous periods of depression), and her motivation and confidence has significantly improved.
- Finally, the Enabling Fund was used to support one young mother's return to work by providing funding for clothes and to bridge the gap between signing off benefits and receiving her first wages. The mother was suffering from depression and other mental health issues, while her partner had lost his job and was unable to work due to back problems. Her advisor reported that, at the time of fieldwork, the mother had completed her first 13 weeks in work, although she is still suffering from mental health problems. In addition the family now receive support on an ongoing basis to help manage debt and other issues.

In the **Hammersmith and Fulham** Pilot four individuals accessing the Family Solutions service were interviewed. The interviews identified that the beneficiaries greatly appreciated the services provided to them to address a range of problems, which included:

- Family Solutions staff attending appointments for other services with them;
- Finding suitable free childcare provision – as one parent who was starting work as a teaching assistant described "*I'm grateful for the childcare ... I don't think it'd be a possibility for me to work if Family Solutions hadn't been backing my childcare to be honest*"; and,
- Attending 'Take Three Days' training – which was considered to be useful and relevant. One parent, who had attended similar courses in the past, found the experience of exploring what she wanted to do a liberating one. As she described "*(The course) gave me information about everything ... how I can improve myself, try to put me in the right step ... but you must love something to improve yourself*".

Project staff reported that a small number of beneficiaries had already progressed into training and employment opportunities. One mother interviewed described a key benefit of participating in Family Solutions, and subsequently going back to college, as *“not feeling alone – I am a bit of a loner. I have tried going to drop-in things but I don’t get along with the people, and it makes me depressed. This makes me not go back and this keeps my child indoors all the time. Going back to college will help [child name] meet other children and will hopefully not make me a loner any more”*. Providing ‘breathing space’ for both parent and child was seen as being very important. The parent highlighted that since her daughter had been born, they had spent very little time apart and this could be very intense; now she was able to give the child an opportunity to socialise with other children.

In the **Tyne Gateway** Pilot, 26 individuals had participated in the Awareness Raising Programme, 20 of who had been recruited as Community Entrepreneurs (and so lifted out of poverty). A single mother with five children was interviewed who had just completed the Programme. She had gained communication skills from previous volunteering work, but had now gained a considerable passion for helping people having become aware of the full impact that she can have in her community. She stated that she now wants her children *“to go to the top, go to university, and get a good job rather than sitting on their arses on the dole”*.

She had also noticed a change in her children’s aspirations, particularly her eldest – *“...the older one certainly has started talking wider term, talking about going to university, getting a good job – they don’t want to stay where they are. They say ‘Oh my God, if mum can do it..’. They ask why mum is going on a course, and I reply that I didn’t work very hard at school so I’ve got to do it now, they say – ‘Right, well when I’m sixteen I’m going to go to college, then I’m going to university, then I’m going to do this...if you can do it mum then so can we’. And I’m, like, yes!”*.

In **Sefton** the Family Coaches had worked with 12 families and found that quite small allocations of funding *“can make a big difference”* to the individuals they worked with. One parent interviewed described how his involvement with the Family Coach service had supported him following a recent redundancy to become self-employed. A married man with three children and a pregnant wife, he had worked as a production manager for a local car manufacturer for ten years, and was retraining as a plumber although he was not in receipt of benefits. His wife was the main wage earner but had been off work intermittently with stress-related health problems, and the reduced family income meant that one daughter had stopped her dance classes and another had stopped attending a local youth project. The Family Coach was able to offer to pay for the retraining courses for the father, as well as the dance class and youth project participation costs, and arranged for some stress-relief sessions for his wife. As a result, the family felt pressure was being relieved and the impact of the redundancy negated during the retraining period.

As the Pilots begin to deliver their full range of services in the coming months, our programme of qualitative research will engage beneficiaries and include a longitudinal sample. We will also be able to draw on the monitoring and outcome data that is collected by local programmes. However, the anecdotal and evidenced examples provided of early benefits for families to date is encouraging.

7.4.2 *Lessons for the Local Pilot Programmes*

As described in Chapters 5 and 6, each of the Pilots have demonstrated a commitment to learning from their experience of delivering new services, describing both 'generic' and more specific lessons they expect to learn. As well as potentially informing preparations for the Child Poverty Bill, and its implications for their local areas, the more 'generic' lessons expected included identifying:

- Approaches to effectively recruit and engage parents (including those considered 'hard to reach');
- Designing and delivering services which meet their needs;
- How to help ensure continued progression for parents and families – to help ensure a sustained escape from, or alleviation of the effects of, child and family poverty; and,
- How best to facilitate and operationalise cross-agency working – from referrals and data exchange to joint service planning and delivery.

In addition, Chapter 6 also described the more specific lessons the Pilots expected to gain from their activities, which ranged from exploring how community entrepreneurs can develop community-based projects to address child poverty to how data can be brought together to provide an evidence base for targeting and monitoring support for families. However, the stage of development and delivery of the Pilots means that, like their impacts on beneficiaries, examples of lessons from delivery were also limited at the time of fieldwork.

Many Pilots described learning lessons from their experiences. Two important learning examples are provided from Westminster and Tyne Gateway in Box 7.4 and Box 7.5 below. Broader learning included:

- Confirming that **demand** existed for the Pilot services (e.g. Cornwall, Islington, Sefton and N Warwickshire), and in Knowsley both demand for services and local parents' interest in becoming volunteer Family Mentors were confirmed. In Waltham Forest initial assessments indicate that demand for their intensive support is considerably greater than the one in five of clients initially expected. In Hammersmith and Fulham, an initial focus on lone parents was expanded to include couple parents following a high level of demand for support experienced during early delivery. Early experiences suggest a flexible approach is required to address the complex range of barriers target families face.

Box 7.4: Learning Example: The Inability to Supplement the Childcare Element of Working Families Tax Credit

The Westminster Pilot intended to supplement the childcare element of Working Families Tax Credit (WFTC), for parents supported into employment. WFTC covers up to 80% of the costs of a childcare place for one child, up to a maximum of £140 a week (80% of £175). However, the cost of an 'affordable' place in a typical voluntary sector provider in the Westminster borough for a child under-2 years of age is approximately £260, leaving any parent returning to work (and without access to any form of childcare provided by the employer) with £120 a week to pay. Parents can only apply for this help once in employment, which can reportedly take from 3 weeks to 3 months to process.

The Childcare Affordability Programme 05 (CAP 05) recognised that the costs of childcare were higher in London. The scheme gave an additional subsidy to childcare providers so that in effect, parents received up to £205 a week (and more for flexible childcare) for a childcare place, for three months. This will continue to run as CAP 09 in Westminster in 2010, although Westminster only found out that this would be the case after the Pilot bid was written. While CAP was seen to have had a positive impact on some parents, in the view of Pilot stakeholders there is still a childcare barrier for some parents attached to returning to work.

The Pilot intended to supplement the WFTC, easing the transition into employment by enabling parents to tackle debt, providing time for them to adjust to the costs of work, removing uncertainty about immediate income and anxiety about childcare. However, during the planning stage of the Pilot it emerged that this subsidy would itself be taken into consideration as income when calculating WFTC (reducing the overall amount that parents could receive). Following discussion with HMRC that confirmed this tax implication, the provision has been amended to provide the full cost of childcare for six months. This has significant resource implications for the Pilot, but has been agreed in order to address the rationale behind the initial intention and thus to test how the transition to work can be supported.

- Elsewhere the Pilots' found a strong need for **awareness raising**, in some instances around child poverty as a theme but also between partner agencies/agencies with similar interests and potential referral providers. Awareness raising activities commonly took place over the summer months, which are often difficult to stage events, but the Pilots found that interest in their activities within their areas was uniformly high.
- Others learnt specific points around **service delivery** – including how developing trust to work with certain communities could take time, while others confirmed that working on a supportive basis is new for many families. Hammersmith and Fulham's experience emphasised the importance of face to face contact in establishing trust and providing support, a point echoed by Waltham Forest's experience of engaging with minority ethnic groups whose English language skills may be limited.
- In terms of the **effects of participation** for families, the Sefton Pilot described how their early engagement with parents had suggested that small interventions can make a big difference to the families they work with. In Cornwall the ability to do something for families in need was appreciated, and not expected, by the families – which both evidenced a commitment to them and acted as a bridge into other service delivery. In addition, the Tyne Gateway Pilot established that families can be provided with incentives without detrimental impacts on their benefits (see Box 7.5).

Box 7.5: Learning About Flexibilities in the Benefit System

Valuable early learning is provided by the Tyne Gateway Pilot, who have been able to achieve local flexibilities in the workings of the benefit system.

The Pilot wished to provide a further incentive (£400) to those undertaking and completing the Community Entrepreneurs 'Awareness Raising Programme', to attract participants on to the course and to recognise the commitment of time made

by individuals. The Pilot targeted parents in receipt of in- and out-of-work benefits for participation in the Programme.

A key issue was to ensure that as participants were in receipt of benefits any such payment would not be negated by deductions in benefits elsewhere in the system due to increased income. This is a common problem in making payments to those in receipt of benefits: those in receipt of Job Seekers Allowance can earn up to £5 a week (£10 for couples); those in receipt of Income Support can earn £20. Beyond these levels the amounts are deducted from the level of benefit payment received.

Housing Benefit, Jobcentre Plus and Tax Credit officers all supported Tyne Gateway in devising and agreeing the payment as a 'one off capital payment'; thus ensuring no deductions were made and all 26 participants received the additional payment.

Finally, many of the Pilots described how the very action of developing their Pilot and moving towards delivery had positive **benefits for the authorities and their partners** – irrespective of how closely they had worked together in the past. In many cases wholly new partners had been engaged and working relationships developed or were in the process of development. However even when partners knew each other well benefits were still cited in terms of increased familiarity and new relationships formed at different levels in the respective organisational structures. Reflecting other experiences elsewhere, the Hammersmith and Fulham Pilot described how the early development of the Pilot has helped childcare/family support (Early Years Department) and employability (Regeneration) services in the borough to work together. As a result of this future borough-led employability projects will consider the needs of parents, as a group, in a more holistic way.

7.5 Summary

This Chapter has explored progress with the implementation and delivery of Pilot services to families at the time of the first evaluative fieldwork visits. We have seen that:

- Each of the ten local Pilot programmes had project management and steering arrangements in place at the time of the fieldwork, although in some cases project managers had only recently been recruited.
- Each of the local Pilot programmes is well placed within their individual strategic contexts to inform local policy and practice through the mainstreaming of lessons from their Pilot experiences.
- Significant time and effort has been, and continues to be, invested by the Pilots in developing their Pilots and preparing for service delivery – more than the Pilot management and delivery staff had been expecting.
- The local Pilot programmes faced a series of common challenges, to varying extents, including developing delivery partnerships, recruiting project staff (notably in authorities where recruitment freezes were in place) and developing appropriate monitoring arrangements.
- Consequently delays were widely experienced in the delivery of Pilot services, although all but one Pilot was delivering at least part of their service

'offer' at the time of fieldwork. The Pilots were optimistic that the delivery of their remaining services would begin in early 2010.

- Although most Pilot programmes were in the early stages of delivery, examples of their emerging benefits and impacts for families were identified by project workers or through beneficiary interviews.
- Although early days, the programmes were also able to provide examples of lessons resulting from their Pilot experiences. This also suggests that the Pilot will provide a rich stream of learning in the remainder of the evaluation period.

8 CONCLUSIONS AND RECOMMENDATIONS

This final Chapter provides our conclusions and recommendations from the first round of evaluative fieldwork with the ten Local Authority Child Poverty Innovation Pilot programmes, and the baseline mapping exercise, undertaken between October and December 2009.

8.1 Conclusions

This report demonstrates how positive progress has been made in the establishment of the local Pilot programmes, and their preparations for trialling a range of new and innovative approaches to addressing the challenges of child poverty in their areas. At the time of our fieldwork the majority of the programmes were in the early stages of service delivery and finalising their preparations for implementation, having faced many of the challenges expected in the early stages of project development. But there remains much work to do before all of the local Pilot programmes are delivering across the breadth of activities described in their individual applications.

8.1.1 Proposed Pilot Activities

The Pilot involves a wide range of approaches to be trialled, each of which are being implemented in a range of contexts and circumstances. These include approaches to:

- Increasing parental employment and employability, supporting access to employment and providing in-work support;
- Providing holistic, flexible packages of support tailored to the needs of parents and families, employing a case-work and family focused approach;
- Providing mobile outreach services to communities to promote access to services;
- Providing training and employment opportunities through Community Entrepreneurs;
- Providing immediate alleviation of some of the impacts and consequences of child poverty; and,
- Increasing the capacity of families to address their needs, building on their strengths, and through employment and local support lifting them out of poverty.

Each of the local programmes reflect the aims of the Pilot overall, and are closely aligned to current and emerging policy; primarily, raising employment through supportive personalised, holistic and flexible approaches, with short-term advice and long-term intensive support being provided according to need. While the focus on employment as a route out of poverty features strongly across the Pilots, they are also seeking to address the accompanying 'poverty of expectation' which underpins inter-generational poverty in families by raising aspirations and building family capacity and resilience.

Importantly, the local Pilots all demonstrate how they are firmly set within the local context and are linked to appropriate local partners and services through their management and steering arrangements. In line with current policy, Children's

Centres (and to a lesser extent, schools) are in many cases playing key roles in helping families access new and existing provision. This is related to the Pilot's underlying objectives to increase the levels of service take-up by families in need. The importance of 'strategic' ownership of, and engagement with, the Pilots was emphasised in terms of both supporting implementation and utilising future lessons learnt.

8.1.2 Innovation

The local programmes have demonstrated how their approaches are new within the contexts of their own areas, and it is within the interplay between local circumstances, service infrastructures and the individual project 'ideas' that their innovation lies. Consequently innovation focuses on testing approaches new to an area or a delivery partnership, including applying existing or proven approaches to different target groups, in different circumstances and in different combinations.

Given this focus for innovation, the Pilots have minimised the risks associated with wholly new approaches – where failure rates would be expected to be high. This pragmatism does not mean, however, that their approaches are without risk or diminish their potential value. Indeed, their fit within their local contexts is one of their key strengths and increases the likelihood of transferable lessons emerging.

Across the Pilot, the partnership working between children's services and economic and regeneration departments was identified as an innovative feature. Although strategic links exist between these key local authority departments operational examples were often described as more ad hoc and temporal, for example linked to pilot and project work that had not changed mainstream practice. The Pilot is providing the impetus to develop joint working where a shared agenda had been recognised, or to promote and provide leverage for developing a common agenda where it had not existed previously.

The flexible and holistic whole family approach to support towards employment that is a result of the local interplay described above was also identified by local programmes as innovative. Whole-family approaches are promoted across government by the Cabinet Office's 'Think Family' initiative, but in practice such approaches are rare⁶¹. This rarity is itself reflected in the promotion of the approach and the associated pilots, for example the Family Intervention Project (FIP) and the Family Nurse Partnership⁶². As noted in Chapter 3, the evaluation team were unable to identify a whole-family tool that is not issue (substance misuse or crime) related but that provides the basis for an open approach. Similarly, the Gregg Review that has informed the Welfare Reform Act 2009 (and outlined in Chapter 2) is clear that the supportive, personalised approaches to employment and employability support are not currently provided in the mainstream.

8.1.3 Baselineing and Targeting

The first stage of Component 2 has provided baselines for each of the Pilot authorities, which provide a context for understanding and interpreting the Pilot outcomes. The baselineing also showed that while the Pilots are not necessarily the

⁶¹ Morris, K., Hughes, N., Clarke, H., Tew, J., Mason, P., Galvani, S., Lewis, A., and Loveless, L., (2007) *Whole Family Approaches: A Review for the Social Exclusion Taskforce*. Birmingham, University of Birmingham

⁶² See www.dcsf.gov.uk/ecm/thinkfamily for details of the 'Think Family' approach to delivering services

authorities experiencing the highest levels of poverty all were appropriate for Pilot activity, having notable child poverty problems. In addition, where the local sites were explicit about specific sub-areas they intended to target, these were not always those with the highest levels of deprivation or poverty. However, it is important to consider that levels of poverty were not the sole rationale for the targeting of specific Pilot activities. This was often based on a combination of factors including the existing infrastructure for children and family services, other ongoing Pilot or developmental activities, and other practical factors of relevance to the nature of the approaches being trialled.

The baselining process, and comments from many of the individuals interviewed during the fieldwork, has illustrated the challenges facing the local Pilot programmes and others in identifying and quantifying levels of child poverty at the local level. While there may be little that can be done to alleviate this position, with the wide scale sharing of data such as benefit take-up being unlikely to change over the Pilot period, several Pilots were testing approaches to use data in new ways to improve their ability to target interventions locally. As several of the Pilots are, or propose to, use local knowledge to target areas or groups not identified in national datasets, valuable learning can be expected for local authorities seeking to map and understand child poverty.

8.1.4 Delivery

The Pilot is testing a range of approaches to addressing child poverty across the ten local areas, and exploring the factors that underpin it. Each of the local programmes has made progress towards the delivery of their Pilot services. All are delivering at least part of their service offer by December 2009.

Many local programmes have faced, and continue to face, challenges and most have experienced delay against their initial delivery plans. The challenges identified are those that would be expected in any fixed term project, but particularly where new approaches are developed, commitment to them fostered and the means of taking forward to delivery agreed. In some cases the Pilots faced specific challenges, such as the restructuring of services following the move to a single tier authority in Cornwall, where the potential to provide learning to inform ongoing change is paralleled by the challenges of implementation in an environment of rapid and dynamic change. Nonetheless, whatever the context developing new partnerships and innovative programmes takes time.

We conclude that the next few months will be crucial for the Pilot, and it will be essential that the momentum built up so far is maintained so that all local interventions and activities are taken forward. As we have also shown there remains much to be done across the Pilot in terms of finalising plans and starting delivery more widely, and defining final outcomes and the data collection approaches to support effective evaluation. It is crucial that each local programme allows sufficient time for their activities to be implemented, reviewed and evaluated to ensure both local and national learning is maximised.

8.1.5 Impacts

Although delivery is in the earliest stage across almost all the local Pilot programmes, examples of emerging benefits and impacts for children and families

were identified. These form the beginnings of an evidence base to allow the effectiveness of Pilot approaches to be assessed.

The impacts of Pilot services will be a key area of exploration for the remaining stages of the evaluation, although the early indications are positive in terms of initial indicators of effectiveness.

8.1.6 Learning

The breadth of Pilot coverage suggests that the individual programmes will provide learning in a wide range of areas, of relevance to both the individual authorities and their partners and to other stakeholders seeking to address child poverty more widely. Indeed, the commonality of core themes emerging emphasises the opportunity for lessons to be learnt both during and after the Pilot is completed – with ‘formative’ lessons providing opportunities for the exchange of learning between the local sites as they develop. There are also opportunities for local stakeholders to share their experiences of developing and implementing practical aspects of their programmes, such as assessment tools and approaches, or systems for collecting data on soft outcomes and assessing distance travelled.

The local Pilot teams, their stakeholders and their partners have demonstrated a commitment to learning from their activities, valuing the opportunity to trial new ideas and to be engaged in a genuine *pilot* that supports innovation and risk⁶³. As with impacts to date, lessons so far have expectedly been limited, although again promise has been demonstrated and early learning identified. The Pilots have established expectations for the learning from their activities, which includes both generic (for example, finding out ‘what works’ in general) and more tightly focussed expectations. Here the firm positioning of the Pilots within their strategic and operational contexts is helpful – both in helping define learning expectations and setting their ‘outcomes’ (for example, changes through mainstreaming) in the local context.

More broadly, the learning from the local programmes can also inform national developments, and local responses to them, perhaps most notably the Child Poverty Bill. Here lessons can be expected around the four ‘building blocks’ of the Bill, for example:

- **Education, health and families** – including: how can whole family approaches address the needs of families as a unit, and the children and young people within them?; how can families be supported to access (for the first time, or to re-engage with) existing provision?; and, what short and medium term impacts result (and indeed how can short term impacts lead to impacts in the longer term)?
- **Employment and adult skills** – including: how different approaches can work with individuals at different distances from the labour market, especially where other complex underpinning issues need to be addressed?; how nurturing and a mix of short and long term support can be combined effectively?; and, what barriers exist to adult engagement and how can these be addressed?

⁶³ Previous research has shown that often ‘pilots’ are not genuine opportunities for policy development, but are used to phase the introduction of policy and delivery mechanisms that are fixed (see: Cabinet Office (2003) *Trying It Out: The role of ‘pilots’ in policy making*, London: Cabinet Office Strategy Unit)

- **Financial support** – including: what approaches to financial inclusion are effective?; what flexibilities are required, are outreach methods effective?; what in-work support is required?; and, how can financial measures be built upon to provide ‘whole family’ benefits?
- **Housing and neighbourhoods** – including: what housing-related barriers exist to long term family wellbeing and to parental employment, and how can they be addressed?; what role can social and private landlords play in identifying and engaging vulnerable families?; how do ‘community empowerment’ models, such as the Community Entrepreneurs and Volunteer Family Mentors, build capacity within communities?; and, how can family capacity most effectively be raised?

From a formative perspective, we have also found that the local Pilot programmes are already sharing experiences and learning between each other, although most commonly on an informal and one-to-one basis. As suggested above, this offers the opportunity to provide developmental, practical learning but also allow for the exchange of specific tools and approaches developed.

8.2 Recommendations

Our recommendations at this stage relate primarily to ensuring that the local Pilot programmes maintain the progress achieved so far to deliver their intended range of services within the Pilot period, and suggestions for maximising the learning potential of the Pilot.

8.2.1 *Maintaining Momentum*

The local Pilot programmes have made differing degrees of progress towards service delivery, although the majority have experienced delays and work to finalise delivery arrangements is ongoing. To ensure that momentum is maintained, we recommend that:

- Continued emphasis is placed on the local programmes finalising arrangements for the supply of management and financial information (including finalising indicators and the means of collecting data to evidence them) to show progress and outcomes;
- CPU, and the new Government Office staff, support the local Pilots in achieving this – with continued support from the national evaluation team; and,
- CPU, and Government Office staff, continue to maintain the ethos of ‘true piloting’ that has characterised the national programme to date.

8.2.2 *Sharing Learning*

The local Pilot programmes have shown that there are already lessons emerging from their experiences to date, as well as a range of practical elements which could be shared between them. Consequently we recommend that:

- Future network events include targeted, thematically focussed sessions to allow the Pilots to report their experiences and share learning and tools developed. For example, many Pilots have put considerable effort into establishing approaches to measuring soft outcomes and assessing families, which could usefully be shared. Additional themes could also include learning about how to address the four building blocks of the Child Poverty

Bill, which will offer added value for the Pilots and their staff and partners in their wider roles.

- The sharing of lessons and experiences could be further encouraged on a less formal basis between individual programmes. Activity could be supported that ensures that they are fully aware of each other's activities, to allow targeted contact to be made.
- The new Government Office staff with responsibilities for child poverty can play an important role in encouraging the exchange of lessons, both formatively and on a final basis, to a wider audience within their regions. Consideration should be given to how best the new staff can best support the local Pilots to share local learning more widely.

ANNEX 1 – SUMMARY BASELINES FOR EACH PILOT AREA

Summary Baselines for Each Pilot Area

This annex provides a summary of the key features emerging from the baselining of each Pilot area as presented in the individual local Pilot reports, and focusing on the variation in circumstances across each area. There is no precise focus on neighbourhoods **targeted** by Pilots, because there remains some uncertainty over the targeting practice of several Pilots at this stage. There are three main elements to the 'pen portrait' of each Pilot area:

- All the LSOAs in the Pilot area are mapped to show their allocation one of the Supergroups of the ONS geodemographic classification which summarises patterns in the 2001 Census data on socio-economic status and related factors;
- Next the LSOAs are shaded according to their ranking on the CWI overall index; and,
- Finally there are some additional points made, based on principal findings in the baseline reports presented to that Pilot.

1 Cornwall

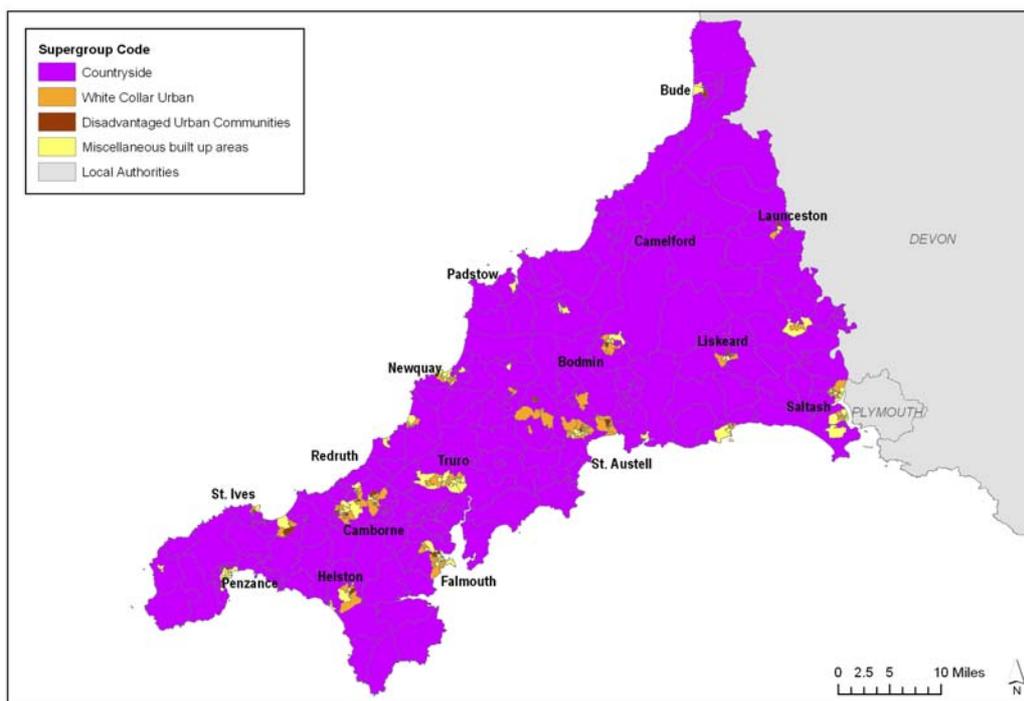
Map 15 shows the allocation of LSOAs in Cornwall to the seven broad groupings of the ONS classification (Supergroups). Three of the seven do not include any of the LSOAs in Cornwall: one is Multicultural City Life and another Professional City Life (both are mostly found in London). The other category is the Urban Fringe Supergroup whose members are mostly close to major conurbations.

LSOAs in the Countryside Supergroup are very prominent in Cornwall and not only because they tend to be extensive areas. Almost all the rural areas in the county fall into this category, so the towns stand out against the background formed by the Countryside LSOAs (Map 15).

White Collar Urban is the Supergroup that includes most Cornish urban LSOAs, followed by Miscellaneous Urban Areas: less frequently, urban LSOAs are in the Supergroup Disadvantaged Urban Communities (whose member LSOAs are more frequently found in northern England).

The fact the county is composed of small towns and rural areas has led to the deprived areas being scattered between localised neighbourhoods that are often made up of just one or two LSOAs. The more prosperous towns like Truro and Saltash include no LSOAs that are Disadvantaged Urban Communities at all.

Map 15: ONS classification of LSOAs based on 2001 Population Census data

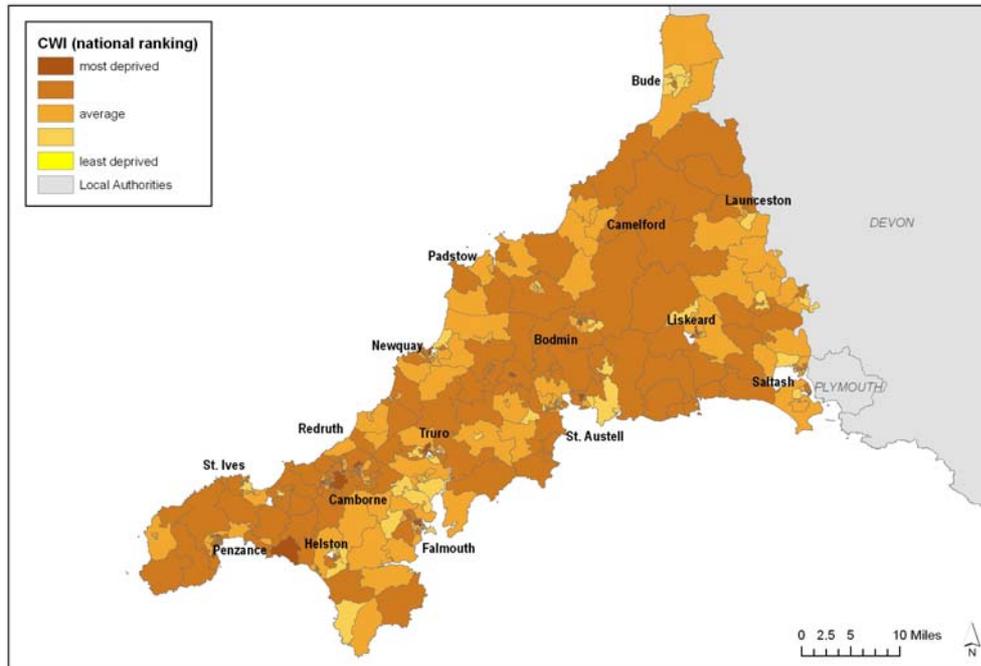


The statistics drawn on to generate the CWI extended beyond themes directly related to poverty so it is appropriate to see its summary results as contextual rather than as narrowly measuring poverty. Map 16 below uses the national ranking of the CWI values for each LSOA in the country, dividing these into quintiles and then colouring LSOAs in the county according to their position within the quintiles.

Map 16 shows that no Cornish LSOA is in the quintile to be coloured yellow: these are areas where children have the highest levels of well-being on average. By contrast, the county has many LSOAs among the quintile with CWI levels that indicate the second highest levels of deprivation: these are the areas coloured medium brown. They are prominent in the rural parts of the county. There are no very clear contrasts between east and west or between north and south.

Relatively few LSOAs in the county are shaded dark brown to indicate that children living there have low levels of well-being by national standards. Their low frequency is rather emphasised by their small size which results from them mostly being just minor parts of urban areas in the county (examples can be seen in Camborne and Redruth as well as several more prosperous towns further east).

Map 16: CWI: national ranking values of LSOAs in Cornwall



Cornwall overall has below average levels of child-related deprivation in general. Only on some specific strands of evidence examined are ‘hot spots’ found in the more urban parts of west Cornwall where disadvantage has long been recognised.

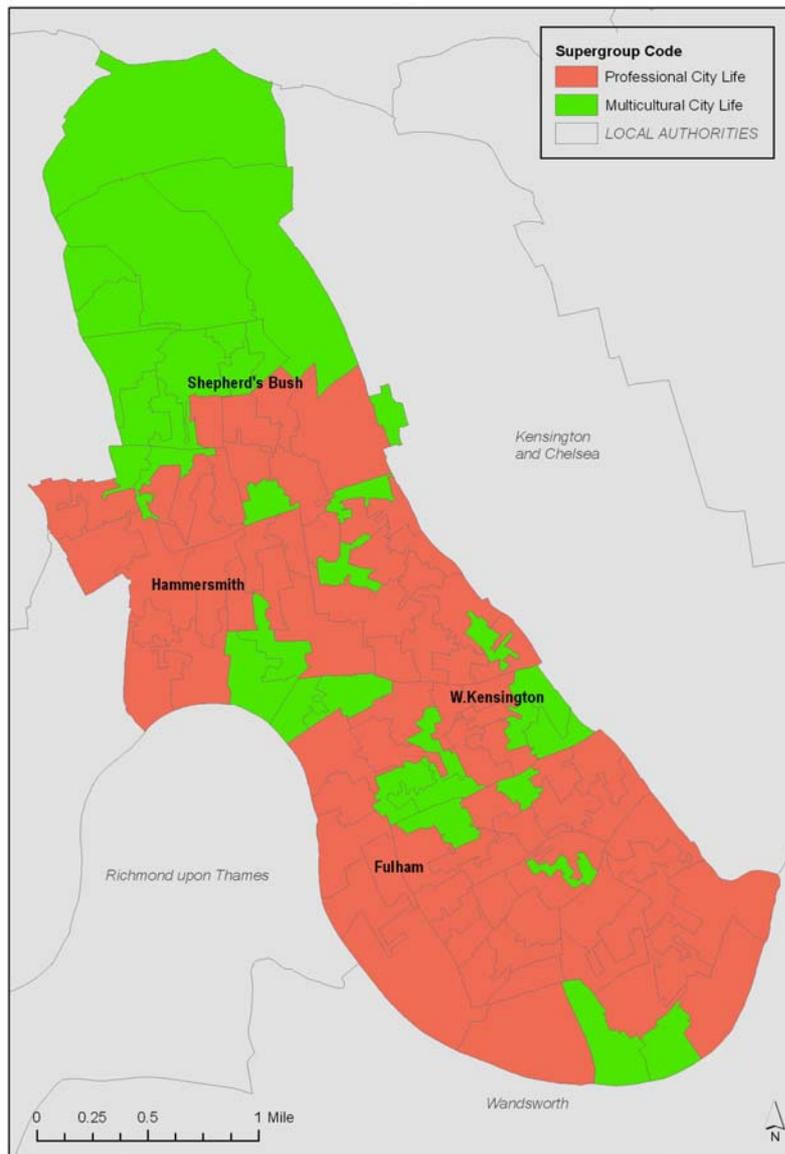
Some indicators suggest lesser problems in more rural parts of the county. At the same time, the stronger contrasts in the county are not simply urban/rural but are between the many favoured areas and the few less attractive areas. In part these contrasts are related to the difference between locations favoured by more advantaged in-migrant groups and others.

A key issue in Cornwall is the in-work poverty faced by those seeking the low pay work that is a large part of the local economy. Joblessness is not very widespread, but low pay levels co-exist with limited affordable housing in much of the county, Compared to more urban parts of the country, the recession has not impacted upon Cornwall so severely, but the in-work poverty problem is unlikely to diminish soon.

2 Hammersmith & Fulham

Map 5 below shows the allocation of the LSOAs in Hammersmith & Fulham to the ONS classification's broad groupings. Of seven Supergroups found in the country, only the two categories that covered Islington and Westminster include any LSOAs in this borough.

Map 5: ONS classification of LSOAs based on 2001 Population Census data



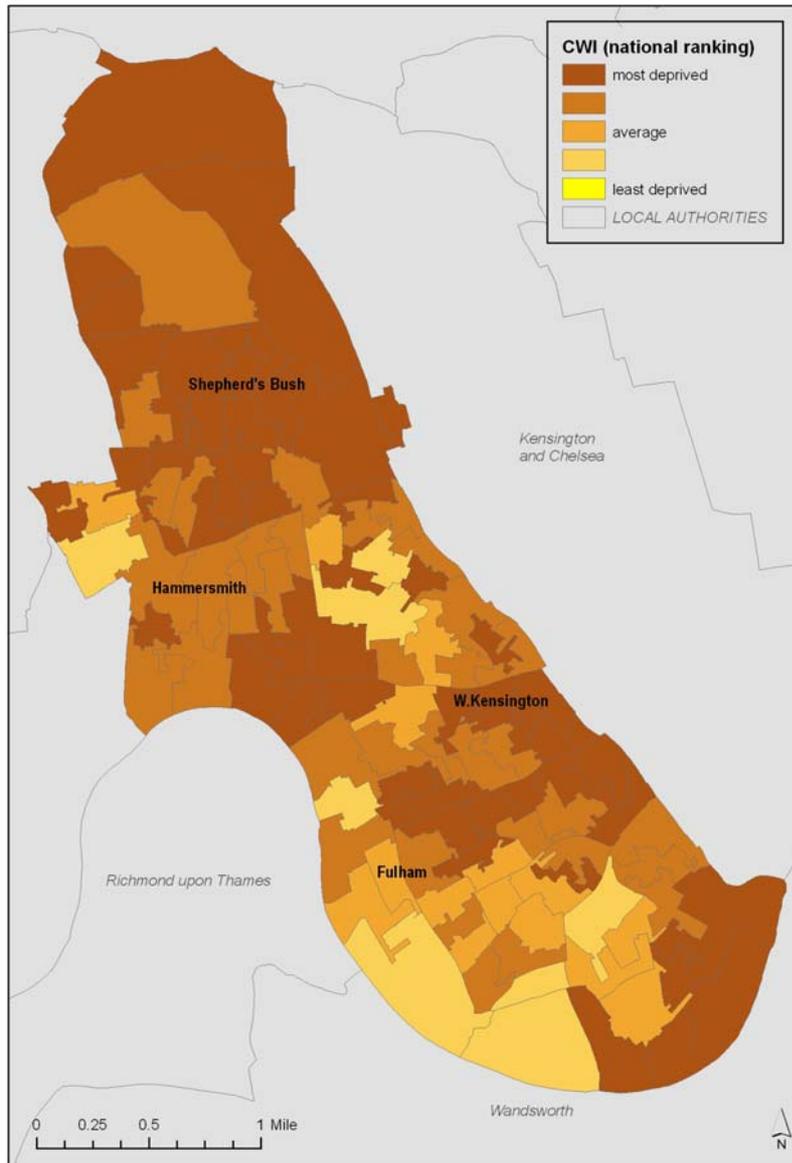
There is a potential contrast between disadvantaged Multicultural City Life LSOAs and the Professional City Life neighbourhoods; in particular, some of the latter category may have recently been gentrified from a condition when previously they were more likely to be in the former category.

Much of the south and centre of the borough makes up a fairly consolidated block of more advantaged LSOAs. Multicultural City Life neighbourhoods are mostly in the Shepherd's Bush area towards Wormwood Scrubs (although there are some small groups of this category of LSOA in the Fulham area, many of which are likely to be dominated by social housing estates).

The statistics drawn on to generate the CWI extended beyond themes directly related to poverty so it is more appropriate to see these results as contextual rather than as narrowly measuring poverty. Map 6 below uses the national ranking values for all LSOAs in the country, after dividing these into quintiles. All LSOAs are then

coloured according to their position within these quintiles and it can be seen that there is no Hammersmith & Fulham LSOA in the fifth quintile (coloured yellow). What this shows is that *none* of the borough's LSOAs are among the fifth of the country's LSOAs where children have the highest levels of well-being on average.

Map 6: CWI: national ranking values of LSOAs in Hammersmith & Fulham



By contrast, the borough has many LSOAs among the quintile with CWI levels that indicate highest levels of deprivation: these are the areas coloured dark brown. These areas of greatest disadvantage are mostly Multicultural City Life LSOAs (Map 5). They predominate in the north of the borough.

There are only a few scattered LSOAs – in the centre or far south of the borough – with CWI values that show them to be among the second most advantaged quintile in the country.

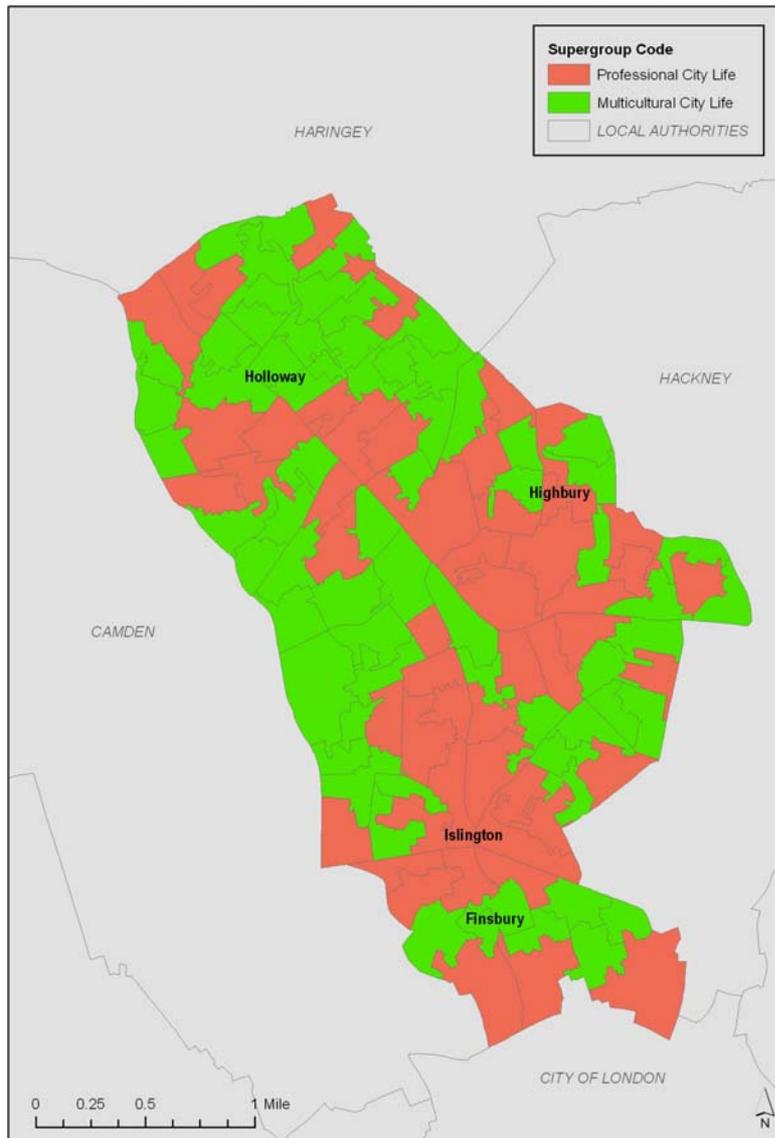
By national standards, Hammersmith & Fulham was found to have mixed evidence on child-related deprivation, despite its inner city location. Some of the northern parts including Shepherd's Bush are more similar to other inner city areas where, for example, there are higher proportions of ethnic minorities and more problems for children.

Over the borough more widely there are high levels of adult skills, but housing affordability remains a chronic problem. More positive findings included most of the child health indicators and educational outcomes, whilst child care take up was above average. One key advantage in comparison to many other parts of the country is that the recession has not impacted on London as severely as was initially anticipated.

3 Islington

The broadest context to set an area's child poverty context in is an overview of the area in terms of socio-demographic and economic conditions. Map 1 shows the allocation of LSOAs in the borough to the ONS classification's broad groupings, and sets the style of mapping used in this annex, picking out localities like Holloway (NB. the label Islington is placed over the Angel area).

Map 1: ONS classification of LSOAs based on 2001 Population Census data



There are seven Supergroups which cover the whole country, yet only two include any of the LSOAs in the borough. It is unsurprising that the Countryside category has no representation in a London borough, while the categories that are called White Collar Urban and Disadvantaged Urban Communities include very few London LSOAs because they are mostly found further north. As its name suggests, Urban Fringe LSOAs are mostly found further from city centres than the inner

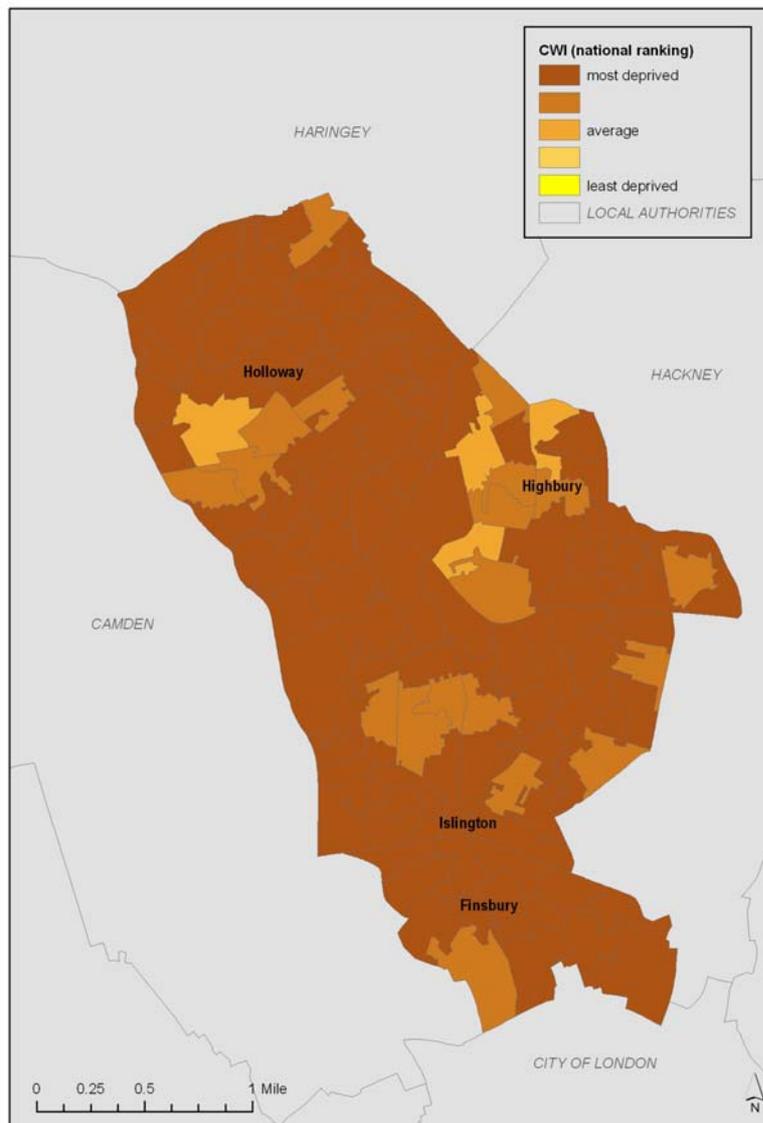
London location of Islington while the Miscellaneous Built Up Areas are also less common in inner cities.

The fact that all the LSOAs in the borough are in only two Supergroups suggests that there may be a strong contrast between the more disadvantaged LSOAs in the Multicultural City Life neighbourhoods and the Professional City Life LSOAs. In fact the process of 'gentrification' will have been responsible for some areas in the latter category having previously been more likely to be in the former category.

The area around the Angel towards the south of the borough includes a fairly consolidated block of the advantaged Professional City Life LSOAs. This category also includes a substantial part of Highbury but otherwise is rather scattered among larger concentrations of the Multicultural City Life category of far less affluent areas.

This brief overview of the social geography of Islington ends by looking at headline results from the recently developed Child Well-being Index (CWI). Map 2 uses the national ranking values for all LSOAs in the country and then divides these into quintiles (five equal ranges). All the LSOAs in the borough are then coloured according to their position within these quintiles.

Map 2: CWI: national ranking values of LSOAs in Islington



The statistics drawn on to generate the CWI extended beyond themes directly related to poverty so these summary results are seen as contextual, rather than as narrowly measuring poverty.

It can be seen that there is no Islington LSOA in the fifth quintile (coloured yellow), or indeed in the lightest brown shading category either. What this shows is that *none* of the borough's LSOAs are among the two-fifth of the country's LSOAs where children have the highest levels of well-being on average.

Indeed the clear majority of the borough's LSOAs are in the quintile at the other end of the national range. There is remarkably little variation across the borough, with areas in the north just as likely to have high levels of child deprivation as those in the south which are most obviously in 'inner city' locations.

In fact the LSOAs in the Professional City Life category (Map 1) are not consistently less deprived either. This apparent anomaly must be understood in the light of the fact that the CWI only measures the situation of children: it seems that areas like those near the Angel include significant numbers of young adults who

are doing quite well, but that the children who do live in these areas are considerably disadvantaged (Map 2).

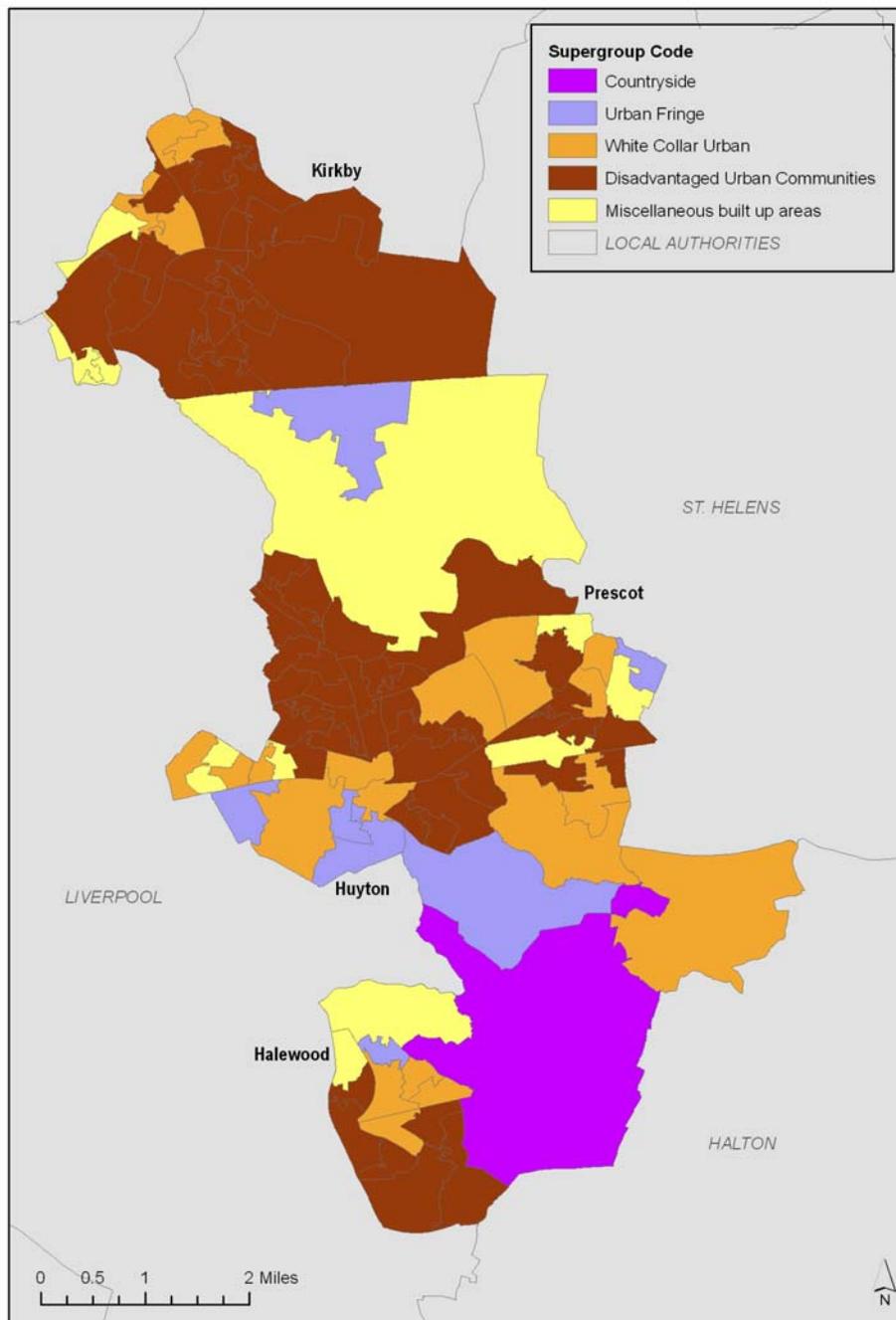
Against the respective national bench-mark values, other analyses found that Islington has a range of child-related deprivation problems, as well as the chronic London issue of a lack of affordable housing. There is evidence of the rather low levels of community identity – and hence potential social solidarity – that is often found in more mobile populations. More positive findings related to child health indicators and educational outcomes, whilst child care take up was above average and also, in comparison to many other parts of the country, the recession has not impacted on London as severely as was initially anticipated.

To summarise the Islington situation, the extensive child poverty problems are typical of those found in much of inner London and it seems that even in the gentrified areas which largely house young professional adults the relatively few children residents are at considerable risk of poverty.

4 Knowsley

Map 9 shows the allocation of Knowsley LSOAs to the ONS geo-demographic classification of neighbourhoods. Of the seven Supergroups that between them cover the whole country, two do not include any Knowsley LSOAs (they are those which between them cover all the LSOAs in the three Pilots in inner London).

Map 9: ONS classification of LSOAs based on 2001 Population Census data



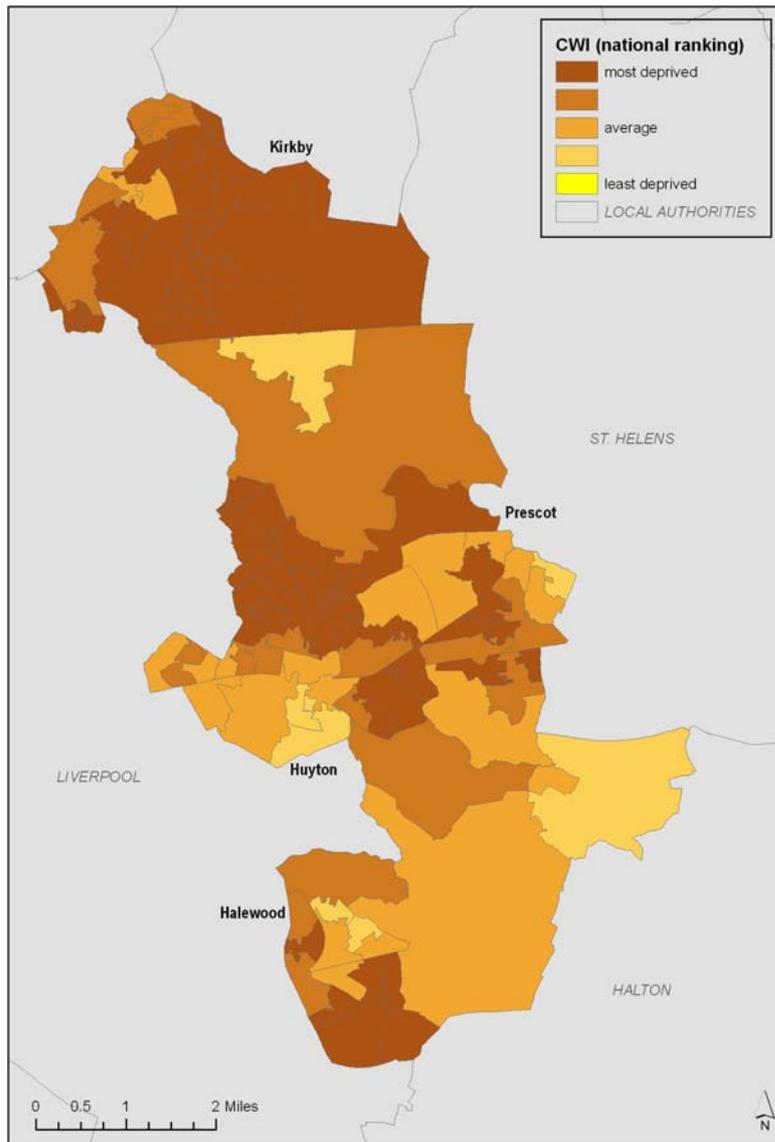
Only one LSOA is in a Supergroup called Countryside despite there being other large green belt areas within the borough. The area separating Kirkby from the rest of the borough is rather misleadingly termed a Miscellaneous Built-up Area in fact.

More affluent parts of the borough are in the White Collar Urban category whilst LSOAs in the Supergroup called Urban Fringe tend to be rather more mixed.

The headline results from the recent research providing the CWI are based on data related not only to poverty but also other themes, so it is most appropriate to see these summary results as contextual rather than as narrowly measuring poverty.

Map 10 uses the national ranking of CWI values for all LSOAs in the country and then divides these into quintiles. All the LSOAs are coloured according to their position within these quintiles and it can be seen that no Knowsley LSOA is in the fifth quintile that would be coloured yellow here. What this shows is that *none* of the Knowsley LSOAs are among the fifth of the country's LSOAs where children have the highest levels of well-being on average.

Map 10: CWI: national ranking values of LSOAs in Knowsley



By contrast, the borough has many LSOAs among the quintile with CWI levels that indicate highest levels of deprivation: these are the areas coloured dark brown. They are almost all in the same parts of the borough which the ONS classification identified as Disadvantaged Urban Communities (Map 9).

Most of the areas where child poverty is likely to be most widespread are in the Supergroup labelled Disadvantaged Urban Communities and it can be seen that there are numerous Knowsley LSOAs in this category. It is particularly predominant

in the northern part of Huyton as well as much of Kirkby but Prescott too has several LSOAs in this category of neighbourhood where poverty is likely to be prevalent.

Among all the local authorities across England there are very few with higher levels of child-related deprivation than Knowsley in fact. North Huyton in particular possesses a potent mix of child poverty problems.

The data on child ill-health – and evidence on health risk behaviour including smoking in pregnancy – revealed severe problems in the borough. The other outstanding problem is the chronically high rate of worklessness and associated claimant rates.

5 Kent

Map 17 shows how Kent LSOAs were allocated across the Supergroups of the ONS geo-demographic classification. All the seven Supergroups which cover the whole country include some LSOAs in Kent: this degree of diversity is rather unusual for just one local authority area.

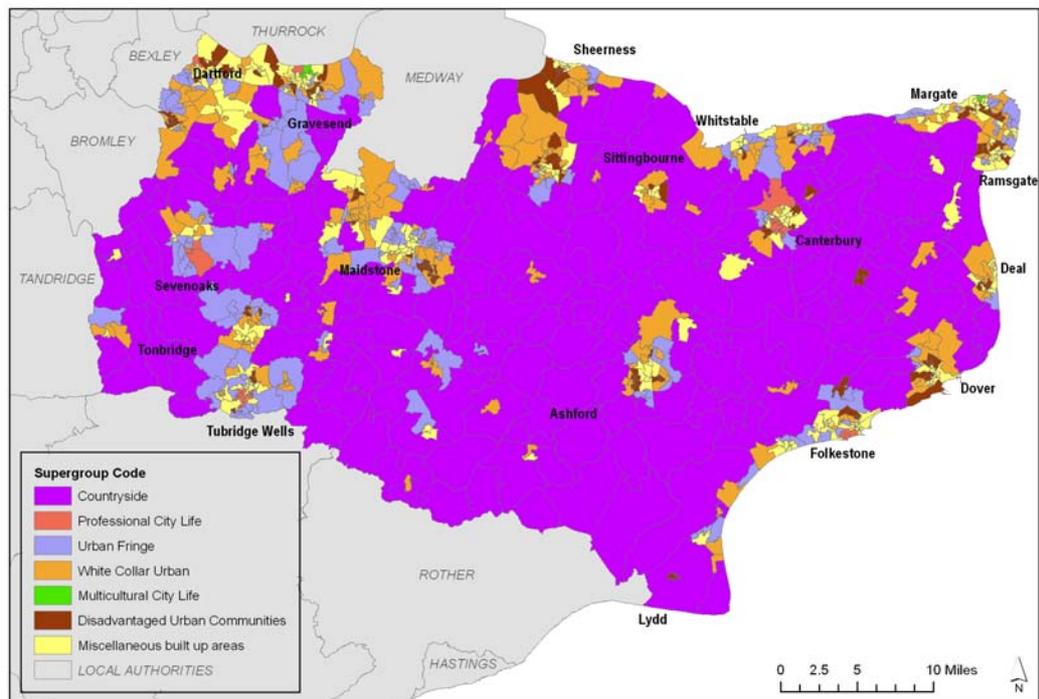
There are only a few Multicultural City Life LSOAs (all of which are by the Thames), and also few Professional City Life LSOAs. Both these Supergroups are mainly found in London so their presence is one indication of 'overspill' effects from London into the county.

LSOAs in the Countryside Supergroup are very prominent in Kent (Map 17), and not simply because they tend to be extensive areas. Most rural areas in the county fall into this category, helping the towns to stand out against the background that they form. At the same time, there are favoured rural areas near London and one or two of the other urban areas that are in the Urban Fringe group of LSOAs.

White Collar Urban is the Supergroup that includes many urban Kent LSOAs. Several towns include a large number of Miscellaneous Urban Areas LSOAs (especially the predominantly 'dormitory towns' such as Dartford and Tonbridge).

Many urban areas include at least one LSOA in the Supergroup that is called Disadvantaged Urban Communities but this category does not predominate in any of one urban areas. Sheerness and Dover have higher proportions of their neighbourhoods in this category than most of the other towns.

Map 17: ONS classification of LSOAs based on 2001 Population Census data

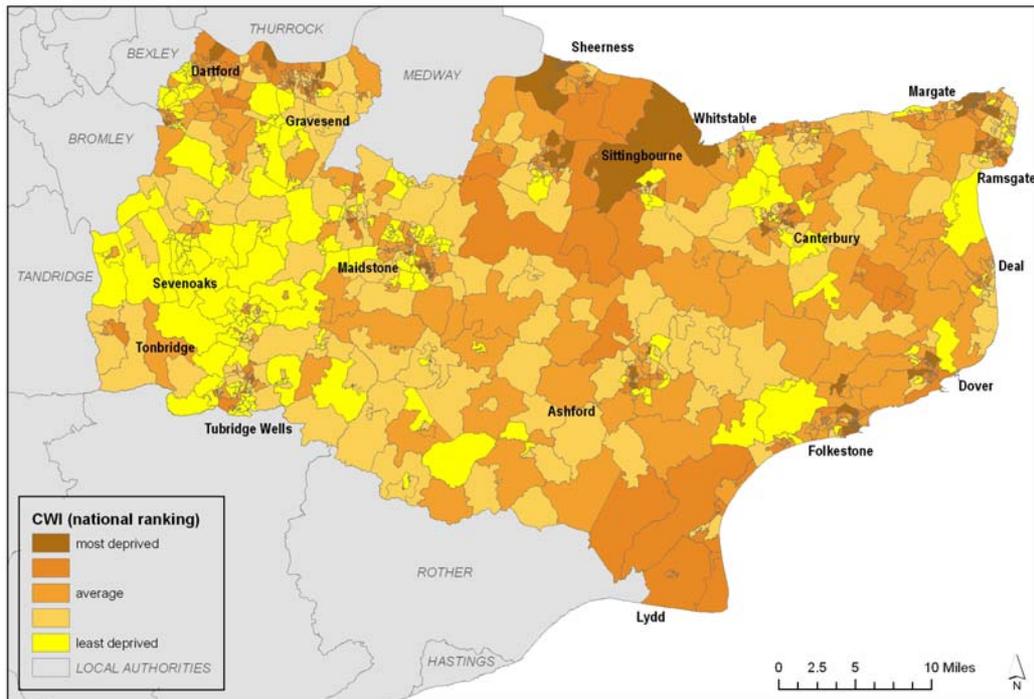


Rather than narrowly measuring poverty, the derivation of the CWI drew upon statistics related to a wider set of concerns. Map 18 below uses the national ranking of the CWI values for all LSOAs in the country and then divides these into

quintiles. All the county's LSOAs are coloured according to their position within these quintiles and it is clear that there is a large swathe of western Kent near the capital where all the LSOAs are in the least deprived quintile (coloured yellow).

By contrast, the county has relatively few dark brown LSOAs which indicate that they are among the quintile of CWI levels with the highest levels of deprivation. These are mostly to be found either on the northern fringe of the county within the Thames Gateway area, or in the Channel port and resort coastal towns.

Map 18: CWI: national ranking values of LSOAs in Kent



Set against the bench-mark of national averages, Kent tends to have below average levels of child-related deprivation on many indicators. The northern parts which lie within the Thames Gateway region share certain features of disadvantage but there are in fact few towns in Kent which do not have some deprivation features to be found in one or more of their neighbourhoods.

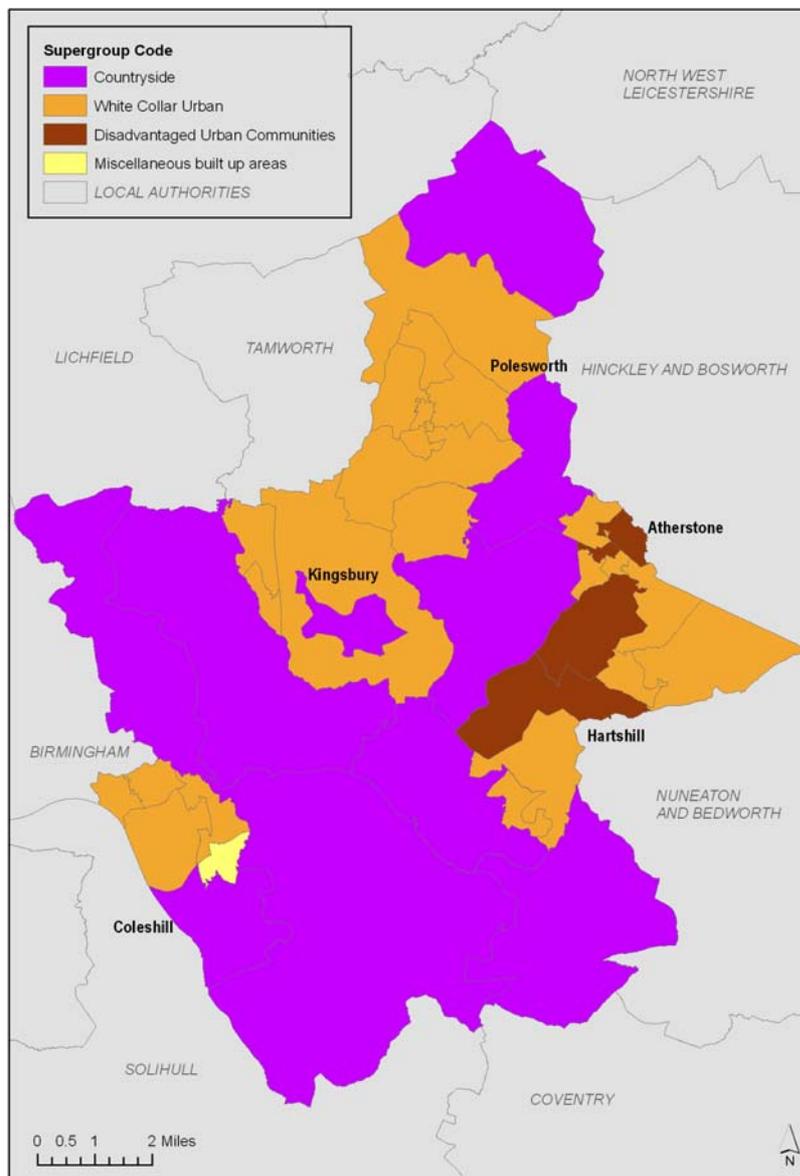
In the areas near London especially, housing affordability is a chronic problem. There are some positive findings related to child health, for example, along with the fact that the recession has not impacted on London and neighbouring areas in the severe way that was initially anticipated.

Kent is such a large county that a great variability within it is effectively inevitable. What cannot be known from county-level data is how far it is in the same neighbourhoods where children and young people suffer many of the different problems associated with child poverty for which the data sources are not available for small areas.

6 N. Warwickshire

Map 19 shows the allocation of LSOAs in the borough to the broad groupings of the ONS geo-demographic classification: of the seven Supergroups which cover the whole country, three do not include any N. Warwickshire LSOAs. Two of these are Multicultural City Life and Professional City Life (both mostly found in London). The remaining 'missing' category is Urban Fringe group of LSOAs whose members are particularly widespread close to the London conurbation edge.

Map 19: ONS classification of LSOAs based on 2001 Population Census data



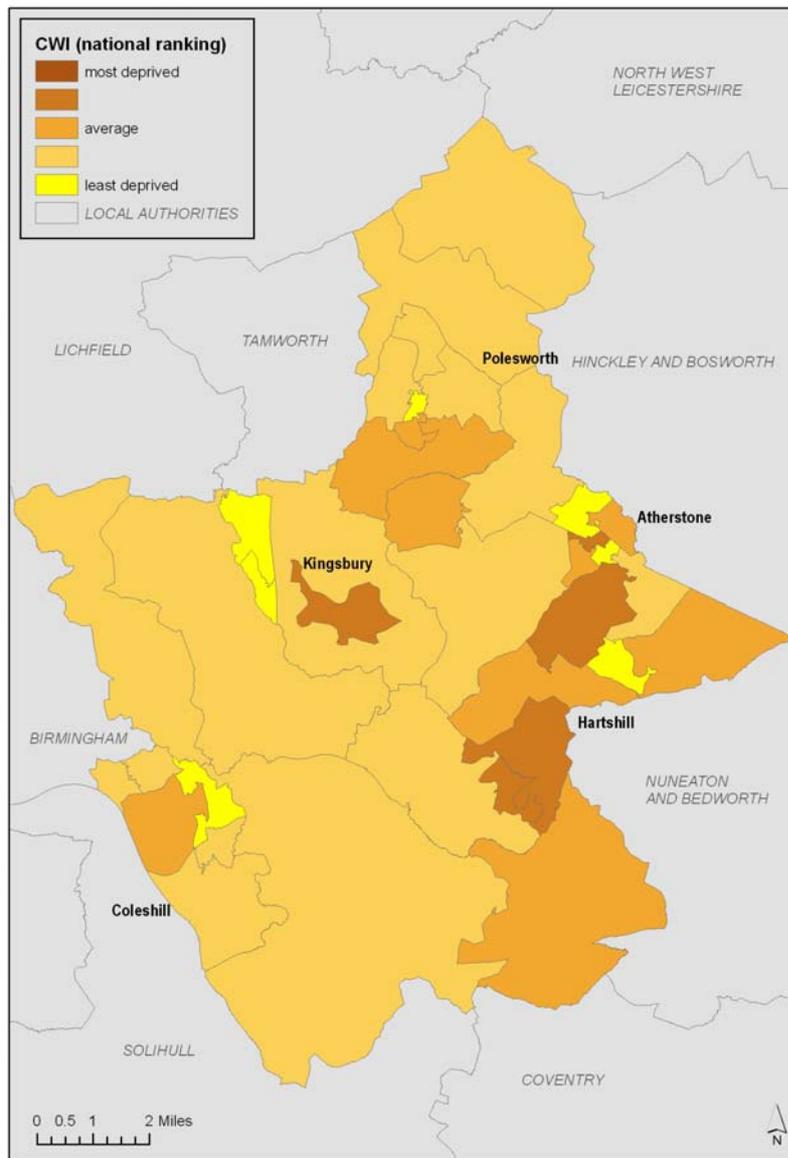
N. Warwickshire LSOAs in a Supergroup called Countryside appear very prominent (Map 19), but this is more due to them tending to be extensive areas rather than to them being very numerous. Most rural areas in the borough fall into this category and this helps the towns stand out against the background that they form.

At the same time, there are favoured rural areas which have been allocated to the Supergroup called White Collar Urban which also includes the whole of the town Polesworth as well as Coleshill (bar one Miscellaneous Urban Areas LSOA).

Of particular interest here are the LSOA in the Disadvantaged Urban Communities Supergroup and it is notable that these only embrace some eastern parts of the former coalfield areas of the borough.

Turning to the headline results from the CWI provides a well-being measure which is highly relevant here, although based on data extending beyond themes directly related to poverty. Map 20 uses the national ranking of CWI values for all LSOAs in the country and then divides these into quintiles. All the LSOAs in the borough are then coloured according to their position within these quintiles.

Map 20: CWI: national ranking values of LSOAs in N.Warwickshire



It can be seen that there is no N.Warwickshire LSOA in the fifth quintile that would be coloured dark brown to indicate that they are among the fifth of English LSOAs where local children have the lowest levels of well-being on average. By contrast, the borough has several LSOAs among the quintile with CWI levels that indicate the highest levels of well-being (these are the areas coloured yellow).

The more deprived parts of the borough include some former mining villages in the south and east of the borough (eg. Kingsbury and Hartshill).

N.Warwickshire mostly has child-related deprivation levels that are near to or below the national average. That said, analysing the more local datasets which are available reveals problems such as children in some former coalfield settlements having poor education results.

For several of the more diagnostic indicators, the survey supplying the data does not have a large enough sample to provide separate statistics for the borough, let alone for the individual settlements within it. These indicators are only available for

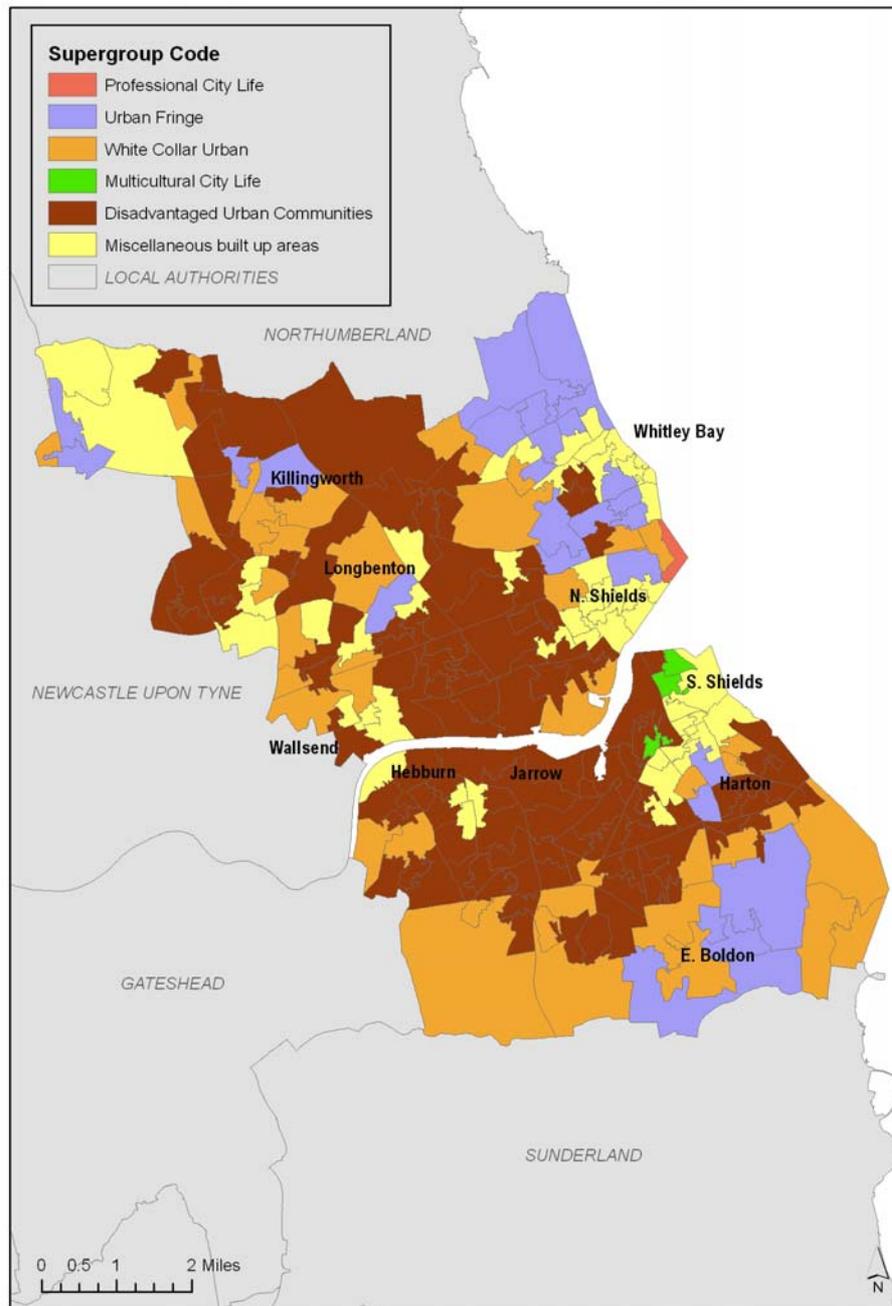
the whole county of Warwickshire and as this is one of England's most prosperous counties these statistics may give a very misleading impression of conditions in this particular borough.

There are some positive findings related to child health and sense of belonging. Less advantageous are measures of job accessibility. This is partly due to the mostly rural nature of the area, although the prosperous area of Coleshill is very near to the conurbation. The other key point is that the recession has been impacting strongly on the Birmingham and Coventry labour markets which the borough is divided between.

7 Tyne Gateway

Map 13 shows the allocation of LSOAs in the two boroughs together to the ONS classification seven-fold broad groupings. Of the seven Supergroups only one does not include any LSOAs in either borough: this is Countryside which in fact might have embraced some parts of North Tyneside if the classification had been based on earlier data, but by 2001 there had been new building on much of its former green belt and other previously undeveloped areas.

Map 13: ONS classification of LSOAs based on 2001 Population Census data



North Tyneside includes in Tynemouth (east of North Shields) one LSOA in the Professional City Life category which is mostly found in London: another largely metropolitan category is Multicultural City Life and this includes some LSOAs in the inner areas of South Shields where this result may partly be due to the presence for many decades of a Yemeni community in the town.

Most of the more affluent areas in the boroughs are classified either into the Supergroup called White Collar Urban or the Urban Fringe category that is the less better-off of the two categories in general. These areas are mostly away from the

Tyne and derive from a suburbanisation trend through the middle of the last century (nb. East Boldon is an example in South Tyneside).

By contrast, Miscellaneous Built-up Area LSOAs tend to be older areas and include more terraced property as well as some more favoured council housing areas. Taking prevailing condition across the region into account, these neighbourhoods are neither unattractive nor among the most sought-after parts of either borough.

Most of the areas where child poverty is likely to be most widespread are in the Supergroup labelled Disadvantaged Urban Communities and this includes many LSOAs along both sides of the river, plus some North Tyneside former pit villages. In fact the latter areas may well have quite a different profile now because since 2001 there has been even more substantial new building east of Killingworth and here the in-coming residents to owner-occupied housing are unlikely to be poor.

Turning to the headline results from the CWI brings the analysis closer to the issue of child-related deprivation, although of course not narrowly measuring poverty. Map 14 below uses the national ranking values for all LSOAs in the country and then divides these into quintiles. All the LSOAs in both boroughs are then coloured according to their position within these quintiles.

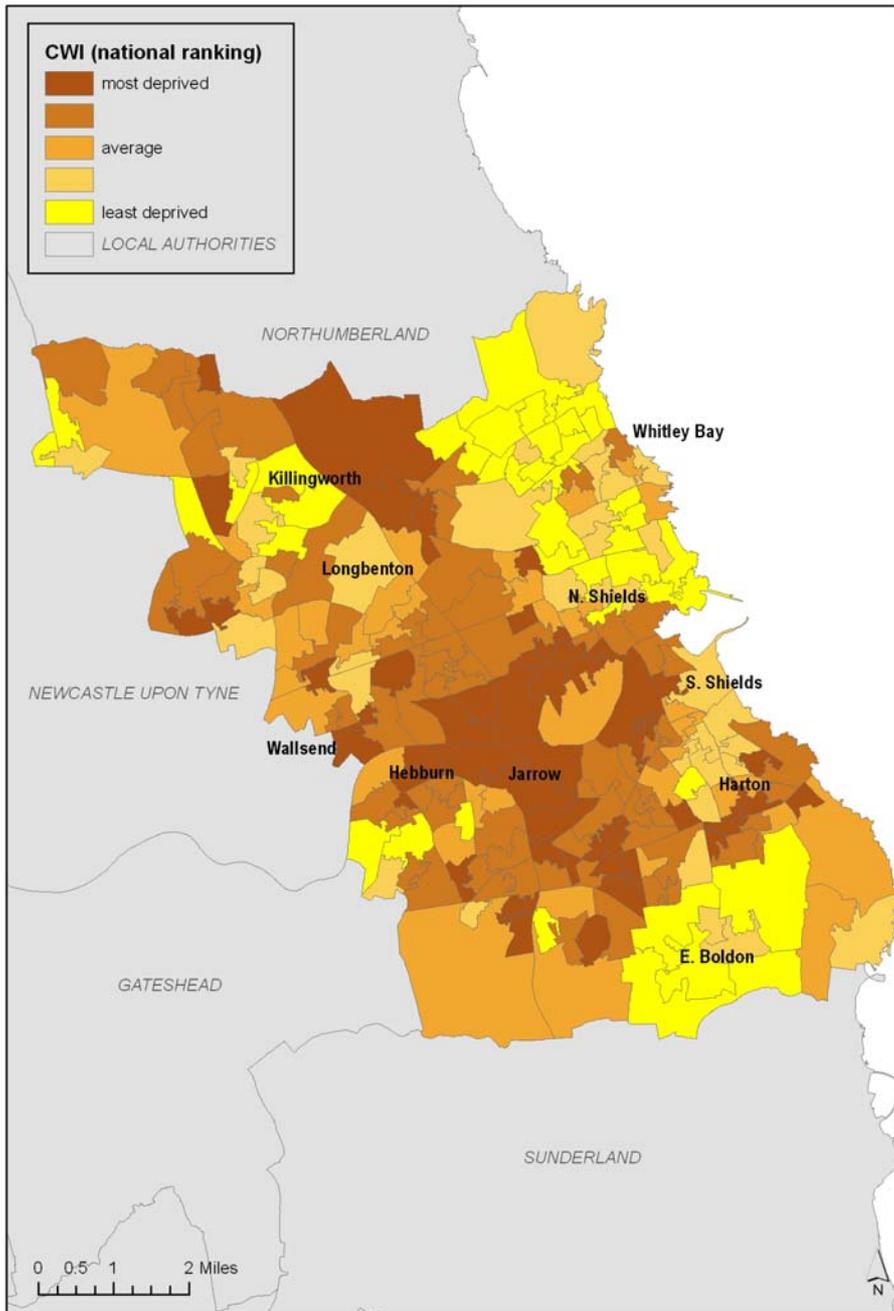
What this shows is that there are numerous Tyne Gateway LSOAs in all the five quintile shading categories. Areas shaded yellow – where children have the highest levels of well-being on average – are mostly near the North Tyneside coast or the South Tyneside southern fringe.

By contrast, the LSOAs among the quintile with CWI levels that indicate highest levels of deprivation (coloured dark brown) almost appear to be 'joining the two boroughs together' because they are largely facing each other along the two sides of the river. This impression is heightened if the large area in the north of the map is ignored, as is necessary because as mentioned earlier new housing in this area has altered its social status.

Tyne Gateway has evidence of above average levels of child-related deprivation, but the picture is partially shrouded by the fact that some key datasets are only available for whole boroughs and on this basis there is a 'cancelling out' of high levels in the riverside areas by low levels in numerous more prosperous suburbs.

Even so, it would not be correct to claim that all the aspects of child poverty show the same local geography. There are some relevant measures on which a riverside area like Jarrow appears to perform quite well. At the same time, the old urban cores of North and South Shields do not show as much evidence of child poverty as might have been expected. In its recent trends the Tyne Gateway area had been seeing child poverty reduction at a faster rate than elsewhere, but the latest figures on recession impacts on unemployment suggest a more rapid increase in this area than elsewhere.

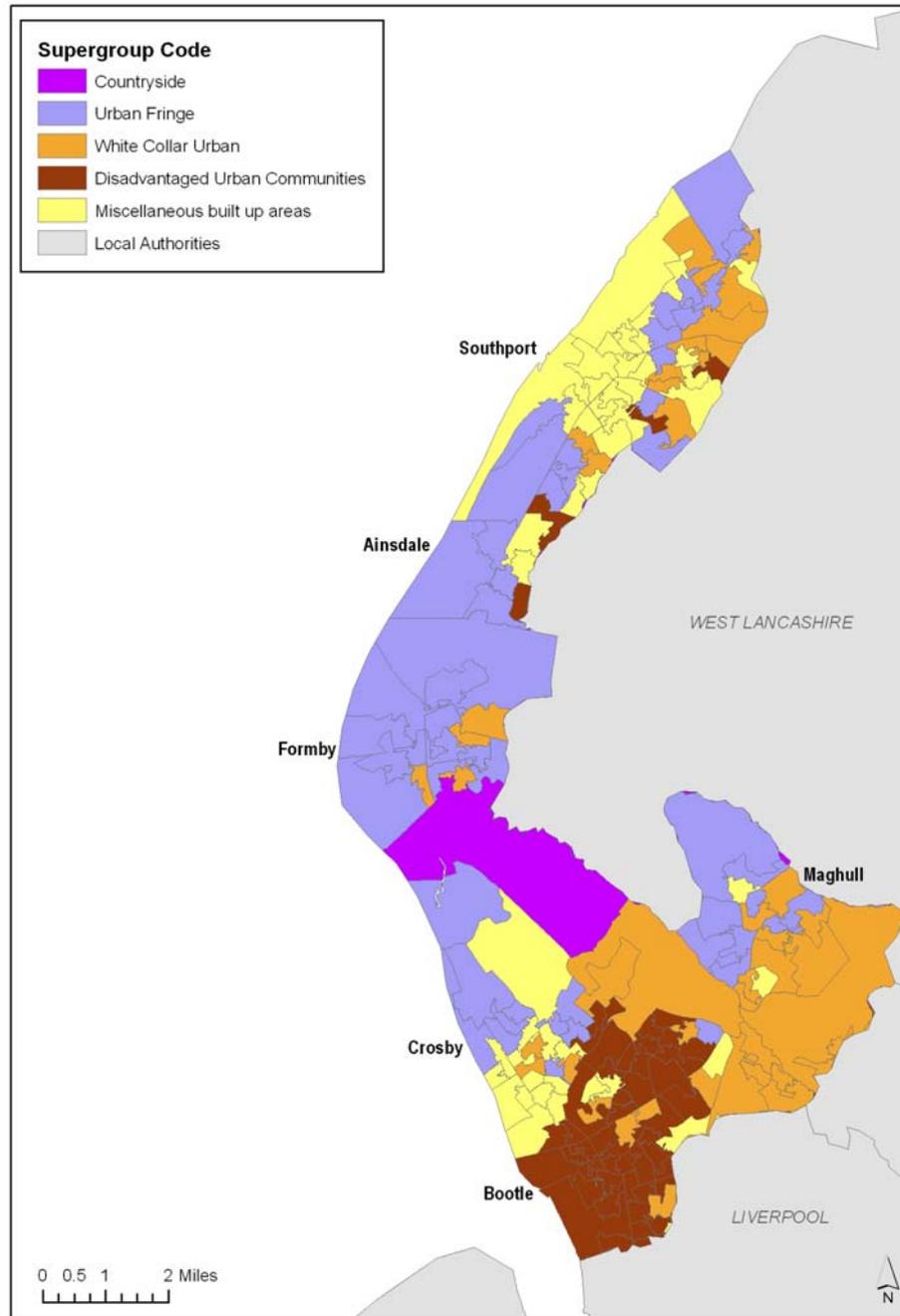
Map 14: CWI: national ranking values of LSOAs in Tyne Gateway



8 Sefton

Map 11 shows the allocation of LSOAs in Sefton to the ONS classification which used 2001 Census data to identify broadly similar neighbourhood groupings. There are seven Supergroups covering England but two include no Sefton LSOAs – the same two as are not present in neighbouring Knowsley – they are Multicultural City Life and Professional City Life (both mostly found in London).

Map 11: ONS classification of LSOAs based on 2001 Population Census data



There is one LSOA in a green belt south of Formby in the Supergroup that is called Countryside whilst LSOAs classified as Urban Fringe include many of the other

less built-up areas in the borough. It should be borne in mind that the classification was based on Census data and so is related to the people who live in each area and not the physical features of the area. This is why LSOAs in Formby town itself are classified as Urban Fringe in the same way as nearby semi-rural areas: there are similar people living in both.

Some of the more affluent areas in the borough like Maghull – from which many people commute to Liverpool – are in the White Collar Urban category; it is notable that only small numbers of Southport LSOAs are in this category. Southport has most LSOAs in the mixed Miscellaneous Built-up Area category that also includes much of Crosby on the edge of the conurbation. This is particularly relevant as Southport is the key target area for Pilot activity.

The areas where child poverty is likely to be most widespread are largely in the Supergroup labelled Disadvantaged Urban Communities and this includes many LSOAs in Bootle but there are also some isolated ‘pockets’ in Southport away from the coast.

The statistics drawn on to generate the CWI were not limited to themes directly related to poverty so it is appropriate to see the CWI summary results as contextual rather than as narrowly measuring poverty. Map 12 below uses the national ranking values for all LSOAs in the country and then divides these into quintiles, coloured by their allocation to a quintile.

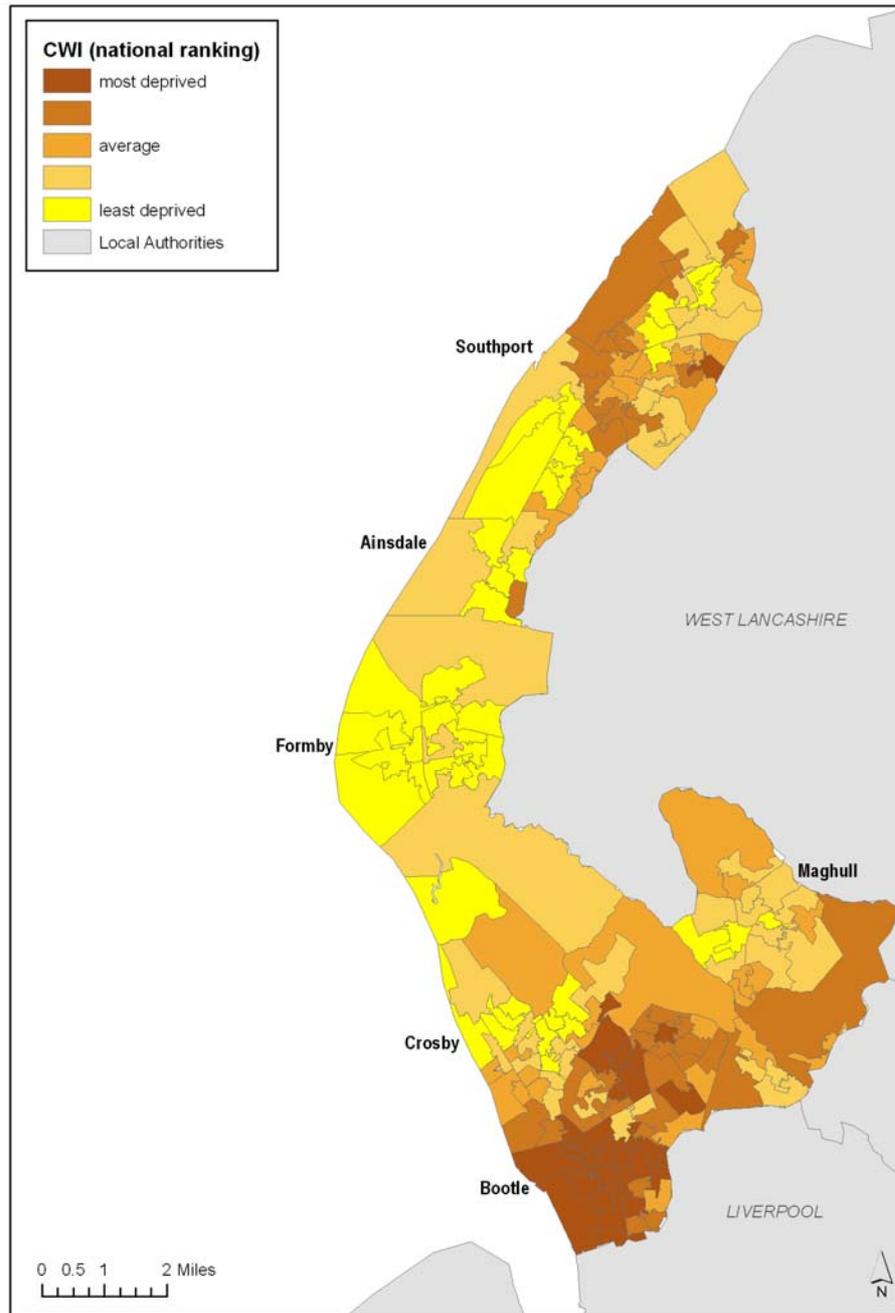
It can be seen that there are numerous Sefton LSOAs in both the first and the fifth quintiles (coloured dark brown and yellow respectively). The numerous LSOAs coloured yellow – found in Formby and south Southport – are among the fifth of all LSOAs in England where children have the highest levels of well-being on average.

By contrast, the borough has many LSOAs among the quintile with CWI levels that indicate highest levels of deprivation: these are the areas coloured dark brown. They are mostly in the southern part of the borough, and Bootle most particularly. One or two outlying parts of Southport are also shown to have significant problems.

Taking the borough as a whole, Sefton has a level of child-related deprivation close to the national average, but maps at the LSOA level draw attention to strong contrasts between different areas. In particular Bootle in the southern part of the borough which abuts Liverpool has many LSOAs where child poverty is intense. There are some parts of Southport with notable levels of disadvantage, but here the evidence suggested specific problems arising in different areas.

Many of the more diagnostic analyses, such as those on levels of adult skills and other aspects of employability, can only be done for the borough in its entirety due to data limitations. The wide variations in life chances seen between constituent parts of the borough suggests that average results for the whole of Sefton in the borough-level data is due to an ‘averaging away’ of what may be a wide gulf between the outcomes for people in different localities.

Map 12: CWI: national ranking values of LSOAs in Sefton



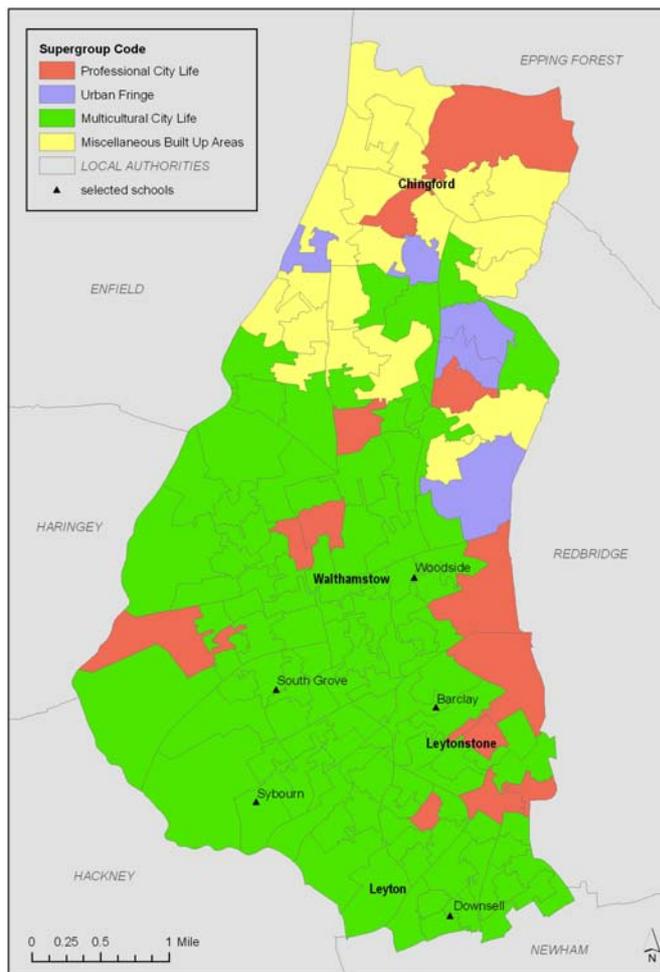
9 Waltham Forest

Map 7 shows the allocation of LSOAs in this outer London borough to the ONS classification's broad groupings. For this borough, the style of mapping used here also includes symbols marking the location of the five local primary schools that are featured in the Pilot activity.

Of the seven Supergroups which cover the whole country, three do not include any LSOAs in the borough. It does include LSOAs in the two categories which between them covered every LSOA in the inner London Pilots discussed above, Multicultural City Life (which includes much of Waltham Forest) and the more advantaged category Professional City Life (which includes very few LSOAs in this Pilot area).

The south of the borough – where the target schools are – has characteristics that make it a virtual extension of inner London and so is notably different to parts like Chingford that are suburban neighbourhoods typical of outer London (nb. there has been no institutional difference between inner and outer London boroughs for some time now).

Map 7: ONS classification of LSOAs based on 2001 Population Census data



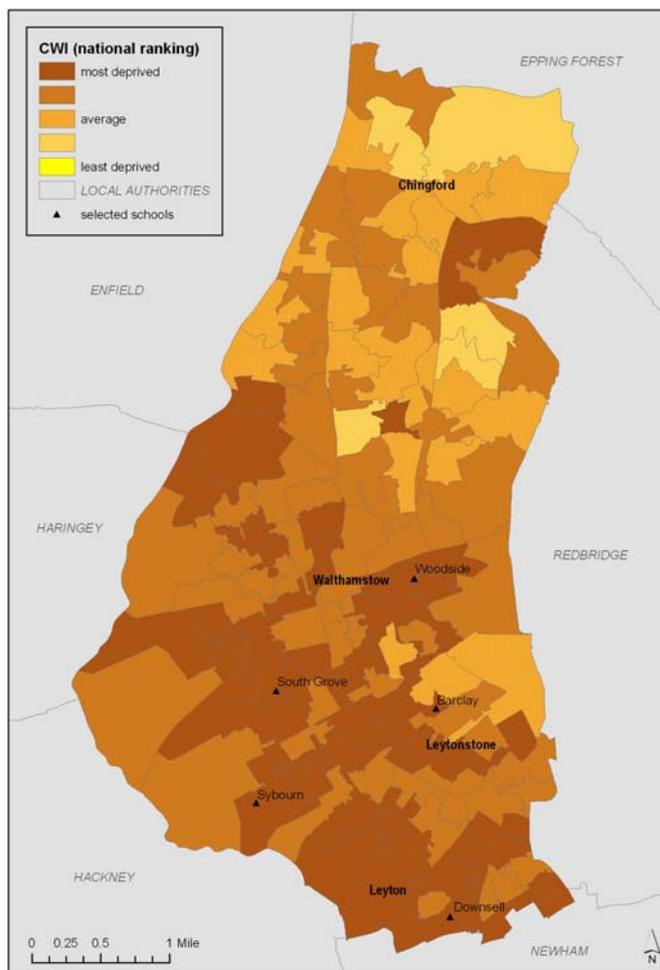
The headline results from the recently-defined CWI draw on data on issues beyond those directly related to poverty, but do reflect the major aspects of deprivation.

Map 8 below uses the national ranking values for all LSOAs in the country and then divides these into quintiles. LSOAs are then coloured according to their position within these quintiles and it can be seen that no Waltham Forest LSOA in the fifth quintile that would be coloured yellow.

What this shows is that *none* of the borough's LSOAs are among the fifth of the country's LSOAs where children have the highest levels of well-being on average. By contrast, the borough has many LSOAs among the quintile with CWI levels that indicate highest levels of deprivation: these are the areas coloured dark brown. They are mostly in the southern part of the borough, and most were areas that the ONS classification identified as Multicultural City Life (Map 7). In the Chingford area are some LSOAs with CWI values which put them among the second most advantaged quintile in the country.

It is noticeable that all five 'target' local primary schools are located in LSOAs where the CWI values are in the most deprived quintile of neighbourhoods in the country according to this measure.

Map 8: CWI: national ranking values of LSOAs in Waltham Forest



Waltham Forest has above average levels of child-related deprivation, and the southern parts that abut inner London share demographic features with other inner city areas such as high proportions of ethnic minorities and rapidly growing

numbers of children. It is these southern parts of the borough where the five target local primary schools are located.

Over the borough more widely there are low levels of adult skills, and higher deprivation levels appear to be becoming more dispersed. Housing affordability remains the chronic problem found in all parts of the capital. There seems to be the rather low level of community identity and potential social solidarity which is often found in more mobile populations.

More positive findings related to child health indicators and educational outcomes, whilst child care take up was above average and also, in comparison to many other parts of the country, the recession has not impacted on London as severely as was initially anticipated.

10 Westminster

Map 3 shows the allocation of LSOAs in the borough to the broad groupings of the ONS geo-demographic classification. Of the seven Supergroups which cover the whole country, only two include any LSOAs in the borough. These are the same two as were present in Islington (Map 1): the more disadvantaged Multicultural City Life category and the better-off Professional City Life LSOAs.

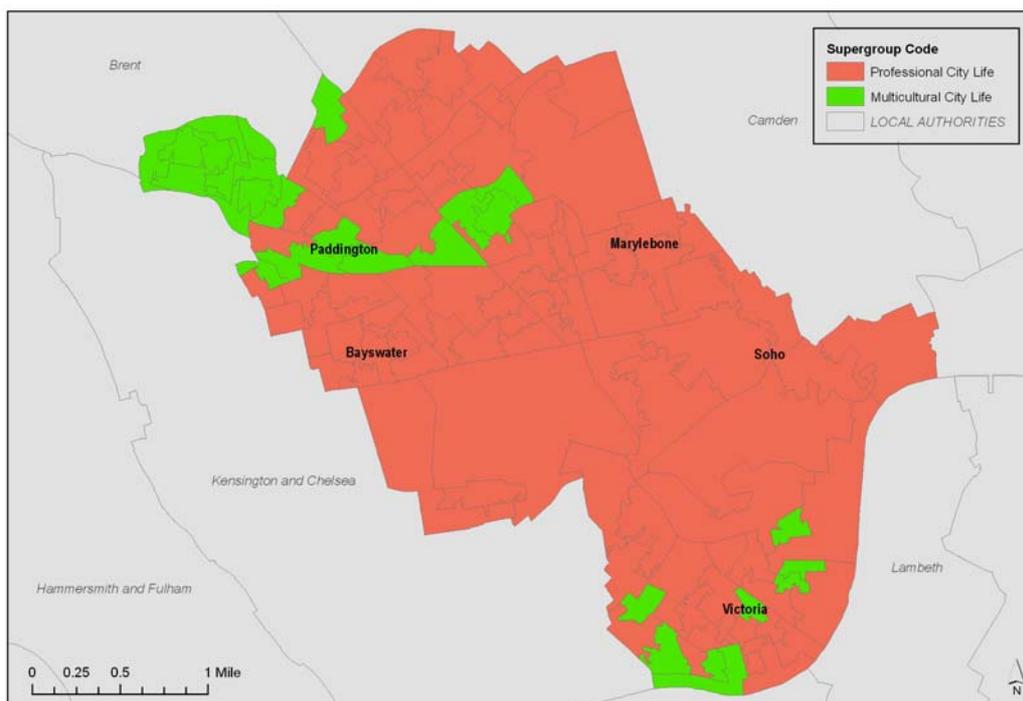
The process of 'gentrification' may have been responsible for some areas now being in the latter category when previously they were more likely to be in the former category, but of course many West End areas were always very prosperous.

Paddington in the north-west of the borough is the only area where the more advantaged category of Professional City Life LSOAs does not strongly dominate. In particular, North Paddington is a relatively extended group of disadvantaged Multicultural City Life LSOAs.

Professional City Life LSOAs often include relatively few children, because these city centre areas are predominantly populated by young professionals. In such circumstances there may well be few children residents, but as a minority they may not be as advantaged as the majority of adults whose circumstances dictate the average values for the area.

The possibility that the children who live in Westminster near better-off adults may not be particularly advantaged can be examined with the headline results from the recent research to provide a Child Well-being Index (CWI). The statistics drawn on to generate the CWI extended beyond themes directly related to poverty so it is appropriate to see these summary results as contextual rather than as narrowly measuring poverty.

Map 3: ONS classification of LSOAs based on 2001 Population Census data



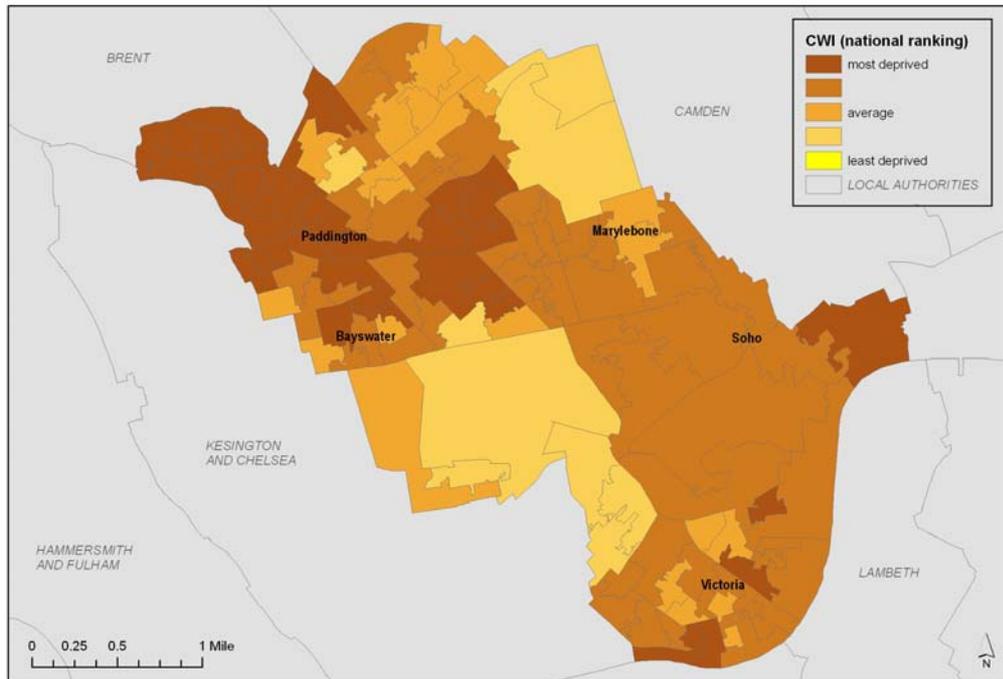
Map 4 below uses the national ranking values for all LSOAs in the country and then divides these into quintiles (five equal ranges). It can be seen that none of the Westminster LSOA is in the least deprived quintile that would be coloured yellow.

The borough has quite a substantial number of LSOAs among the fifth of the country's LSOAs where children have the highest levels of deprivation. There are considerable similarities between the pattern of these dark brown areas and the location of Multicultural City Life LSOAs (Map 3). That said, these areas with high levels of childhood deprivation extend well beyond the North Paddington area. Looking at the two maps together suggests widespread evidence of a central city phenomenon in which quite well-off adults dominate the population profile, but the few children who do live in the same area include some living in poverty.

The other indicators analysed for the Westminster baseline report tended to find below average levels of child-related deprivation, with the eastern parts in central London having very few problems at all. A small minority of the borough's LSOAs share demographic features with other some inner city areas, and one linked result was the extremely high proportion of ethnic minorities among children at school.

Thus the borough is markedly polarised in numerous respects. More positive findings related to child health indicators and educational outcomes, and now the area has the advantage that the recession has not impacted on London as severely as was initially anticipated. For those families who are in poverty, the problem that there is so little affordable housing in the capital is a particularly acute difficulty.

Map 4: CWI: national ranking values of LSOAs in Westminster



ANNEX 2 – COMPONENT 2 TECHNICAL REPORT

Component 2: Technical Report

This Technical Annex to the 'baseline' analyses of Component 2 provides a discussion of the data sources used and their strengths and limitations.

8.3 Child Poverty: some baseline analyses

The initial problem to be faced when compiling evidence on child poverty is that there are many dimensions to both its causes and its consequences. When trying to measure the core issue of child poverty there is of course the problem that the measures are rather indirect because they relate to the levels of income in those households with children: it is not the children themselves with the low incomes.

Another way in which the statistics may only indirectly relate to children is by being about areas rather than about either children or families. That is not to say that data about areas is inevitably a poor substitute for data about children; some key issues are genuinely about the neighbourhood or the wider environment and so these can be properly understood by looking at data about areas.

The Component 2 analysis organises the available data according to the five generic outcome types of this evaluation. The remainder of this Technical Annex follows the structure used for each of the Pilot baseline analyses: it takes each of the five sets of issues in turn, but it starts with a preliminary **overview** of the child poverty problem in the Pilot areas as viewed from a very broad perspective.

The content of this Technical Annex can be summarised as:

- noting decisions made on the information to present (and some *not* to use),
- guiding interpretation of the information, if it is not self-explanatory, and also
- identifying the source that the information used has been compiled from.

A preliminary technical point concerns values for aggregates (such as "all Pilots"). These are derived by weighted averaging of the constituent areas. Thus a value for the combination of Kent and North Warwickshire would be much closer to the value for Kent than that for North Warwickshire because Kent has a much larger population and it is population statistics that are used in the weighting calculation.

8.3.1 Overview

Although part of an overview may involve data at the broad level of the whole local authority area (LA), another way in which an analysis can be broad is that it relates to general patterns, rather than a more 'forensic' analysis or one specific issue. When the issue and its analysis *is* broad and not specific, there can still be some detail provided through examining the data for a set of small areas that the LA can be broken down into. This is particularly relevant here, because there is much discussion in policy literature about the importance of the neighbourhood context for understanding social and economic exclusion.

England has no official definitions of 'neighbourhoods' but in practice the Office for National Statistics (ONS) promote their Lower-layer Super Output Areas (LOAs) within their Neighbourhood Statistics system that was created to help LAs in policy work against poverty and deprivation. There are 32,482 LSOAs in England overall, giving them an average population of around 1,500 residents each. The key feature of LSOAs was that they were defined so that the population of each one fell within the same narrow range (as in the year 2001). Dividing the whole country up into

areas that all have between 1,000 and 2,500 residents means that in major urban areas they can be extremely small in area, whereas in some rural areas LSOAs can seem extensive where they have to group several very small settlements to reach the population size required. LSOAs nest into the wards used for 2001 Census data (viz. ward boundaries as in 2003).

The broadest context which helps with an understanding of the geography of child poverty can be provided by summarising socio-demographic and economic conditions in neighbourhoods. A wide selection of this kind of data taken from the 2001 Population Census was used to produce the classification of LSOAs that the ONS has made available at several levels of detail – SuperGroups are just the broadest of a suite of classifications – for areas of different scale (ie. there are also classifications of LAs). Maps of the classification of LSOAs into SuperGroups were provided for each Pilot area.

source:

www.statistics.gov.uk/about/methodology_by_theme/area_classification/soa_dz/downloads/SOA_DZ_Area_Classification_Guidance.pdf

Although there are still people who avoid claiming the state benefits to which they are entitled, the general understanding is that most people who are entitled to one or more work-related benefit do claim something if they have dependent children. This means that a count of children in households where someone receives at least one of the relevant benefits can be used as reasonable measure of child poverty.

The dataset is from the DWP Work and Pensions Longitudinal Study and counts children in households with Workless Benefits (including Carer's allowance). As the source is not a full survey of all benefit dependents it provides sufficiently robust data at the LA level but not down to the level of LSOAs.

Chart 4.1 Recent child-related benefit statistics

source for counts of under 16s in 2008:

www.statistics.gov.uk/downloads/theme_population/Mid-2008_LSOA_broad_est.zip

source for benefit statistics:

research.dwp.gov.uk/asd/tabtool.asp#benefit_data

There are an almost unlimited number of potentially-relevant statistics on local populations but for many issues – especially at a neighbourhood scale – the latest information is from the 2001 Census whose statistics are not used here as they are often discounted as out-of-date (a view that is certainly an over-simplification but which is less misleading when dealing with more rapidly changing demographic issues such as ethnic profile). More recent statistics are produced by ONS as part of their population estimates dataset (nb. the robustness of the estimates has been refined over many years due to the importance of this dataset in local authority funding calculations). School Census 2007 statistics have been as the basis for the highly relevant ethnicity-related variable about children.

Table 4.1 Current demographic features

source for the last variable:

www.teachernet.gov.uk/doc/11761/2007%20School%20Census%20Specification%20v1.4.doc

source for the other variables:

www.statistics.gov.uk/downloads/theme_population/Mid-2008_LSOA_broad_est.zip

plus for 2001 Census data www.neighbourhood.statistics.gov.uk/dissemination

8.3.2 Family well-being

Here the focus is directly on the issue of children in families who are in poverty. Unfortunately available statistics are very limited at the local scale. The government has identified some key measures of child poverty for monitoring policy progress, but the most valuable – the proportion of children in households below 60% of the average income level – derive from the many surveys whose samples are too small to provide reliable estimates for populations below the regional scale (most notably the ONS's Annual Population Survey (APS) of which the Labour Force Survey now forms part).

Down at the neighbourhood scale it is generally necessary to fall back on using indexes such as the Index of Multiple Deprivation (IMD). Here there is preference for using the Child Well-being Index (CWI) where possible because it was explicitly created to focus on issues of child poverty and deprivation, whereas the IMD gives equal weight to problems facing other groups such as the elderly. In geographical analyses or maps an analysis based on IMD data may give the wrong impression of child-related problems because it reports a pattern which is 'driven' more by the experience of other age groups.

IMD 2004 created a subsidiary Income Deprivation Affecting Children Index (IDACI) which does side-step the problem of some IMD data being less relevant to children. It has also made possible a consistent analysis of local deprivation or poverty for the first time. This is because IMD 2007 has updated the IDACI directly, in a way which is unprecedented because all previous indexes have used somewhat different data and/or analyses to their predecessors.

More recently, ONS produced a new Economic Deprivation Index (EDI) and has calculated back-dated measures covering several years. Unfortunately this analysis has not been taken beyond the mid-decade as yet.

Chart 4.2 Trend in EDI Income Deprivation

source:

www.communities.gov.uk/publications/communities/trackingneighbourhoods2008

The statistics which were drawn on to generate the Child Well-being Index (CWI) extend beyond themes directly related to poverty so it is appropriate to see these summary results as contextual rather than as narrowly measuring child poverty.

For the CWI research, the decision was taken to rely on the approach followed for the Index of Multiple Deprivation which was to collate several measures and derive several 'domain' indicators that can then be later combined for different purposes. The nearest the CWI research produced to a child poverty index was the domain index on Material Well-being: ranking the LSOA values on that measure produces such a similar pattern to that of the overall CWI it is not presented separately here.

For its subsidiary 'domain' index on the level of child-related economic deprivation, the CWI research adopted the IDACI (in practice, the vales from IMD 2007). As has already been noted, this has been calculated on the same basis as part of both IMD 2004 and IMD 2007 which means that the rankings from IDACI values for the two years can be directly compared. As also mentioned above, the latter set of IDACI values (from IMD 2007) are also integral to the CWI (as its subsidiary index on Material Well-being).

Table 4.2 IMD and CWI indices

source for IMD 2007:

www.communities.gov.uk/publications/communities/childwellbeing2009

source for CWI:

www.communities.gov.uk/publications/communities/childwellbeing2009

One fairly frequently used measure of child poverty is based on numbers of free school meals (FSMs). A key disadvantage of this measure is its dependence on the very uneven extent to which children who are poor enough to be entitled to FSMs actually do take them. In some parts of the country there remains a stigma in being a recipient of FSMs and so the take-up is lower than in other areas where attitudes are different.

8.3.3 Child well-being

Looking at potential downstream consequences of child poverty opens up a very wide range of issues which could be explored. As in other parts of this study, precedence is given to issues whose links to poverty are well established and for which there are at least some robust statistics at the level of LSOAs. These criteria lead to an emphasis on health and education outcomes.

Table 4.3 first presents a diversity of statistics on fairly specific issues so that any key concerns for policy can be identified. Looking at narrowly-specified issues in this way tends to limit the spatial breakdown of the data to the level of LAs not LSOAs (in other words, data robustness concerns usually lead data providers to operate what amounts to a trade-off between spatial breakdown and variable breakdown).

Table 4.3 Core indicators of child ill health

source:

www.apho.org.uk/default.aspx?QN=HP_DATATABLES

Measures at the LSOA scale *can* be obtained by drawing on the research carried out to develop the CWI or a similar index. Here the disadvantage is that an index will be less issue-specific and will usually be somewhat out-of-date (because one feature of indexes is that they are only produced intermittently and, when they are, they draw on substantial research which takes time and extends the delay between the time when each individual data inputs was collected and the time when the index values are published). Of the indexes available, it is clearly preferable to focus on the CWI because its values are driven by the experience of children and not other population groups. That said, it is not ideal that the relevant CWI domain index covers both health and disability because disability is not so convincingly seen as an outcome of poverty.

Education is a dimension to deprivation in which, perhaps even more so than in the case of health, many influences other than poverty affect the eventual outcomes. The specific indicator of points achieved at GCSE stage has been analysed for each Pilot area so that recent education data can be examined, looking at the results for the pupils living in each LSOA (nb. they may study some distance away).

source:

DCFS data from www.neighbourhood.statistics.gov.uk/dissemination

For those young people with less positive school results the labour market presents a particularly difficult challenge because the demand for low-skilled workers has declined over time. Those aged 16-18 who are neither in work nor in some training or in further/higher education are now termed NEET (not in employment, education or training).

Chart 4.3 shows the latest LA-level data (because there is no LSOA-level dataset) and for that period there was a general decline in the NEET count, but that welcome trend pre-dated the recession and consequent growth in worklessness.

Chart 4.3 Young people not in employment, education or training (NEET)

source:

www.dcsf.gov.uk/14-19/index.cfm?go=site.home&sid=42&pid=343&lid=337&ctype=Text&ptype=Single

8.3.4 Parental employment

In general, the child poverty Pilot strategies were set in place prior to the recent sharp economic downturn and so increasing parental employment was often taken to be the primary available policy option for reducing child poverty. In this prevailing policy emphasis on the 'supply-side' there was little concern with increasing numbers of jobs but instead the focus was on helping people to compete better for the jobs that exist.

This policy assumption for some time was that enough work is available seems outdated since the onset of recession. More recently it has been recognised that there is value in an analysis of the accessibility of employment. The measure comes from research using Geographic Information System (GIS) techniques to calculate to a very fine level of detail for each small area in the country how long it is likely to take, by foot or public transport, to access the nearest one of the LSOAs termed "employment centres" (nb. nearly a third of all LSOAs were put in this category; the criterion was having at least 500 jobs within its boundary). A maps showing the value for each LSOA has been provided for each Pilot area.

source:

www.dft.gov.uk/pgr/statistics/datatablespublications/ltp/coreaccessindicators2008

Before moving to look at some key data and trends, it is important to recognise that the statistics are not ideal because they do not explicitly deal with parents. In effect, analysing data on the wider working age group and assuming the results indicate the situation of parents is to presume that parents are a 'random' subset of the whole age group. This clearly not a realistic presumption, but with the data available this issue cannot be resolved at the sub-regional scale that is crucial here.

The mobility of people, especially in larger labour markets, poses an acute and possibly insoluble challenge to supply-side policies for relatively small areas. As has been found by research on several area regeneration programmes, making the local people better able to compete for work can succeed for those individuals but there may be little benefit to be seen among the residents of that area if those people move away to more attractive locations. The ultimate aim would be that more generally expanding levels of labour demand would allow people who are only marginally attached to the labour market to get work.

To examine the key trends it is necessary to analyse a whole labour market area, because otherwise the movement of people between more and less attractive residential areas obscures the measurement of how successfully labour demand and supply are being matched. The government funds research to define labour market areas and these are called Travel-to-Work Areas (TTWAs). For many years, unemployment rates and related statistics were not available for areas smaller than TTWAs because these are the smallest areas for which it makes sense to assess the extent to which there was the mismatch of local labour supply and local labour demand which is the basis for worklessness.

Chart 4.4 shows the recent trend in claimant rates across the relevant TTWAs in this Pilot as well as all Pilots combined, plus the equivalent trend for the whole country. The values are based on September claimant counts, expressed as the percentage of resident working age population estimate for the relevant year.

Chart 4.4 Claimant rate at the scale of the whole labour market area (TTWA)

source:

DWP data from www.nomisweb.co.uk

Table 4.4 turns attention to the scale of the Pilot area, with the first two columns showing the impact of the level of worklessness that exist. These statistics come from a survey whose sample is too small to give data for areas smaller than LAs. There are also earnings statistics providing no data for smaller LAs (such as North Warwickshire).

source for earnings data:

Annual Survey of Hours and Earnings from www.nomisweb.co.uk

Different groups in the workforce claim different types of state benefit and so the proportion of all who are in the working age group who are claiming any one benefit can indicate who is having the most difficulty among those in that local labour force.

Statistics on claimants do not capture all who might qualify, and the potential for people to switch from one benefit to another has to be kept in mind (for example, it has been strongly argued that many on incapacity benefit are not hugely disabled, except perhaps by the depression which stems from protracted unemployment resulting from a shortage of suitable jobs locally).

The second pair of columns look at one supply-side aspect of people not being economically active: here a particular interest in some areas is the difference between men and women, with a range of reasons potentially contributing to higher levels of non-activity among women.

Table 4.4 indicators all refer to people who live in the area concerned; many of them may in fact work in another area. All these indicators come from surveys that do not have large enough samples to provide data for LSOAs.

Table 4.4 Economic activity and related indicators

source for first two columns:

DWP Working-Age Client Group from www.nomisweb.co.uk

source for other data:

Annual Population Survey from www.nomisweb.co.uk

8.3.5 Parental employability

Although there is a wide range of potential issues of parental well-being and employability, the fundamental problem for this attempt at a bench-mark analysis has already been signalled: statistics on the specific experience of *parents* are extremely scarce. In fact there are no national datasets on local variations in health or other such outcomes that report frequently on the distinct results for parents with dependent children (whether or not those parents are in poverty). It is often for this reason that data from the 2001 Census will still be used, because it gives robust data for precisely-defined highly-targeted social groups in small areas. In practice the choice comes down to giving up one from three highly desirable characteristics of data: relating to a small target group, being up-to-date and being for small areas.

Chart 4.5 shows in fact that the population across the working age groups is in fact not as well qualified as those in the comparator areas (England in general, and the ten Pilot areas in combination). One factor to keep in mind here is the very high level of mobility of young people: those who were at school in an area may move elsewhere as they enter the labour force. As a result, there may be little correlation between the school qualification levels and workforce qualification levels in an area.

Chart 4.5 Working age people's qualification level

source:

Annual Population Survey from www.fti.communities.gov.uk/fti/DataDownload.aspx

Chart 4.6 provides a solitary example of the type of dataset which would be very valuable in this context, because it not only looks specifically at parents it is also further targeted by highlighting the experience of low income working families.

The measure is of take up of child care, which has seen considerable policy support and investment recently. This dataset has been collected with the specific intention of allowing the impact of this policy to be tested among the target group of low income working families: as such, it shows the type of intelligence which could be gained from extending that investment in data gathering to cover other similar aspects of the policy agenda to overcome hurdles faced by those who can move into lower paid work.

Chart 4.6 Child care take up among low income working families

source:

DCSF data from www.fti.communities.gov.uk/fti/DataDownload.aspx

8.3.6 *Wider capacity*

The final generic outcome type covers aspects of the wider area which may help resist the growth in child poverty. A major element of this is institutional capacity, but that is dealt with elsewhere in terms of local government capacity. As for the capacity of local voluntary groups and charities – which may be very important – there are no measures of this which can be analysed in the ways used in this section of the report.

Another potentially important issue for which there are no available measures is the strength of social capital in the local community. That said, social capital is more properly seen as the attribute of a person, so a measure across a whole population would not really be information relating to a *community* issue as such, but instead would be providing data on the ‘average’ local resident.

One innovation that is important for present purposes is the Places Survey which collects relevant opinions of a representative sample of the residents of each local government area. Selecting from these responses it is possible to build a partial picture of what might be termed community spirit, a feature which is widely recognised in European policy dialogue as social solidarity and is associated with resilience to poverty and social exclusion.

On all these four questions, the average value for all the Pilots in aggregate is very similar to that of the country as a whole, which suggests that these indicators can be interpreted with a degree of confidence. This is because with almost all the earlier datasets examined, these two comparator values were also very similar.

Table 4.5 Broader aspects of the Pilot Area community profile

source:

www.communities.gov.uk/publications/corporate/statistics/placesurvey2008

Although the CWI crime measure is derived from statistics which are not about crime by children, or necessarily against children, the data drawn upon went through a weighting process based on the relative salience of different crime types to children. As a result, maps have been provided of the CWI crime index value for each LSOA in each Pilot area.

source:

www.communities.gov.uk/publications/communities/childwellbeing2009

The last two tables presented in the cross-cutting analysis compare the Pilot areas in ways which relate to the Pilot local authorities (NB. at this point the two authorities in Tyne Gateway need to be taken separately). Table 4.6 presents the per capita expenditure of the Pilot authorities on the provision of some particularly relevant services. Because it is a shire district when the spending categories of key interest here are county and unitary authority remits, there are no values which can be provided for N. Warwickshire.

Table 4.6 Revenue Expenditure per Capita 2006/2007

source:

www.local.communities.gov.uk/finance/stats/lqfs/2008/index.htm

The final Table 4.7 below reports Audit Commission summary findings on the quality of the service provided by the Pilot authorities under a series of categories relevant to Pilot activities.

Table 4.7 Comprehensive Performance Assessment Scorecard 2008

source:

<http://cpa.audit-commission.gov.uk>

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