



HM Government

# Consultation on the Child Poverty Strategy 2014-17

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# Consultation on the Child Poverty Strategy 2014-17

Presented to Parliament  
by the Secretary of State for Work and Pensions  
by Command of Her Majesty  
February 2014



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## **Published alongside this Strategy:**

An evidence review of the drivers of child poverty for families in poverty now and for poor children growing up to be poor adults.

The Government aims to reduce child poverty across the United Kingdom. We also recognise that many of the policy levers which are needed to reduce poverty are the responsibility of the devolved administrations and that many of the actions outlined in this strategy will only apply to England. Each of the devolved administrations is responsible for producing their own strategy on child poverty and for taking action on child poverty in those areas where policy is devolved. The Government will continue to work closely with the devolved administrations to reduce child poverty across all parts of the United Kingdom.

# Child Poverty Strategy Foreword – Secretary of State for Work and Pensions



The Coalition Government's first child poverty strategy was published three years ago, in the midst of the toughest economic times for a generation. Following the global recession, our challenge was to repair Britain's economy – vital not only to securing our country's future but also to people's lives. After all, if we didn't restore our finances, the biggest losers in the end would be the poorest in our society, those who most rely on public services and Government support in order to turn their own lives around.

Since 2011, we have made real progress in restoring our economy and supporting a burgeoning labour market - action which has made a meaningful difference to children's lives in the process. There are now fewer children living in workless households than at any time since records began, having fallen by 274,000 under this Government. For each parent who has gained a job, there are children who have gained a role model to look up to, offering hope and self-worth, with aspirations for their own future transformed. So too where Government support has helped parents to escape problem debt or break free from addiction, or where early intervention has maintained a stable, loving family environment, giving children the best chance of a success themselves.

This is the kind of life change that makes a lasting difference to children's outcomes. What the last Government's record makes clear is that it cannot be achieved through income transfers alone. The doctrine of 'poverty plus a pound' failed because it put process ahead of people – pouring money into benefits and tax credits for low income families, but without asking whether that made a real difference to why they were in poverty in the first place. Instead of treating the symptoms of poverty, it was time to treat the cause.

This strategy restates the Government's commitment to tackle poverty at its source – be it family breakdown, education failure, addiction, debt or worklessness. We are clear that this task starts from the earliest stages in a child's life. Through our investment in the early years and the Pupil Premium, we are determined to give youngsters the best possible start, with schools seen by struggling families as the route to a better life for their children. By tackling the barriers faced by disadvantaged children, raising educational attainment, and leaving no child behind, we can break that destructive cycle of poverty.

Work also continues to be a focus in our vision for tackling child poverty. By tackling the particular factors which make it harder for some poor families to work their way out of poverty, we will give them a better opportunity to make that positive move. Our welfare reforms are about ensuring it is no longer more worthwhile to be on benefits than in work, and through Universal Credit, we are restoring not only the incentive to get a job, but what's more, to progress onwards and upwards towards self-sufficiency. As families do so, support to protect their living standards remains important. That is why we are taking steps to reduce household costs – from fuel and energy, to food, water, and transport. At the same time, by widening access to affordable credit and increasing the supply of affordable homes, we are helping parents to afford the essentials that matter to their children.

Clearly there is still more to do if we are to realise that ambition. And to make it a reality, we need effective services that reach beyond central Government alone. We must harness inspirational local leadership, and build strong partnerships across a diverse range of organisations. This is why we are launching this consultation on the strategy to hear your views and leverage your expertise. Our intention is to renew the impetus for the further action needed – not only from central and local Government, but so too employers, the voluntary and community sectors. To make further meaningful progress to tackling child poverty, we must work together to transform the lives of the poorest in our society.

A handwritten signature in black ink, appearing to read 'Iain Duncan Smith', written in a cursive style.

**The Rt Hon Iain Duncan Smith MP**  
Secretary of State for Work and Pensions

# Child Poverty Strategy Foreword – Minister of State for Schools



Tackling child poverty must be a key priority for any Government. In an advanced economy such as ours, we cannot stand by when disadvantaged children not only suffer the effects of poverty today, but are four times as likely to become poor adults. We need action now to make sure that where you start in life does not determine where you end up.

Our draft Child Poverty Strategy is a clear and thorough account of the Coalition Government's commitment to improving conditions for poor children and breaking this cycle of disadvantage. We are taking a rigorous, evidence based approach which focuses on sustainable solutions that work for the long-term and make our society fairer.

We know that education is the key; poor children who do well at school are much less likely to become poor adults. And we are making progress. Under this Government, poor children are doing better than ever at school – the proportion of children on free school meals getting 5 good GCSEs has increased from 31% in 2010 to 38% in 2013.

But more than 6 in 10 children on free school meals still fail to secure good grades. We are determined to raise the attainment of all our children and help the poorest catch up and I am proud of the decisive action the Coalition has taken. Since 2011, we have invested £3.75 billion in the Pupil Premium so that schools can ensure that their poor children reach their full potential.

Next year, the Pupil Premium will be worth £2.5bn. This means that poor children who are poor throughout their school career will now receive an additional £14,000 to boost their attainment. By working closely with Ofsted, we will maximise the effect of this investment and make sure that schools are held to account for closing the attainment gap for disadvantaged pupils.

We also need to address attainment gaps in the early years and our draft Strategy sets out this Government's focus on early education. On top of existing provision, we have committed £760m to provide additional funded early years education places for 260,000 disadvantaged 2 year olds.

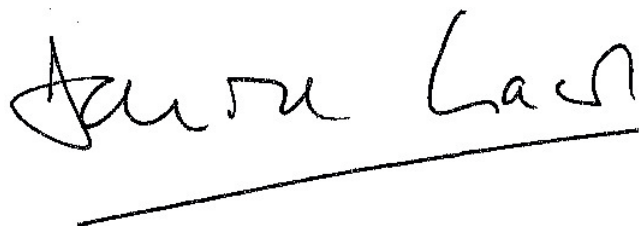
Further, the Deputy Prime Minister has announced that from this September, all infant school children will receive free school meals. This will mean that an additional 100,000 poor children can eat a free, nutritious meal, bringing free school meals to many infants living in poverty for the first time. This is a major investment in all our young children and will level the playing field for the poorest.

Across Government, we are determined to support hard-working families and address the experience of children in poverty now. We have cut income tax for those on the minimum wage by almost two thirds and we are further reducing the cost of living for low income families with more support for affordable housing, reduced utility bills and a cap on payday lenders.



No child should have to live in poverty. No child should become a poor adult for the simple reason that their parents were poor. Education is the tool we must use to break this cycle.

We want to hear your views on our approach, and we hope that you will respond to the consultation. We want to work together with you to build a stronger economy and fairer society for all our children.

A handwritten signature in black ink, reading "David Laws". The signature is written in a cursive style. Below the signature is a solid black horizontal line.

The Rt Hon David Laws MP  
Minister of State for Schools



## Executive summary

1. This Government is focused on breaking the cycle of disadvantage – where you start in life should not determine where you end up. Ending child poverty is an essential part of this vision. We remain firmly committed to our Coalition agreement to maintain the goal of ending child poverty in the UK by 2020.
2. Child poverty matters. Whilst some children thrive despite the poverty they grow up in, for many children growing up in poverty can mean a childhood of insecurity, under-achievement at school and isolation from their peers. Children who grow up in poverty all too often become the parents of the next generation of children living in poverty.
3. This Strategy sets out the action we will take from 2014-17 to tackle poverty through:
  - Supporting families into **work** and increasing their earnings,
  - **Improving living standards**, and
  - Preventing poor children becoming poor adults through raising their **educational attainment**.
4. In many areas we have made **good progress in tackling child poverty**. For example, despite the tough economic climate, employment has increased by 1.3 million since 2010<sup>1</sup> and since 2010 the number of children under 16 in workless households has fallen by 274,000.<sup>2</sup> Poor children are doing better than ever at school, with the proportion of children on free school meals getting five good GCSEs including English and maths increasing from 31% in 2010 to 38% in 2013.<sup>3</sup>
5. However, there is more that we need to do. For example the risk of children in working households being in poverty has changed little over the past decade<sup>4</sup> and poor children still do worse at school than their peers.<sup>5</sup>

### Tackling the root causes of poverty

6. This Strategy sets out what action we will take from 2014-2017 to tackle child poverty, building on our 2011 Strategy. We firmly believe the way to end poverty is to tackle the **root causes of child poverty now and across generations** so we can transform lives.

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<sup>1</sup> Labour Force Survey Oct-Dec 2013

<sup>2</sup> ONS (2013b)

<sup>3</sup> DfE (2014)

<sup>4</sup> DWP (2013c)

<sup>5</sup> DfE (2014)

## Work

7. The evidence is clear that the root causes of families being in **poverty** are worklessness or low earnings (either not working enough hours or not being paid enough). Children in workless families are three times as likely to be in relative poverty than families where at least one parent works.<sup>6</sup> And of the 1.5 million children in poor working families in 2011/12 only 100,000 were in families where all parents were in full time work.<sup>7</sup>
8. In 2014-17 we will **support families into work and increase earnings** by:
  - Creating jobs – Nearly 1.7 million private sector jobs have been created since 2010<sup>8</sup> and we will continue to help businesses to grow for example by enabling small and medium size companies to access credit, investing in infrastructure and reducing National Insurance Contributions for some businesses.
  - Supporting families into work – support for those out of work through the Work Programme, Help to Work scheme and flexible support through Jobcentre Plus, help for families with multiple problems through the Troubled Families programme and increasing work expectations to ensure those who can work, do.
  - Making work pay – having clearer work incentives through introducing Universal Credit – which will lift up to 300,000 children out of poverty,<sup>9</sup> reforming the welfare system, subsidising childcare and providing free school meals to all infant school children.
  - Tackling low pay – enforcing the minimum wage and continuing to lift low-income families out of the tax system.
  - Helping people move on to better jobs that pay more – improving qualifications, reviewing zero-hours contracts and providing additional support to move into better jobs.
9. We will **tackle the barriers some families face to work**. The evidence is clear that there are key family characteristics which make it harder for some poor families to work their way out of poverty. The five key factors are long-term worklessness, having low qualifications, raising children on your own, having three or more children to care for, and experiencing ill health. We will tackle these through:
  - Improving the qualifications of parents through adult apprenticeships, investing in basic literacy and numeracy and helping parents through the National Careers Service.
  - Tailored support for one-parent families to overcome the barriers to work they face. This includes, additional support through Universal Credit so they can keep more of their earnings before their benefits start being withdrawn, bespoke support from our employment services and ensuring they begin getting ready for work when their youngest child turns three.
  - Ensuring parents of larger families know how much better off they would be in work or working more hours, encouraging flexible working so that parents of larger families can find and progress in jobs that suit their needs and those of their family and working to raise basic skill levels of parents of larger families.

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<sup>6</sup> DWP (2013c)

<sup>7</sup> Calculation from DWP's 2011/12 HBAI publication

<sup>8</sup> Labour Force Survey Feb-Apr 2010 – Aug-Oct 2013

<sup>9</sup> DWP internal analysis, for details see endnote i, page 48

- Helping poor parents with health conditions to work by providing tailored support as set out in our Disability and Health Employment Strategy, clearer, more flexible benefit rules, support for employers to employ parents with health conditions and help for parents who experience mental health issues.

## Living standards

10. We will work to support the **living standards of low-income families**. For those families who can work, increasing their income through work is the best way to protect their living standards. But for those families who can't work we will continue to provide a welfare safety net. In 2011/12, we spent around £20 billion on payments to workless households with children.<sup>10</sup>
11. We will **reduce costs** through:
  - Promoting competition across all areas to allow businesses to grow and enter new markets, to push prices down and quality up.
  - Reducing fuel costs by reducing the typical energy bill by around £50 on average in 2014/15. We are also giving some low-income families money off their bills each year through extending the Warm Home Discount to 2015/16. We are also reducing the amount of fuel they need to pay for by making their homes more energy efficient.
  - Reducing water costs by capping the bills of low-income families with three or more children on a water meter and promoting social tariffs that provide cheaper costs for low-income families.
  - Reducing food costs for low-income families through Healthy Start Vouchers for young children, free school meals for all infant school pupils, breakfast clubs in deprived areas and free fruit and vegetables at school for primary school children.
  - Reducing transport costs for low-income families through free home to school transport, limiting rail fare increases and introducing more flexible tickets, and keeping the price of petrol down through freezing fuel duty since 2011, saving a typical motorist £680 over this Parliament.
  - Tackling rising housing costs by increasing the supply of affordable houses – we are investing £11.5 billion to get Britain building more homes in the four years to 2015, and will spend a further £5.1 billion from 2015-2018.
  - Increasing access to affordable credit through expanding credit unions, protecting consumers by cracking down on pay day lending (including by imposing a cap on the cost of credit) and tackling problem debt by providing budgeting advice through Universal Credit and the Money Advice Service for those in difficulty.

## Education

12. We will **break the cycle of poor children going on to be poor adults**. Poor children are four times as likely to become poor adults than other children.<sup>11</sup> We will only succeed in ending child poverty if we end this cycle. Raising the educational attainment

<sup>10</sup> In 2011/12, we spent £45 billion on out of work benefits and income related benefits and tax credits for families with children (around £20 billion was spent on payments to workless households and around £25 billion on payments to working households). For further details on this calculation see endnote ii, pg 48.

<sup>11</sup> Blanden, J. and Gibbons, S. (2006)

of poor children is the key way to do this. We will continue to raise **educational attainment** through:

- Increasing the number of poor children getting quality pre-school education with 15 hours free for all three and four year olds and for two year olds from low-income families, getting better qualified staff in pre-school settings and having a simpler early years curriculum.
- Ensuring poor children do better at school by giving disadvantaged pupils an additional £14,000 throughout their school career – a £2.5 billion a year commitment through the Pupil Premium.<sup>12</sup> We are holding schools to account for how well poor children do, and making sure we have ever better teachers. We will also put in place targeted support for poor children who fall behind, with £500 per child who is behind at age 11 and Summer Schools to prepare poor children for secondary school.
- Supporting poor children to stay in education post 16 to get the right skills and qualifications and helping them to move into work through “on the job” training, apprenticeships and better careers advice.

13. We will also **tackle the barriers poor children face to doing well at school**. The evidence is clear that there are key family characteristics which make it harder for some poor children to do well at school. The six key factors are a poor home environment, under-developed “character” skills (e.g. social skills, self-esteem, resilience), a parent being ill, a child experiencing ill health themselves, having parents with low qualifications and the family’s income. We will tackle these through:

- Helping parents provide the best possible home environment through parenting classes and free books.
- Giving schools increased freedom so they can develop children’s “character” skills.
- Helping parents who experience mental health issues (including through the expanded health visitor service), investing in drug and alcohol dependency treatment and supporting young carers.
- Increasing support for children with Special Educational Needs as set out in the Children and Families Bill and our new code of conduct.

## Working with others

14. Central government action cannot, by itself, end child poverty:

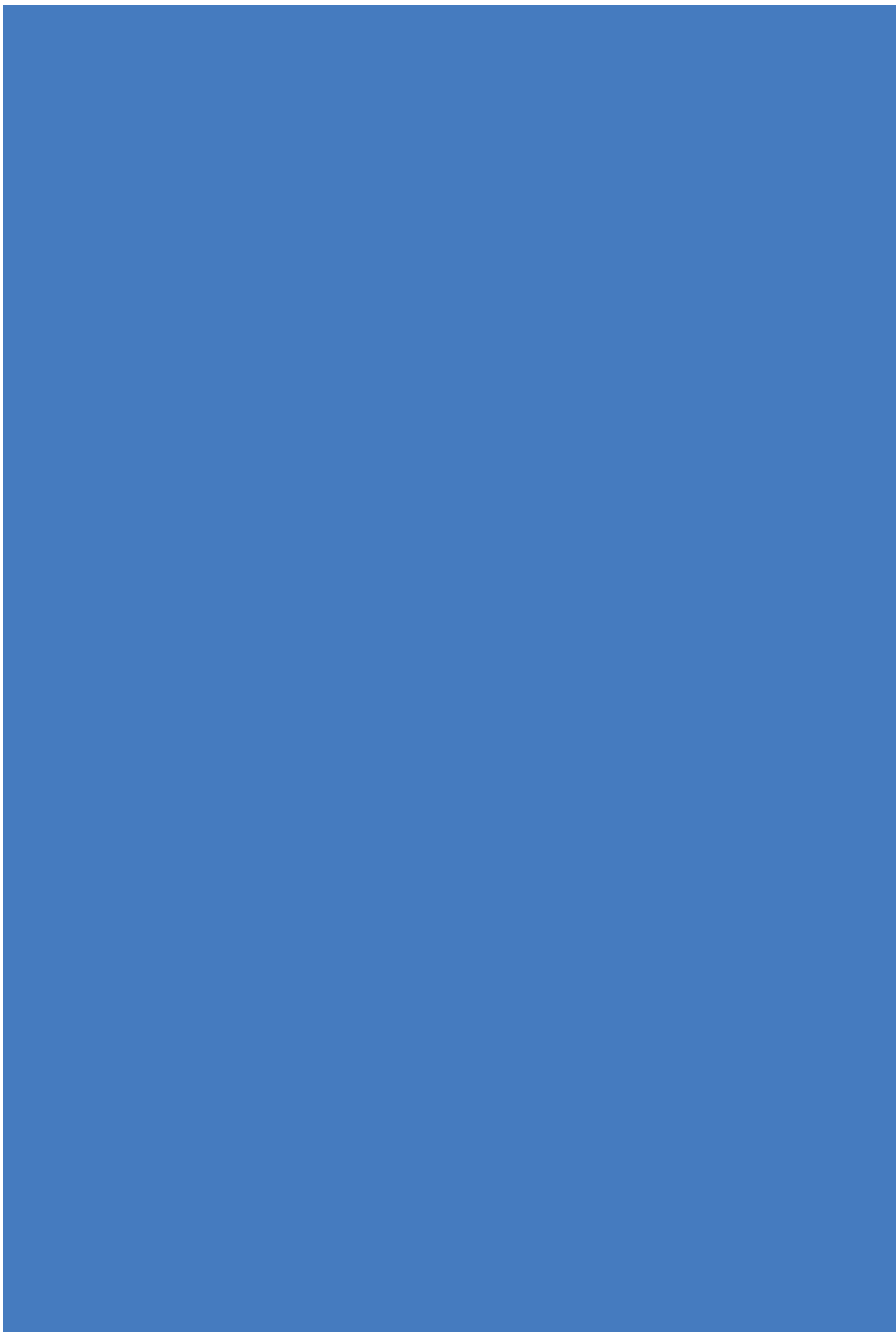
- Employers have a key role to play, for example paying decent wages, supporting flexible working, offering recognised training and qualifications and helping their staff progress at work.
- Where people live matters. Each local area faces a different challenge in tackling child poverty. Local agencies now have the flexibility they need to tailor their services to meet local needs, for example supporting employment and skills and tailoring education, health and neighbourhood services.
- The devolved administrations have their own responsibilities on child poverty and are taking action in the areas devolved to them, for example education.

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<sup>12</sup> We will invest £2.5 billion a year by 2014/15. Funding will rise from £900 per pupil per year in 2013/14 to £1,300 in 2014/15 for primary pupils and £935 for secondary pupils.

## Next Steps

15. We would welcome your views on this draft Strategy. We want to know what works well locally, what more can be done and how we can work together to end child poverty. To find out your views, we've set out a series of questions at the end of the Strategy. Please respond by completing the online response form at: [www.education.gov.uk/consultations](http://www.education.gov.uk/consultations). Your response will inform our final 2014-17 Child Poverty Strategy to be laid in Parliament in 2014.





## Introduction:

# The case for ending child poverty

1. This Government is focused on breaking the cycle of disadvantage – where you start in life should not determine where you end up. Ending child poverty is an essential part of this vision. Children experiencing poverty face multiple disadvantages that often continue throughout their lives and are all too often passed on to the next generation.
2. We remain firmly committed to our Coalition agreement to maintain the goal of ending child poverty in the UK by 2020. This Strategy meets our requirements under section 9 of the Child Poverty Act 2010.
3. Child poverty matters. Despite being a rich country, many children in the UK live in poverty. Whilst some children thrive despite the poverty they grow up in, for many children growing up in poverty can mean a childhood of insecurity, under-achievement at school and isolation from their peers. Children who grow up in poverty are four times as likely to become poor adults,<sup>13</sup> becoming the parents of the next generation of children living in poverty.
4. Ending child poverty is also important for economic growth. If every child does well at school and finds a job, they would earn more for themselves and boost economic growth. Countries with successful education systems grow faster and education is becoming increasingly important for growth.<sup>14</sup> Analysis by the Sutton Trust has suggested that reducing the attainment gap between children from poorly educated and highly educated families to Finnish levels would add £56 billion to UK GDP by 2050.<sup>15</sup> More qualified people earn more, reflecting their higher productivity.<sup>16</sup>
5. This Strategy sets out how we will build on our 2011 Strategy to take action between 2014-17 to tackle child poverty:
  - Chapter 1 sets out the action the Government is taking to help families to move into work, to work enough hours and earn enough to escape poverty.
  - Chapter 2 sets out what the Government is doing to improve the living standards of low-income families, focusing on increasing incomes, reducing costs of necessities and preventing problem debt.

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<sup>13</sup> Blanden, J. and Gibbons, S (2006)

<sup>14</sup> Hanushek and Woessman (2012)

<sup>15</sup> The Sutton Trust (2010)

<sup>16</sup> Jenkins, A., Greenwood, C. and Vignoles, A. (2007)

- Chapter 3 sets out what the Government is doing to ensure poor children do better at school, the key to breaking intergenerational poverty.
  - Chapter 4 sets out the action that is needed by employers, local agencies and the voluntary and community sector to end child poverty.
6. This Strategy is based on the evidence of what drives child poverty. We have completed an Evidence Review – examining a wide range of research from academia, Government departments, and private research institutions (both domestic and international) – to identify what are the key factors that make it harder for some families to get out of poverty and what are the key factors that make some poor children more likely to become poor adults. To tackle child poverty we need to tackle these factors. We are publishing this Evidence Review alongside this Strategy.
7. We'd like everyone's views on how we can work together to end child poverty. Only by working together can we transform the lives of the poorest children. The consultation questions and how to respond to this consultation are set out at the end of this document.

# Chapter 1:

## Tackling Child Poverty Now

### Summary

The evidence is clear that the root causes of families being in poverty are worklessness and low earnings (either not working enough hours or not being paid enough). Children in workless families are three times as likely to be in relative poverty compared to families where at least one parent works.

In 2014-17 we will support families into work and increase earnings by:

- Creating jobs – nearly 1.7 million private sector jobs have been created since 2010<sup>17</sup> and we will continue to help businesses to grow for example by enabling small and medium size companies to access credit, investing in infrastructure and reducing National Insurance contributions for some businesses.
- Supporting families into work – support for those out of work through the Work Programme, Help to Work scheme and flexible support through Jobcentre Plus, help for families with multiple problems through the Troubled Families programme and increasing work expectations to ensure those who can work, do.
- Making work pay – introducing Universal Credit, reforming the welfare system, subsidising childcare and providing free school meals to all infant school children.
- Tackling low pay – enforcing the minimum wage and continuing to lift low-income families out of the tax system.
- Helping people move on to better jobs that pay more – improving qualifications, reviewing zero hours contracts and providing additional support.

There are key family characteristics which create barriers for some poor families to work their way out of poverty. The five key factors are being long-term workless, having low qualifications, raising a child on your own, having three or more children to care for, and experiencing ill health.

In 2014-17 we will tackle these specific barriers through more intensive support for those who are long-term unemployed, raising poor parents' qualifications, tailoring support for one-parent families and supporting family stability, reducing costs for all families and helping poor parents with health conditions.

<sup>17</sup> Labour Force Survey Feb-Apr 2010 – Aug-Oct 2013

1. It is not the same households who are poor year-on-year – approximately half of children who are poor in one year are not poor one year later.<sup>18</sup> But there are a significant minority of children that are persistently poor. In 2005-2008, 12% of children were poor for at least three years out of four.<sup>19</sup>
2. Work is the most sustainable route out of poverty. Children in long-term workless families have a higher risk of experiencing persistent poverty.<sup>20</sup> The evidence is clear that the key driver of being stuck in poverty is worklessness and low earnings.
3. As the Social Mobility and Child Poverty Commission agree, “the best way in which child poverty can be ended is through a strategy which has at its heart getting parents into sustainable employment with *decent earnings*.”<sup>21</sup> We want families to be able to work themselves out of poverty. Our Child Poverty Strategy 2014-17 is focused on making this possible.

### Supporting job creation

4. Job creation is vital for tackling poverty through work. Tackling poverty relies on the UK being able to rebalance the economy and close the gaps between the nations and regions. Private sector growth must take the place of government deficits, and prosperity must be shared across all parts of the UK.
5. Britain’s economic plan is working. The economy is growing, the deficit is falling and jobs are being created – that’s the only sustainable way to raise living standards for families. More people are in work now than ever before: as the graph below shows, employment is now over 30 million, up more than 1.3 million since 2010.<sup>22</sup>

Chart 1: UK employment level over the last 7 years (thousands)



Source: Labour Force Survey October – December 2013

<sup>18</sup> Jenkins, S. (2011), based on British Household Panel Survey data from 1991-2006

<sup>19</sup> DWP (2010)

<sup>20</sup> Ibid.

<sup>21</sup> Social Mobility and Child Poverty Commission (2013)

<sup>22</sup> Labour Force Survey Oct-Dec 2013

6. In 2014-17 we will continue to create the jobs needed to tackle child poverty through a broad programme of reforms to ensure a sustained recovery that will boost UK competitiveness and improve living standards. We have already cut corporation tax to 23%, saving businesses £8 billion by the end of 2013/14, and reduced the net burden of regulation on business by £931 million a year during this Parliament. In 2014-17 we will:
- Ease the flow of credit to small and medium sized enterprises, including through the Bank of England's Funding for Lending Scheme, the British Business Bank and Start Up Loans enabling these companies to expand and create jobs.
  - Invest in infrastructure through a £375 billion pipeline of public and private investment, enabling developers and supply chains to plan effectively.<sup>23</sup> These infrastructure projects create jobs directly (e.g. through employment of construction workers) and make it easier for companies to grow.
  - Make it cheaper to employ young people by abolishing employer National Insurance Contributions (NICs) for most employees under 21 from April 2015. This will for example make it £1,000 per year cheaper to employ someone on £16,000.
  - Provide a £2,000 a year allowance for employers to reduce their NICs from April 2014, benefiting 1.25 million employers, 90% of which are small businesses. This will create greater incentives to hire people.

### Supporting people into work

7. We recognise that for some parents jobs and clear incentives to work are not enough. They also need support to find work. In 2014-17 we will continue **to support people into work** by:
- Providing intensive personalised support for parents who have been out of work for 12 months or more through the Work Programme. To date more than 208,000 people on the Work Programme have found lasting work.<sup>24</sup>
  - Giving increased support to parents who are still out of work on leaving the Work Programme through Help to Work from April 2014. This will ensure those parents receiving Jobseekers Allowance are on a training scheme, in a community work placement or in intensive work preparation.
  - Giving Jobcentre Plus advisers the flexibility to provide support such as help with travel costs through the Flexible Support Fund.
  - Supporting families with multiple problems to get back to work through the Troubled Families programme, which will be expanded to provide intensive help to 400,000 more families with an additional investment of £200 million in 2015/16.
  - Increasing expectations to ensure those who can work, do work. For example, since October 2013, new claimants to Jobseeker's Allowance have signed a Claimant Commitment which sets out what is expected from them.

### Making work pay

8. Children in workless families are three times as likely to be in relative poverty compared with children in families where at least one adult is in work, and twice as likely as

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<sup>23</sup> HM Treasury (2013)

<sup>24</sup> DWP (2013b)

children overall.<sup>25</sup> As well as being in work, families need to work enough hours and to be paid enough per hour. Of the 1.5 million children in poor working families in 2011/12, only 100,000 were in families where all parents (including both lone parent and couple families) were in full time work.<sup>26</sup>

9. To tackle child poverty it is critical we make sure people are better off in work than out of work, and better off working more hours.
10. In 2014-17, we will **make sure work pays** by:
  - Introducing Universal Credit which brings together housing benefits with out-of-work benefits and tax credits to smooth reduction of benefits to ensure people don't lose out by increasing their hours. Parents will be able to increase their hours of work without the worry that their benefit will be interrupted or delayed. The roll-out of Universal Credit will lift up to 300,000 children out of poverty<sup>27</sup> as well as increasing incentives to work reducing the number of workless people by up to 300,000.<sup>28</sup>
  - Introducing our ambitious programme of Welfare Reform which ensures that people are better off in work than out of work. For example, the Benefit Cap means that working-age households on out-of-work benefits will no longer receive more in benefits than the average weekly wage.
  - We are investing an additional £200 million (equivalent to covering 85% of childcare costs for those on Universal Credit who are working and paying Income Tax), which is expected to provide additional support to 200,000 families when fully implemented. Government is currently consulting on the implementation of this proposal alongside the Tax Free Childcare scheme.
  - Providing free school meals to all infant school children from September 2014 even if their parents are in work. These families will now continue to receive free school meals and Working Tax Credits as their earnings increase. Around an additional 100,000 children in relative poverty will now be able to eat a free, nutritious meal. Up to 100,000 poor families with infant school aged children will see improved work incentives under the current benefits system.<sup>29</sup>

### Tackling low pay

11. Too many families in work are in poverty. In-work poverty cannot be tackled by government alone. The previous Government spent £170 billion on tax credits between 2003/4 and 2009/10,<sup>30</sup> but the problem of in-work poverty remained unsolved. The UK currently has one of the highest rates of low pay in the developed world: over 20% of full-time employees earn less than two-thirds of the pay of the median full-time worker compared to 16% in the OECD as a whole.<sup>31</sup> We need families in poverty to earn more per hour.

<sup>25</sup> DWP (2013c)

<sup>26</sup> Ibid.

<sup>27</sup> DWP internal analysis, for details see endnote i, page 48

<sup>28</sup> DWP (2012)

<sup>29</sup> DWP (2013d)

<sup>30</sup> DWP (2013a)

<sup>31</sup> OECD (2013). Data is unavailable for France, the Netherlands, Norway and Sweden

12. In 2014-17 we will **tackle low pay**, without impacting on employment levels, by:

- Enforcing the National Minimum Wage. For example, over the past 14 years, HMRC have identified more than £49 million which should have been paid as wages and returned it to around 203,000 workers.<sup>32</sup> HMRC focus their resources on the highest risk sectors and this has increased the number of penalties charged and the number of workers identified (HMRC identified 33% more workers in 2012-13 than they did in 2009/10).
- Asking the Low Pay Commission to consider the conditions within which a faster rise in the National Minimum Wage could take place.
- Increasing the personal tax allowance to £10,000 from 1 April 2014 which will enable people to keep more of what they earn. A total of 2.7 million people will be lifted out of the tax system.<sup>33</sup>

### Helping people get better jobs

13. To help families both get out of poverty and stay out of poverty progressing in work, developing skills and moving into better paying jobs is important. In 2014-17 we will **help people move on to better jobs that pay more** by:

- Improving parental qualifications as outlined below (see paragraph 15).
- Reviewing zero-hours contracts to ensure that the flexibility they offer is not being abused for example by employers requiring employees to work exclusively for them, but not guaranteeing hours.
- Trialling a range of approaches to encourage all low earning claimants to sustain work and increase earnings. Under Universal Credit, advisers will discuss with low-earning claimants the steps they should be taking to increase their earnings, taking account of their caring responsibilities or their health needs when doing so.

### Removing specific barriers to work

14. We have reviewed the literature (published in our evidence review<sup>34</sup>) to identify the key family characteristics which make it harder for some poor families to work their way out of poverty. The five key factors are long-term worklessness (covered in paragraph 7), having low qualifications, raising a child on your own, having three or more children to care for, and experiencing ill health. It is vital we support families to overcome these barriers. In 2014-17 we will take further action to remove these barriers to work.

### Low parental qualifications

15. Qualifications matter:

- Children in families with no qualifications are twice as likely to be in poverty as children overall (35% compared to 17%).
- Children in families with low qualifications are one and a half times as likely to be in poverty as children overall (26% compared to 17%).<sup>35</sup>

<sup>32</sup> HMRC (2013a)

<sup>33</sup> HMRC (2013b)

<sup>34</sup> Published alongside this Strategy.

<sup>35</sup> Internal analysis of HBAI data, for details see endnote iii, page 49.

- You are over two-thirds more likely to be in work if you have five good GCSEs than if you have no qualifications (7 in 10 compared to 4 in 10).<sup>36</sup>
16. The type of qualification also matters for raising earnings. Academic qualifications lead to higher wages, as do some types of vocational qualification (e.g. apprenticeships) as this enables parents to work and earn more.
17. Our reform of the school system will ensure that the parents of tomorrow will have better qualifications. However, we need to continue to **improve the qualifications of the parents** of today. In 2014-17 we will:
- Improve quality and protect spending on adult apprenticeships which combine practical training in a job with study. We invested £715 million in 2012/13 and £764 million in 2013/14.
  - Improve basic literacy and numeracy by providing free English and maths courses for those who have skills below GCSE standard. These skills are the key to better jobs.
  - Help parents to make decisions on learning, training and work opportunities supported by qualified careers advisers through the National Careers Service in England.

### One-parent families

18. It is harder for one-parent families to move out of poverty as they only have one potential earner in the household and less ability to share childcare responsibilities. Children in one-parent families are over a third more likely to be in poverty than children in couple families and over a third of families who become one-parent families enter poverty.<sup>37</sup> Five years after separation one-parent family incomes remain on average 10% below pre-separation levels.<sup>38</sup>
19. We remain committed to supporting one-parent families to **overcome the particular barriers they face in getting into work** and out of poverty. In 2014-17 we will:
- Help one-parent families on Universal Credit through work allowances that are much more generous than the current system. This will enable them to keep more of their earnings before their benefits begin to be withdrawn (for example a parent from a one-parent family gets to keep £734 per month before benefits are withdrawn, compared to £536 for couple parents).<sup>39</sup>
  - Provide a wide variety of support from our employment services. For example Lone Parent Advisors at Jobcentre Plus give one-to-one advice on the range of support available including training opportunities, childcare, help with job applications and details of part-time or family-friendly working in their area.
  - Help one-parent families be in the best position to find jobs. From April 2014 we will require and support parents from one-parent families to undertake work related activity, including basic skills training where appropriate, when their youngest child turns three, improving their chances of securing work once their youngest child starts school.

<sup>36</sup> Hasluck, C. (2011)

<sup>37</sup> DWP (2013c)

<sup>38</sup> Jenkins, S. (2008)

<sup>39</sup> Where no housing costs are paid in a UC award.



20. We will also continue to **support families who want to stay together**. Between 2013 and 2015 we are providing £30 million for charities to provide relationship support like couples' counselling. And we are carrying out a Family Stability Review to find out what works best in terms of supporting families who want to stay together.
21. We are helping families that separate to continue to support their children. From 2013 to 2015 we will provide up to an additional £20 million on support for separating and separated parents and we are reforming the child maintenance system to make sure both parents continue to financially support their children.

### Larger families (three or more children)

22. Families with more children are at greater risk of being in poverty. More than a third of children in relative poverty live in families with three or more children (800,000)<sup>40</sup>. Children in larger families are almost two-thirds more likely to be in poverty than children in smaller families.<sup>41</sup> Larger families face significant barriers to work such as greater childcare responsibilities. Poor children from larger families are also more likely to have parents with no qualifications than poor children from smaller families.<sup>42</sup> Both mothers and fathers of larger families are more likely to be workless, work low hours and receive low hourly wages.<sup>43</sup>
23. We recognise larger families need more help. In 2014-17 we will support parents of larger families to **overcome barriers to work** by:
- Simplifying the benefits system and ensuring parents of larger families know how much better off they would be in work or working more hours, removing current concerns around benefit claims being interrupted or delayed when increasing hours.
  - Helping through Jobcentre Plus, the Work Programme and Help to Work to make sure parents of large families have the support they need to identify and remove barriers to work. This will particularly help parents of larger families as they are more likely to have had a longer break from work.
  - Creating more jobs and encouraging flexible working so that parents of larger families can find and progress in jobs that suit their needs and those of their family.
  - Working to raise basic skill levels of parents of larger families, for example by providing free basic literacy and numeracy courses.

### Parental ill health

24. Ill health (which includes physical and mental illness and disability) and substance misuse create significant barriers to work. Children in families with a disabled adult are over a third more likely to be in poverty than children in families with no disabled adult (22% compared to 16%).<sup>44</sup> Around 70% of parents in the UK who are problem drug users (and have accessed treatment) are not employed.<sup>45</sup>
25. 500,000 poor children lived in families where at least one adult has a long-standing limiting disability in 2011/12.<sup>46</sup> Around 106,000 people receiving drug treatment in

<sup>40</sup> DWP (2013c). The published percentage figure has been used to calculate the 800,000 total.

<sup>41</sup> Ibid.

<sup>42</sup> Ibid.

<sup>43</sup> Iacovou and Berthoud (2006)

<sup>44</sup> DWP (2013c)

<sup>45</sup> Advisory Council on the Misuse of Drugs (2011). This estimate was drawn from limited sources of information as they only relate to those problem drug users who have identified themselves as parents and accessed treatment and are not uniformly recorded throughout the UK.

<sup>46</sup> DWP (2013c). The published percentage figure has been used to calculate the 500,000 total.

2011/12 (just over 50% of everybody in treatment) were either parents or lived with families.<sup>47</sup>

26. The Government is committed to **enabling disabled parents and those with health conditions to get into work, stay in work and to progress in employment** and has recently published a new Disability and Health Employment Strategy. As well as support through mainstream programmes, in 2014-17 we will:
- Introduce Universal Credit which has generous work allowances and will not automatically stop when people move in or out of work or have complex 'permitted work' requirements. This flexibility will make it easier for parents with health conditions to increase or reduce their working hours in line with the severity of their condition without delays to payment of benefit support.
  - Support employers to employ people with disabilities and health conditions through **Access to Work** which supported over 30,000 disabled people and people with health conditions to enter or remain in work in 2012/13.
  - Invest in better advice and support for disabled people and employers on the common barriers they face to work through the new **Health and Work Service** (to be introduced by the end of 2014).
27. It is also important that we help poor parents overcome their health problems where that is possible. We will continue to invest heavily in **improving parental health**. Reducing child poverty is an indicator in the public health outcomes framework. This means that local authorities and health services will work together to address preventable health conditions and reduce health inequalities. We have made **£5.46 billion** available to local authorities for their public health responsibilities for 2013/14 and 2014/15.
28. For children in families with substance misuse issues it is essential we tackle the misuse in order to get them out of poverty. We are **tackling substance misuse** through treatment aimed at getting people free from drug and alcohol dependency. In 2014-17 we will:
- Relax the work search and work availability conditions under Universal Credit for 6 months from the start of their treatment date, to give people the time and space to engage with treatment effectively.<sup>48</sup>
  - Continue pilots running from April 2013 to test how the Work Programme can deliver sustained job outcomes for people who engage in treatment for drug and alcohol dependency.

**Work is the most effective route out of poverty. Our vision is that families can work themselves out of poverty. We will achieve this in 2014-17 by:**

- Creating jobs
- Supporting parents into work
- Making work pay
- Tackling low pay
- Helping people get better jobs
- Removing the specific barriers that some parents face to work

<sup>47</sup> National Treatment Agency for Substance Misuse (2012)

<sup>48</sup> This tailored conditionality is available to claimants once in any 12 month period.

## Chapter 2: Supporting families' living standards

### Summary

We will continue to support the living standards of low-income families. For those families who can work, increasing their income through work is the best way to improve their living standards. But for those families who can't work we will continue to provide a welfare safety net.

In 2014-17 we will also tackle costs through:

- Promoting competition across all areas to allow businesses to grow and enter new markets, to push prices down and quality up.
- Reducing fuel costs by reducing the typical energy bill by around £50 on average in 2014/15. We are also giving some low-income families money off their bills each year through extending the Warm Home Discount to 2015/16, and are reducing the amount of fuel they need to pay for by making their homes more energy efficient.
- Reducing water costs by capping the bills of low-income families with three or more children on a water meter and promoting social tariffs that provide cheaper costs for low-income families.
- Reducing food costs for low-income families through Healthy Start Vouchers for young children, free school meals for all infant school pupils, breakfast clubs in deprived areas and free fruit and vegetables at school for primary school children.
- Reducing transport costs for low-income families through free home to school transport, limiting the rail industry's ability to increase regulated fares and keeping the price of petrol down through freezing fuel duty since 2011, saving a typical motorist £680 over this Parliament.
- Tackling rising housing costs by increasing the supply of affordable houses – we are investing £11.5 billion to get Britain building more homes in the four years to 2015, and will spend a further £5.1 billion from 2015-2018.
- Increasing access to affordable credit through expanding credit unions, protecting consumers by cracking down on pay day lending (including by imposing a cap on the cost of credit) and tackling problem debt by providing budgeting advice through Universal Credit and the Money Advice Service.

## Raising incomes

1. For those families who can work, increasing their incomes through work is the best way to protect their living standards. Chapter 1 sets out the wide ranging reform programme we have in place to do this.
2. But for those families who can't work we will continue to provide support through our welfare safety net. We will always support those disabled people who are unable to work and those who we do not expect to take steps to return to work. For example, we have increased allowances for the most severely disabled adults and children under Universal Credit and those who are receiving certain disability benefits are exempt from the Benefit Cap (which caps benefits to the average wage). In 2011/12, we spent around £20 billion on payments to workless households with children.<sup>49</sup>

## Supporting living standards

3. Inflation is coming down. In January 2014 inflation was at 1.9% below the Bank of England target rate of 2% and less than half its peak rate of 5.2% in September 2011.<sup>50</sup> The Office for Budget Responsibility forecast inflation to settle around the 2% target in the medium term<sup>51</sup> and food prices are still lower in real terms than they were a generation ago.<sup>52</sup>
4. In 2014-17 we will continue with focused action to **reduce the costs of living for low-income families**. Across all areas we are promoting competition to allow businesses to grow and enter new markets, to push prices down and quality up. For example, we have increased funding for the Competition and Markets Authority by £12 million for 2014/15 and £16 million for 2015/16 to ensure that it could step up action to promote competition and fight anti-competitive practices, which will ultimately make markets fairer for businesses and households.

## Fuel

5. Fuel prices matter for low-income families and make up more of their household spending. For example in 2009, the poorest 20% of the population spent 7.8% of their budget on domestic fuel compared with 3.7% for the richest 20%.<sup>53</sup> Evidence shows that poor households may spend less on heating when prices rise, leading to children living in cold homes.<sup>54</sup> In 2014-17, we are already committed to:
  - Changes announced at Autumn Statement 2013 which are expected to reduce the typical energy bill in 2014/15 by around £50 on average, including VAT.
  - Giving eligible low-income families money off their bills through extending the Warm Home Discount to 2015/16.<sup>55</sup>
  - Helping low-income families insulate their homes to make them more energy efficient to reduce their bills and help ensure that children live in warm homes.<sup>56</sup>

<sup>49</sup> In 2011/12, we spent £45 billion on out of work benefits, income related benefits and tax credits for families with children (around £20 billion was spent on payments to workless households and around £25 billion on payments to working households). For further details on this calculation see endnote ii, pg 48.

<sup>50</sup> ONS (2014a)

<sup>51</sup> OBR (2013)

<sup>52</sup> ONS (2013a)

<sup>53</sup> Levell, P and Oldfield Z. (2011)

<sup>54</sup> Ibid.

<sup>55</sup> In 2014/15 the discount is £140.

<sup>56</sup> This is provided to those eligible through the Energy Company Obligation Affordable Warmth programme.

- Ensuring that independent energy suppliers are able to enter the market, so that consumers have a bigger choice of providers and can shop around to get better deals.
6. In addition, we are introducing **a new, more accurate definition of fuel poverty** which will help us focus policies towards those with a low-income and higher than average energy bills, such as families with children. We have made changes to the law which will see us set a new target to tackle fuel poverty and we will outline further action to tackle fuel poverty, including help for poor families, through our Fuel Poverty Strategy later this year.

## Water

7. Water costs also matter for low-income families. Water prices are regulated by Ofwat.<sup>57</sup> The majority of water companies have announced their intention to continue to hold down bills to keep them in line with or lower than inflation from 2015-2020. The Government will continue to encourage water companies to **reduce water prices** for low-income families by:
- Enabling water companies to reduce the bills of low-income customers by creating Social Tariffs.
  - Capping bills under the Water Sure scheme, so that low income families on a water meter, that have three or more children, are not hit with bills they cannot afford

## Food

8. Although food prices are still lower in real terms than they were a generation ago,<sup>58</sup> they are rising globally. The OECD expects that global prices will remain higher over the next ten years than in the pre-2007 decade.<sup>59</sup> This has impacted most on the poorest, for example in 2011, those in the lowest income group spent 16% of their income on food whilst those in the highest income group spent only 8%.<sup>60</sup>
9. The Government will take action from 2014-17 to **help with the costs of food for low-income families by:**
- Investing £105 million per year in Healthy Start Vouchers to help low-income families with young children, with essential foods and vitamins.
  - Extending free school meals to all infant school pupils from September 2014, supporting poor children's academic attainment, promoting healthy eating habits at a young age and saving families' money. Around an additional 100,000 children in relative poverty will now be able to eat a free, nutritious meal.<sup>61</sup>
  - Investing £3.15 million from 2013 to 2015 to help schools in the poorest areas establish breakfast clubs.
  - Giving primary school children access to free fruit and vegetables through the School Fruit and Vegetable Scheme.

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<sup>57</sup> Ofwat (2009)

<sup>58</sup> ONS (2013a)

<sup>59</sup> OECD-FAO Outlook 2013

<sup>60</sup> Levell, P. and Oldfield Z. (2011)

<sup>61</sup> DWP (2013d)

## Transport

10. High transport costs can make it harder to get to work and to stay in work. We need to make sure that transport costs are not a barrier to work. This is why we will **help families get to work and children to school** by:

- Providing free home to school transport to those who live beyond the statutory walking distances or have Special Educational Needs and disabilities. In addition, local authorities are also funded (£37.9 million in 2013/14) to provide additional transport support to low-income families to widen their choice of schools.
- Cutting fuel duty in 2011 and keeping it frozen ever since – the longest freeze for 20 years, saving a typical motorist £680 over this Parliament.
- Tackling costs of rail travel by limiting the rail industry's ability to increase regulated fares, protecting family incomes from large price rises.
- Trialling more flexible rail tickets that could include discounted tickets for those travelling in the slightly quieter periods at either end of the rush hour and more flexible season tickets to benefit those who work part-time.

## Housing

11. For at least twenty years we have not built enough homes. The financial crisis made this worse, reducing the number of people who could buy homes and the number of homes that were built. So we will **increase the number of homes for sale and for rent** by:

- Investing £11.5 billion to get Britain building more homes in the four years to 2015, and will spend a further £5.1 billion from 2015-2018. In terms of affordable housing alone, we expect the private sector to invest an additional £35 billion, to help us build around 350,000 affordable homes by 2018.
- Increasing local authority Housing Revenue Account borrowing limits by £150 million in both 2015/16 and 2016/17. This additional borrowing will be allocated on a competitive basis and for successful authorities will support around 10,000 additional affordable homes across England.
- Funding an additional £1 billion of infrastructure over the 6 years to 2020 to enable large housing developments to be built. For example, by providing money for new schools or roads, to support the delivery of around 250,000 homes.
- Providing ten-year certainty on rents to social landlords to give them the necessary confidence to invest in building new homes.
- Encouraging better use of the social rented stock. There are 1.5 million spare bedrooms in social homes occupied by working-age households in Great Britain. Social landlords are now able to offer shorter-term tenancies rather than having to give a lifetime tenancy to someone going through a temporary crisis. This is helping councils and social landlords make better use of the existing social rented stock.
- The removal of the spare room subsidy provides an incentive to tenants with spare rooms to move to smaller homes, while the introduction of HomeSwap Direct is helping tenants with too many and too few rooms to help each other.
- Cost isn't the only thing that matters. **Quality and stability of housing** is also important for children. Nearly one in ten households with children live in damp

homes<sup>62</sup> and one in four homes do not meet our standard for a decent home. We continue to improve the quality of social homes and are spending £2 billion through the Decent Homes Programme. This has brought 99% of council homes up to the Decent Homes standard (92% in London). We are also helping private tenants to know their rights around housing quality by introducing a tenants' charter.

### Improving access to affordable credit

12. Low-income families, like many other families, need access to affordable credit, for example, to help when the car breaks down or the washing machine needs fixing. They often find it harder to borrow from banks or get a credit card. This can mean they turn to payday loans or even illegal loan sharks. Recent evidence shows that the payday lending market has doubled in size between 2008/09 and 2011/12 and is causing real harm.<sup>63</sup> We will take action from 2014-17 by:
- **Protecting consumers:** The Financial Conduct Authority<sup>64</sup> will take on new responsibilities and powers to clamp down on payday lending. It plans to make sure loans are only offered to customers who can afford to pay back what they owe, that payday lending adverts carry warnings about the risks and that lenders tell customers where they can get free debt advice. In order to protect consumers from unfair costs, the Government will introduce a cap on the cost of payday loans from January 2015.
  - **Increasing access to affordable credit** through investing £38 million in expanding credit unions, with the aim of saving low-income consumers up to £1 billion in loan interest (compared to payday loans). Credit unions are owned and run by members. They offer a cheaper way to borrow money as all profits are invested back into the credit union. We are also making sure that credit union accounts can be used by families claiming Universal Credit.

### Tackling problem debt

13. Low-income families are more likely to be in debt. 24% of poor households with children are in arrears with at least one bill, compared to 14% of all households with children.<sup>65</sup> We will take action to **help low-income families to manage their money and prevent serious debt problems** from 2014-17 by:
- Helping people manage their debts and improve their financial capability through the Money Advice Service (MAS), established by Government. It funds debt advice and offers free and impartial information and advice on money matters to help parents better manage their money and plan ahead.
  - Providing additional budgeting help for those families who need it most in the move to Universal Credit. This includes money advice to help them pay their bills on time and alternative payment arrangements such as paying their rent directly to their landlord, more frequent payments (e.g. fortnightly rather than monthly) or splitting payments between partners.
14. We will also help the parents of tomorrow avoid problem debt by including financial awareness and strengthening maths in the National Curriculum.

<sup>62</sup> Barnes, M., Butt, S. and Tomaszewski, W. (2008)

<sup>63</sup> Office of Fair Trading (2013)

<sup>64</sup> Taking over responsibility for the regulation of consumer credit, including payday lending from April 2014.

<sup>65</sup> DWP (2013c)

We will continue to work to improve the living standards of low-income families by:

- Raising incomes by getting parents into work, working enough hours and earning enough and by supporting those families who can't work through our welfare safety net.
- Supporting living standards by reducing costs for low-income families for essentials like fuel, water, food, transport and housing.
- Improving access to affordable credit and tackling problem debt.



## Chapter 3:

# Preventing poor children from becoming poor adults

### Summary

We must continue in our mission to break the cycle of poor children going on to be poor adults. Poor children are four times as likely to become poor adults than other children. We will only succeed in ending child poverty if we end this cycle. Raising the educational attainment of poor children is the key way to break this cycle.

We know that good schools can make a real difference to children's achievement. We will continue to raise educational attainment of poor children through:

- Increasing the number of poor children getting high quality pre-school education with 15 hours free for all three and four year olds and for two year olds from low-income families, getting more qualified staff in pre-school settings and having a simpler curriculum.
- Ensuring poor children do better at school through giving disadvantaged pupils an additional £14,000 during their school career<sup>66</sup> – a £2.5 billion a year commitment through the Pupil Premium,<sup>67</sup> holding schools to account for how well poor children do, and making sure we have ever better teachers.
- Putting in place targeted support for poor children who fall behind, with £500 per child who is behind at age 11 and Summer Schools to prepare poor children for secondary school.
- Supporting poor children to stay in education post 16 to get the right skills and qualifications and helping them to move into work through “on the job” training, apprenticeships and better careers advice.

We will also continue to tackle the barriers some poor children face to doing well at school. There are six key family characteristics which make it harder for some poor children to do well at school; a poor home environment, under-developed “character” skills (e.g. social skills, self-esteem, resilience), a parent being ill, experiencing ill health themselves, having parents with low qualifications and low family income. We will tackle these through:

- Helping parents provide the best possible home environment through parenting classes and free books.
- Giving schools increased freedom so that they can improve children's “character” skills

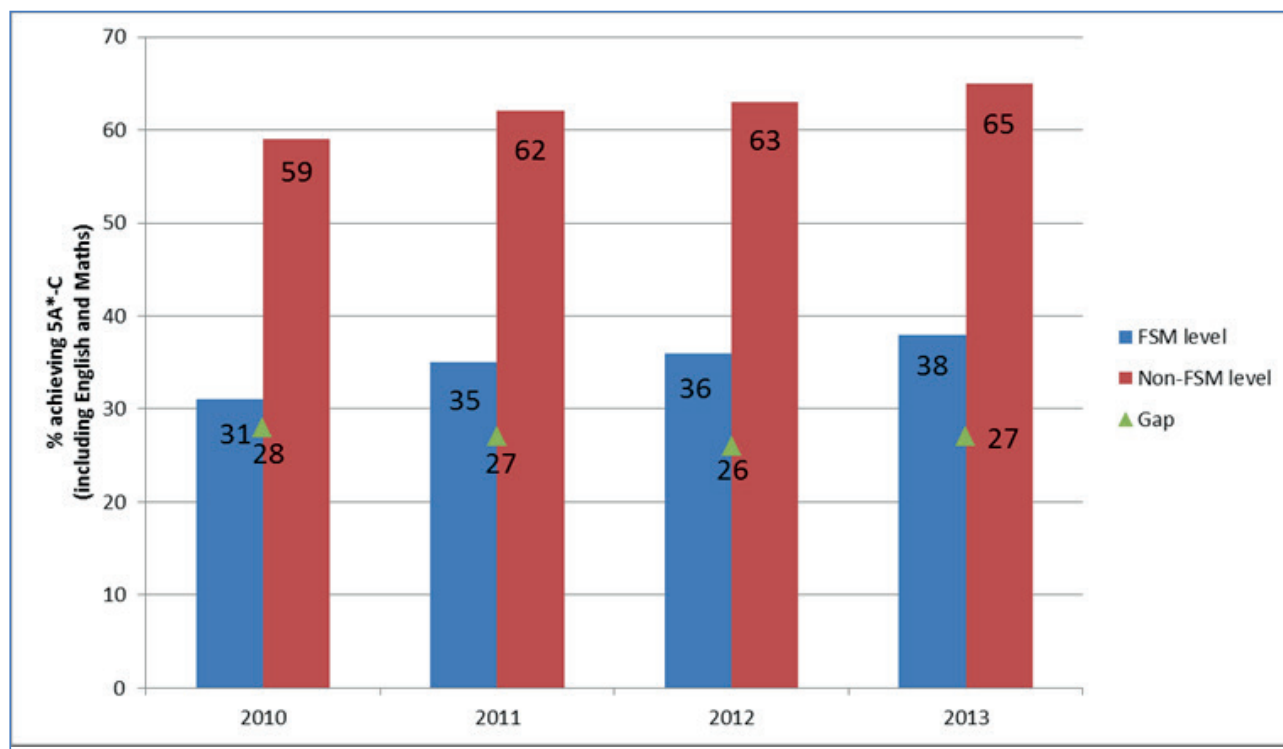
<sup>66</sup> This figure is calculated assuming the pupil remains entitled to the premium for their entire school career and the premium rates do not change. In total, the pupil would benefit from £13,775 additional premium funding.

<sup>67</sup> We will invest £2.5 billion a year by 2014/15. Funding will rise from £900 per pupil per year in 2013/14 to £1300 in 2014/15 for primary pupils and £935 for secondary pupils.

- Helping parents experiencing health and mental health issues (including through the expanded health visitor service), investing in drug and alcohol dependency treatment, and supporting young carers.
- Increasing support for children with Special Educational Needs as set out in the Children and Families Bill and our new code of conduct.

1. Poor children are four times as likely to become poor adults than other children.<sup>68</sup> The association between the incomes of fathers and sons in the United Kingdom is among the highest in the OECD and over twice as big as in Norway, Denmark, Finland, Australia or Canada.<sup>69</sup> To end child poverty we need to break this cycle.
2. How well poor children do at school has the biggest impact on their future incomes.<sup>70</sup> Pupils who achieve 5 A\*-C grades at GCSE earn around 10% more than those who do not and are more likely to be employed.<sup>71</sup> And gaps between poor children and other children’s attainment are important as they are key in determining how well they will do in the future compared to their peers.
3. Poor children are doing better at school than ever before. There has been a 7 percentage point increase from 2010 to 2013 in the proportion of children on free school meals<sup>72</sup> getting 5 A\*-Cs (including English and maths) at GCSE (from 31% in 2010 to 38% in 2013). The gap in educational attainment between free school meal pupils and their peers has also narrowed in recent years – from 28% in 2010 to 27% in 2013 – although more needs to be done.<sup>73</sup>

Chart 2: Attainment levels at GCSE for children on free school meals and those not on free school meals



Source: GCSE and equivalent attainment by pupil characteristics, 2012/13, DfE

<sup>68</sup> Blanden, J. and Gibbons, S. (2006)

<sup>69</sup> OECD (2010)

<sup>70</sup> Blanden, J., Gregg, P. and Macmillan, L. (2007)

<sup>71</sup> Jenkins, A., Greenwood, C. and Vignoles, A. (2007)

<sup>72</sup> The measure we use for poor children’s educational attainment is the attainment of children on free school meals.

<sup>73</sup> DfE (2014)

4. Our focus on education is supported by the Social Mobility and Child Poverty Commission who said in their report “Action to improve the educational and labour market outcomes that children and young people from disadvantaged backgrounds are able to achieve will enhance their chances of avoiding poverty in their adult life”.
5. The education a child gets before school matters, as does the school they go on to attend. The quality of schools and teachers can make a real difference.<sup>74</sup> **To end child poverty we want all poor children to get the best education.**

## Before children start school

6. Children’s development in their early years provides the foundation for later learning.<sup>75</sup> Early learning can help all children’s development but poor children benefit most from attending a high quality pre-school.<sup>76</sup>
7. The DfE ‘school readiness’ indicator for children aged five showed an improvement between 2008 and 2012.<sup>77</sup> But poor children continue to lag behind their peers – in 2013 only around a third were ‘school ready’ compared to over half of other children.<sup>78</sup> Our goal is to ensure that all poor children arrive at school ready to learn **through increasing free pre-school places, getting better teachers and simplifying the curriculum.**
8. In 2014-17 we will increase the number of poor children in high quality pre-school by:
  - Continuing to provide 15 hours of funded early years education to all three and four year olds.
  - Investing an additional £760 million to extend the offer of 15 hours of funded early years education to more two year olds from families on low-income. Around 260,000 children per year (40% of all two year olds) will be eligible to benefit from September 2014.
  - Increasing the number of good pre-school and nursery teachers by introducing new qualifications to raise the quality and status of the profession and starting to send top graduates to teach children from age three in the most disadvantaged areas.
  - Simplifying the pre-school curriculum through delivering the simpler and clearer Early Years framework we introduced in September 2012. This has reduced bureaucracy – ensuring focus on the most essential areas for children’s development and future learning.

## Schools

9. We know that it is possible for poor children to do much better at school. For example, in London 51% of pupils on free school meals got five good GCSEs (including English and maths), compared to 35% in the rest of England.<sup>79</sup> That is why we are giving schools more freedom and funding, holding them to account for the attainment of poor children, ensuring poor children have better quality teachers and targeting support on children who fall behind.

<sup>74</sup> Sylva, K. et.al (2012); Chetty, R. , Friedman, F. and Rockoff, J. (2011)

<sup>75</sup> Howard-Jones, P. and Washbrook, E. (2011)

<sup>76</sup> Sylva, K. et.al (2012)

<sup>77</sup> DfE (2012)

<sup>78</sup> DfE (2013b) The school readiness indicator results for 2013 are not comparable with previous years due to a change in the method of assessment.

<sup>79</sup> Internal DfE analysis based on 2012/13 GCSE attainment data.

10. In 2014-17 we will give **schools more funding** and **hold them to account** to help poor children do better by:
- Investing £2.5 billion a year through increasing the Pupil Premium<sup>80</sup> funding to raise educational attainment for poor children.<sup>81</sup> Schools are free to decide how to spend this money, since they are best placed to know what works for individual pupils.
  - Holding schools to account for the use of this money.<sup>82</sup> Ofsted will not rate schools as Outstanding unless they can show how they've raised attainment and narrowed the gaps for their poor children.
  - Supporting schools by increasing the evidence base of what works through the Education Endowment Foundation – so schools know the effective interventions for helping poor children to do better at school.
11. In 2014-17 we will ensure poor children have **better quality teachers** by:<sup>83</sup>
- Sending 2,000 high-quality graduates into challenging schools through Teach First by 2015/16, four times more than in 2010.
  - Allowing schools to recruit teachers at higher levels of pay than before to attract good teachers, schools are free to use the Pupil Premium for this. We are incentivising and rewarding high performing teachers by linking pay to performance.
  - Raising the qualification requirements for new entrants to become teachers and raising the existing standards of teaching through rigorous new Teacher's Standards.
12. In 2014-17 we are **targeting support** on children that fall behind by:
- Giving secondary schools £500 catch up premium for each child that doesn't make the expected standard at Key Stage 2 in reading and/or maths. Schools can use this money to deliver additional tuition or intensive support during Year 7.
  - Ensuring poor children moving into secondary school start ready to learn by setting up almost 4,000 one or two week Summer Schools in the last two years. We will be investing a further £50 million in 2014.<sup>84</sup>

## Transitions from school into work

13. Young people not in work, education or training are at greater risk of becoming poor adults.<sup>85</sup> The number of children staying in school post 16 has been rising since the 1980s.<sup>86</sup> But in 2010, children eligible for free school meals in year 11 were almost three times as likely to not be in work or education at age 19.<sup>87</sup>

<sup>80</sup> We will invest £2.5 billion a year by 2014/15. Funding will rise from £900 per pupil per year in 2013/14 to £1300 in 2014/15 for primary pupils and £935 for secondary pupils. Looked after children will receive £1900 in 2014/15. Adopted children are also eligible.

<sup>81</sup> Defined as those children who have been eligible for free school meals any time in the last 6 years and those children who have been looked after for 6 months or more.

<sup>82</sup> Through a combination of three measures: the attainment of their disadvantaged pupils; their progress; and the in-school gap in attainment between them and their peers.

<sup>83</sup> The quality of teaching has a substantial impact on pupils' educational outcomes, and their future labour market outcomes, c.f. Chetty, R. , Friedman, F. and Rockoff, J. (2011)

<sup>84</sup> The programme, funded from the Pupil Premium, has already invested £50 million in 2012/13

<sup>85</sup> Social Exclusion Unit (1999)

<sup>86</sup> DfE (2013a); Social Exclusion Unit (1999)

<sup>87</sup> DfE (2011)

14. It is vital that we **support poor children to stay on in education or training**. Participating in education or training after 16 can help a young person's prospects for life – for example, people with two or more A-levels earn around 14% more than those without.<sup>88</sup> We have changed the law so that from summer 2015 all young people must stay on in education or training to the age of 18.
15. As well as raising the participation age, from 2014-17 we will **provide more support to poor children to stay in education, training, higher education and work** by:
- Improving careers advice by developing the role of the National Careers Service and revising statutory guidance for schools so young people can make better decisions about their futures.<sup>89</sup>
  - Enabling schools and colleges to be held to account through new destination measures. These show what proportion of a school or college's students progress to sustained participation in further education, higher education, apprenticeships or employment.
  - Providing financial support to help the most vulnerable young people stay in post 16 education and training.<sup>90</sup> We provide bursaries of up to £1,200 to support poor children with the cost of staying in education or training.
  - Supporting poor young people into university by providing a bursary (up to £1,000) to help with living costs. Universities that charge the highest tuition fees now must offer more financial support and carry out outreach work such as partnering with schools in disadvantaged areas of the country.
  - Providing support through the Youth Contract to 16 and 17 year olds not in education, employment or training to help them to re-engage. Jobcentre Plus, in partnership with local authorities, will support those who want help to find apprenticeships and traineeships.
  - Piloting a new scheme of support for young benefit claimants. From day one of a claim, training will be mandatory for young people without a GCSE (grade A\*-C) or equivalent in English and maths. After six months of a claim, all 18-21 year-old Jobseeker's Allowance claimants will be expected to do a work experience placement, a traineeship or community work placement. This will enable young people to keep learning and be ready for work to reduce their risk of being out of work in the long term.
16. As well as staying in education the quality of the qualifications poor young people get matters. In 2014-17 we will **improve the quality of non-academic qualifications** by:
- Removing perverse incentives for providers to offer easy, low-quality courses by moving funding from 'per qualification'. From summer 2014, we will only recognise qualifications that have rigorous assessment, offer breadth and depth, provide good progression opportunities and have a proven track record.

<sup>88</sup> Jenkins, A., Greenwood, C. and Vignoles, A. (2007)

<sup>89</sup> As set out in the government's response to Ofsted's thematic review of careers guidance in schools: <https://www.gov.uk/government/publications/careers-inspiration-vision-statement>

<sup>90</sup> Those entitled include: young people in care, care leavers, those on income support (or Universal Credit) and disabled young people in receipt of both Employment Support Allowance and Disability Living Allowance (or Personal Independence Payments)

- Encouraging businesses with up to a thousand employees to take on apprentices by giving them an Apprenticeship Grant of £1,500 for the first ten apprentices aged 16-24 they recruit. We are reforming Apprenticeships to make them more rigorous and responsive to the needs of employers.
- Introducing 16-19 study programmes (which includes 16-18 traineeships) aimed at giving young people the best opportunity to move into higher education or secure skilled employment. Programmes should include substantial qualifications (A-levels or VQs), work experience and English and maths for those still to achieve a grade C in these qualifications.
- Introducing traineeships for young people aged 16-23, focused on giving them the skills and vital experience they need to get an Apprenticeship or job.

## Removing barriers to attainment

17. The evidence, as set out in our evidence review is clear – there are key family characteristics which make it harder for some poor children to do well at school. The six key factors are a poor home environment, under-developed “character” skills (e.g. social skills, self-esteem and resilience), a parent being ill, a child experiencing ill health themselves, having parents with low qualifications and the family’s income. We must tackle these if all poor children are to do well at school.

### Improving the home environment<sup>91</sup>

18. We know that, for both young and school-aged children, parental engagement in their child’s learning is a powerful way to improve attainment. Parents helping their children in learning activities (e.g. teaching songs and nursery rhymes, playing with letters and numbers and visiting the library) has an important influence on attainment at age five.<sup>92</sup>
19. We want to support parents in providing a good **home environment**. In 2014-17 we will:
- Provide 75,000 free books targeted to poor families through Bookstart. An additional 100,000 two year olds receiving free early years education will receive free books through children’s centres in January 2014.
  - Help parents to parent well through parenting classes. Good classes can improve parental communication with children, encourage good behaviour at school and prevent behavioural problems developing later on.<sup>93</sup> We are running CANparent trials until March 2014, which aim to de-stigmatise parenting classes and increase the market for them.

### Developing character (non-cognitive skills)

20. ‘Character’ or non-cognitive skills such as social skills, self-esteem, resilience and self-control matter for how well children do at school and impacts on their later earnings and employment.<sup>94</sup> Gaps in behavioural and social skills between poorer and richer children are apparent at primary school.<sup>95</sup> One study found that around a fifth of the link between parent’s income and children’s income can be explained by differences in non-

<sup>91</sup> Home environment includes parenting behaviour and opportunities for children to engage in learning activities

<sup>92</sup> Sylva, K. et.al (2004)

<sup>93</sup> Lindsay, G. et. al (2011)

<sup>94</sup> Blanden, J., Gregg, P. and Macmillan, L. (2007); Heckman, J. Stixrud, J. and Urzua, S. (2006)

<sup>95</sup> Blanden, J., Gregg, P. and Macmillan, L. (2007)

cognitive skills mainly due to the positive impact of non-cognitive skills on educational outcomes.<sup>96</sup>

21. In 2014-17 we will support schools to improve this by:

- Enabling schools to extend the school day and term if they wish, to make it easier for them to provide activities such as drama, debating, chess and sport alongside the core academic curriculum. Removing health and safety rules which prevent students going on expeditions or work experience – all of which can support the development of character.
- Slimming down the National Curriculum, allowing schools time to look at their wider school curriculum, so they can devote time to issues such as improving character skills.
- Encouraging schools to make more inspirational mentoring opportunities that build confidence and character available as part of their responsibility for delivering careers advice.

### Parental ill health

22. Children who have caring responsibilities for their parents or whose parents have mental health or substance misuse issues are at a greater risk of lower educational attainment and employment outcomes.<sup>97</sup> Mothers' mental health is strongly linked to children's health and development.<sup>98</sup> Carers between the ages of 16 and 18 have a much greater chance of being NEET – in 2010 just over four in ten young carers had been NEET for six months or more, compared to just one in ten young people overall.<sup>99</sup>

23. That is why in 2014-17 we will:

- Support parents experiencing mental health issues such as post-natal depression by the creation of local mental health champions and increasing the number of health visitors by an extra 4,200 by 2015 (up from 8,000 in 2010).
- Reduce the number of children who have parents with substance misuse issues by investing in treatment for drug and alcohol dependency. This includes giving more freedoms and funding to local areas to enable those who know their communities best to decide which services to offer. And trialling payment by results to focus on successful recovery, not just maintenance.
- Change the law to help protect young carers from excessive or inappropriate caring responsibilities. For example, we will extend the right to an assessment of their needs for support to all young carers regardless of what sort of care they provide, how often they provide it, and who they care for. We are taking a whole family approach to make it easier for young carers and their families to get the support they need. We are also training school nurses as champions for young carers and have provided specialist online training for teachers.

### Child ill health, disability and Special Educational Needs (SEN)

24. **Ill health and disability** among poor children can be a barrier to attainment, but this should not be the case. With equal access to mainstream education many disabled

<sup>96</sup> Blanden, Gregg and Macmillan, (2007)

<sup>97</sup> Gregg, P., Propper, C. and Washbrook, E. (2007); The Children's Society (2013); Advisory Council on the Misuse of Drugs (2011)

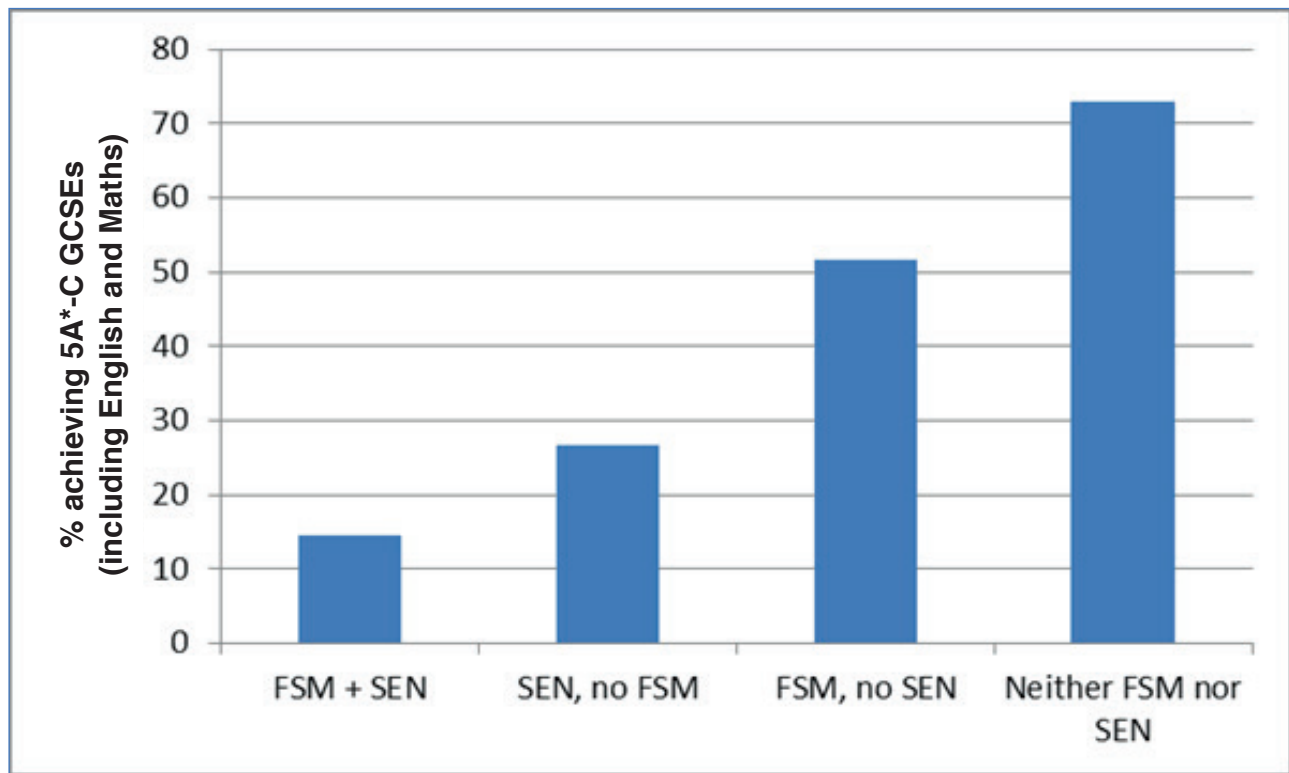
<sup>98</sup> Gregg, P., Propper, C. and Washbrook, E. (2007)

<sup>99</sup> The Children's Society, (2013)

pupils and those suffering ill health can expect to achieve to the same level as their peers. That is why we will be introducing duties on schools to support getting these children into mainstream schools. We are also legislating on supporting pupils with health conditions.

25. But some children have **Special Educational Needs** and require special arrangements for their education. Poor children with Special Educational Needs (SEN) do worse at school than other children with SEN. In 2012/13 only 15% of pupils on free school meals with SEN got five good GCSEs (including English and maths), slightly over half the attainment of SEN pupils not on free school meals. We need to support poor children with SEN to achieve more at school if we are to break the cycle of disadvantage and prevent them becoming poor adults.

Chart 3 – GCSE attainment of children by FSM and SEN status (2013)



Source: GCSE and equivalent attainment by pupil characteristics, 2012/13, DfE

26. To help children with SEN from 2014-17 we will:
- Improve support for children with SEN as set out in the Children and Families Bill, through a single birth-to-25 system of education, health and care plans. This will improve cooperation between all the services that support children and their families. We are also offering families personal budgets so they have more control.
  - Identify children with extra needs earlier (between two and three years old) – triggering earlier support through a mandatory health check.
  - Introduce more focus in schools on improving SEN outcomes so as to support a successful transition to adult life. This is outlined in the recent SEN code of practice which will be laid before Parliament in 2014.



## Low parental qualifications

27. Parental educational level has a very important influence on children's attainment.<sup>100</sup> Mothers' education has the most important impact on children's early attainment, but fathers' education becomes increasingly important for older children.<sup>101</sup> The vocabulary of children of parents with no qualifications is 15 months behind the average child by the age of five.<sup>102</sup> That is why we are focused on increasing qualifications of parents. Chapter 1 sets out how.

## Family income

28. Income itself matters, even when controlling for other factors.<sup>103</sup> Low income is associated with greater stress and conflict, which can disrupt parenting. Families whose income has fallen tend to experience stress and conflict more than similar families whose income didn't fall.<sup>104</sup> Improvements in the income of poor families can also lead to greater spending on learning resources in the home.<sup>105</sup> That is why we are focused on raising income through getting people into work and progressing in work – see chapter 1.

We want to break the cycle of poor children going on to be poor adults. We want to ensure that poor children have the opportunity to acquire the core knowledge and qualifications they need to succeed.

We will tackle intergenerational poverty by raising the attainment of poor children through:

- Ensuring all children arrive at school ready to learn.
- Ensuring all children go to schools that help them to achieve the best educational outcomes they can.
- Ensuring schools prepare children well for the transition to work or further study.
- Removing the barriers some poor children face to learning.

<sup>100</sup> Sylva, K., (2012); Gregg, P. and Goodman, A. (2010)

<sup>101</sup> Sylva, K. (2012) EPPSE 2012

<sup>102</sup> Jones, I. and Schoon, E. (2008)

<sup>103</sup> Sylva, K. et.al (2012).

<sup>104</sup> Katz, I. et al (2007)

<sup>105</sup> Gregg, P. Waldfogel, J. and Washbrook, E. (2005)



## Chapter 4:

# Working with businesses and local areas

### Summary

Central government action cannot, by itself, end child poverty.

Employers have a key role to play, for example paying decent wages, supporting flexible working, offering recognised training and qualifications and helping their staff progress at work.

Where people live matters. Each local area faces a different challenge in tackling child poverty. Local agencies now have the flexibility they need to tailor their services to meet local needs, for example supporting employment and skills and tailoring education, health and neighbourhood services. They can do this in partnership with the voluntary and community sector and with local people. We will support local areas and communities in their work by publishing child poverty data to help identify specific local challenges and providing robust evidence on what works.

The devolved administrations have their own responsibilities on child poverty and are taking action in the areas devolved to them, for example education.

We would like stakeholder's views on what more can be done locally and how we can work together to end child poverty.

1. Central government action cannot, by itself, end child poverty. Action is also needed by employers, the devolved administrations, local areas and the voluntary and community sector. We would like everyone's views on how we can work together to end child poverty. Only by working together can we transform the lives of the poorest children.

### Employers

2. As the Social Mobility and Child Poverty Commission made clear in their 2013 annual report, **action by employers is vital** in order to help low-income families move out of poverty.<sup>106</sup>

<sup>106</sup> Social Mobility and Child Poverty Commission (2013)

3. Employers have a key role to play in helping people into work, enabling them to work enough hours and earn enough to be out of poverty. Good employers already do this.

We want all employers to:

- *Pay at least the National Minimum Wage*: In 2012, around 211,000 adults were estimated to be paid less than the National Minimum Wage,<sup>107</sup> which is unacceptable and illegal.
  - *Support flexible working*: This can help parents to work and employers to recruit, motivate and retain their workforces.
  - *Offer recognised training and qualifications*: Workplace training and qualifications can help parents move their family out of poverty and may also increase employers' productivity.<sup>108</sup>
  - *Increase progression opportunities*: Training schemes similar to those for graduates may enable school leavers without formal qualifications the chance to progress and allow employers to successfully plan for the future.
  - *Review zero-hours contracts*: We have announced a review to tackle abuses of zero-hour contracts and employers can help us to make sure people are treated fairly, in a way that also helps keep people employed.
4. Employers also have an **important role within local schools** and communities:
    - *School outreach*: Many employers already work with local schools. We want to encourage employers to take on long-term projects as sustained engagement is important for children's employment outcomes.
    - *Work experience*: Work experience and paid internships offered on merit are important for children from low-income families<sup>109</sup> who may not have informal networks that help others get jobs.<sup>110</sup>
  5. In 2014-17 we will continue to expand the **Business Compact**, getting major employers to sign up to a set of fairer recruitment and employment practices, including paying interns appropriately. We now have more than 150 companies from a wide range of sectors signed up to develop the best young people and talent, not just those with the right contacts or resources.
  6. It is clear that employers are a key part of any action to help low-income families move out of poverty. These steps should also help employers get access to the widest range of skills and talents, recruit the best people, and increase productivity.

## Local Areas

7. Where people live matters. Each local area faces a different challenge in tackling child poverty. Relative child poverty rates range from as small as 13% (in the South East) to as high as 23% (in Yorkshire and the Humber and the West Midlands).<sup>111</sup> Local

<sup>107</sup> Low Pay Commission (2013). There is uncertainty about the extent of non-compliance, as this figure includes apprentices and those that have accommodation costs tied into their employment terms.

<sup>108</sup> Garret, R., Campbell, M. and Mason, G. (2010)

<sup>109</sup> Social Mobility and Child Poverty Commission (2013)

<sup>110</sup> Green, A. and White, R. (2007)

<sup>111</sup> DWP (2013c)

authorities in England have a duty to reduce child poverty.<sup>112</sup> **Annex C** provides local area data to show the varying size of challenge different local authorities face.

8. This Government has taken action to give local areas more freedom to do what people want and need locally. We have removed overly strict requirements about what local agencies can spend their money on and given them more control over the services they provide.
9. Local agencies now have the flexibility they need to tailor their services to face specific local challenges, making them vital partners in tackling child poverty:
  - **Employment and skills:** We are supporting the private sector to expand through the Regional Growth Fund. We have a total of £2.6 billion to give to businesses by 2016 to spend on projects like infrastructure to help businesses grow and create jobs. Local areas can build further on existing work with partners to increase employment and skills, addressing barriers to the labour market through their Local Enterprise Partnership (LEP), enabling businesses and local authorities to come together. LEPs can establish Enterprise Zones offering incentives like business rates relief. We have given Jobcentre Plus increased freedom to work with local partners (such as the voluntary and community sector) to tailor their services to the needs of the people in their area.
  - **Education:** We have taken action to give more autonomy to schools and colleges and reduce the rules about what they can spend their money on. We will publish reliable evidence on what works to help schools target the pupils that need the most help. We expect schools and partners in their local communities to work together to increase attainment of disadvantaged children.
  - **Health:** Reducing child poverty is an indicator in the public health outcomes framework. This means that local authorities and health services will work together to address preventable health conditions and reduce health inequalities such as obesity. We have made £5.46 billion available to local authorities for their public health responsibilities for 2013/14 and 2014/15 to make sure they can target the specific health problems faced by the people in their local areas in ways that the people want locally.
  - **Neighbourhood:** Attachment to a local area can cause people to limit where they look for work and the opportunities available to them.<sup>113</sup> We want to make sure that where you grow up does not affect where you end up. We want local people to get involved in deciding what gets built in their neighbourhoods. Therefore, we have given people the right to define their own neighbourhoods and have a say in the future of the places where they live and work through neighbourhood planning.
10. We will support local areas and communities in their work towards ending child poverty by publishing data to help identify specific local challenges and providing robust evidence on what works.

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<sup>112</sup> They are required by the Child Poverty Act 2010 to cooperate to reduce, and mitigate the effects of, child poverty in their local areas; prepare and publish local child poverty needs assessments; and to consult children, parents and organisations representing them when preparing their strategy.

<sup>113</sup> Green, A. and White, R. (2007)

## The devolved administrations

11. Scotland, Northern Ireland and Wales are taking their own approaches which fit with their circumstances on the areas devolved to them, for example education. Information on the devolved administrations' child poverty strategies can be found in Annex B.

Central government action cannot, by itself, end child poverty. Action is also needed by:

- Employers
- Local agencies, in particular local authorities, working in partnership with the voluntary and community sector
- The devolved administrations

We would like stakeholders' views on what more can be done locally and how we can work together to end child poverty.

# Consultation

## Consultation questions

We would like everyone's views on how we can work together to end child poverty. Only by working together can we transform the lives of the poorest children.

### Our approach

1. To what extent do you agree that the draft Strategy achieves a good balance between tackling poverty now and tackling the drivers of intergenerational poverty?
2. Considering the current fiscal climate, what is your view of the actions set out in the draft Strategy?

### Gathering ideas

3. At a local level, what works well in tackling child poverty now?
4. At a local level, what works well for preventing poor children becoming poor adults?
5. What more can central government do to help employers, local agencies and the voluntary and community sector work together to end child poverty?

## Next Steps

Consultation responses can be completed online at [www.education.gov.uk/consultations](http://www.education.gov.uk/consultations) or by downloading a response form which should be completed and sent either by email to [strategy.consultation@childpovertyunit.gsi.gov.uk](mailto:strategy.consultation@childpovertyunit.gsi.gov.uk) or by post to:

Child Poverty Strategy Consultation  
Child Poverty Unit  
Sanctuary Buildings  
Westminster  
SW1P 3BT

## End Notes

<sup>1</sup> The child poverty impacts of Universal Credit are calculated in the Department for Work and Pension's Policy Simulation Model. This is a static micro-simulation model, which applies policy modelling to data from the Family Resource Survey 2010/11.

In order to calculate the poverty impact of Universal Credit we first calculate the number of children living in households with income below 60% of the median income line (before housing costs) in the current benefit system. We then compare this to the number modelled as being in poverty under Universal Credit.

Since the Family Resources Survey is based on sample data, it is necessary to apply grossing factors to bring the total number of households in line with those in the population in general. This is done using calibration factors derived by comparing the numbers of households with those in our administrative data/forecasts. Numbers are rounded to the nearest 50 thousand to reflect sampling uncertainty.

Policy modelling is based on Autumn Statement 2013. It excludes the effects of the Minimum Income Floor, which is designed to encourage those affected to improve their income levels and for which the behavioural response is very difficult to model. Generally speaking, the modelling does not take behavioural impacts into account, but assumes that household's circumstances (level of earnings etc.) are unchanged under Universal Credit compared with the current system.

ii The total comprises spending on the following benefits:

Out-of-work benefits (excluding retirement pensions)

- Severe Disablement Allowance
- Jobseeker's Allowance (Income Related)
- Jobseeker's Allowance (Contribution Based)
- Employment and Support Allowance (Income Related)
- Employment and Support Allowance (Contribution Based)
- Incapacity Benefit
- Income Support
- New Deal

Other means-tested benefits and tax credits (excluding Child Benefit)

- Pension Credit
- Carers Allowance
- Maternity Grant
- Working Tax Credit/Child Tax Credit
- Housing Benefit
- Council Tax Benefit/Rate Rebate

These benefits were chosen because they have eligibility criteria most targeted on supporting families who would otherwise be at risk of low-income, although a proportion of spending on these benefits (e.g. some contributory JSA payments) will go to relatively high income households.

There is no perfect single source of data that allows benefit expenditure to be disaggregated according to households' family and work status. This analysis uses a mix of sources to develop these estimates. As a consequence, the figures quoted should be regarded as giving a broad order of magnitude, as different sources of information could give different results.

The **Family Resources Survey (FRS)** is a nationally representative sample of approximately 20,000 UK private households. Data for 2011/12, the latest year available, was collected between April 2011 and March 2012. The figures from the FRS are based on a sample of households which have been adjusted for non-response using multi-purpose grossing factors which align the estimates to Government Office Region populations by age and sex. Estimates are subject to sampling error and remaining non-response error.

A benefit unit is defined as a single adult or a married or cohabiting couple and any dependent children. An adult is defined as those individuals aged 16 or over, unless defined as a dependent child. An individual may be defined as a child if aged 16-19 years old and they are not married nor in a Civil Partnership nor living with a partner; and living with parents; and in full-time non-advanced education or in unwaged government training.

The figures presented split benefit units by employment status and family type.

At an individual level, any individual of working-age who is either an employee or self-employed in full-time or part-time work is classified as "in-work". At a benefit unit level, families are defined as being either: **working** where all individuals of working-age in the benefit unit are in-work; **workless**, where no individual of working-



age in the benefit unit is in-work, or *mixed*, where one or more individuals of working-age is in-work, and one or more individuals of working-age is not in-work. Benefit units with no individuals of working age are counted separately. Working age is defined as all individuals aged 16-64 for these purposes.

For the purpose of this analysis mixed benefit units have been included within the total of families in work and benefit units with no individuals of working age have been included within the workless total. The estimated total payment to workless families (£20 billion) includes both receipt of out-of-work benefits and other means-tested benefits by these benefit units. Both types of benefit have also been included in calculating total payments to working families (£25 billion).

Family type is defined by the number of adults (either a couple or single) and the number of children, including those with no children, in the benefit unit. Only benefit payments to families with children have been included in the spending totals presented.

The FRS analysis provides data on benefit caseloads and the average weekly payment, grossed up to national totals. From this, figures for total weekly benefit expenditure can be estimated, broken down by the dimensions given previously.

The FRS is known to under-record benefit receipt. More information is given in the methodology section of the FRS report, table M.6 ([https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/206887/frs\\_2011\\_12\\_report.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/206887/frs_2011_12_report.pdf)).

Therefore the weekly expenditure figures are used to sub-divide **out-turn expenditure from DWP's annual accounts** across the desired sub-groups, rather than being used directly to derive an expenditure estimate. Out-turn benefit expenditure data is published at: [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/222845/expenditure\\_tables\\_Budget\\_2013.xls](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/222845/expenditure_tables_Budget_2013.xls). These are consistent with figures published in the departmental accounts, though don't match them exactly because of the accounting treatment of certain items of expenditure and income. These figures relate to the out-turn as was known at Budget 2013; there may have been some minor changes in overall expenditure on benefits that are not administered directly by DWP, but these will not be material to the analysis.

In attributing total expenditure across sub-groups:

- Child Tax Credit and Working Tax Credit are combined.
- All spending on out-of-work benefits (Employment and Support Allowance, Incapacity Benefit, Severe Disablement Allowance, New Deal, Income Support and Jobseeker's Allowance) is assumed to go to non-working benefit units. Comparison between FRS data and administrative sources suggests the FRS significantly overstates the proportion of claimants of these benefits who have some earnings brought to account.

Survey based estimates of benefit receipt will obviously differ from estimates based on administrative data. Our estimate of spending on tax credits for families in work will be higher, and estimated tax credit spending on workless families lower, than HMRC published awards which define all families in which working-age adults are working insufficient hours to qualify for Working Tax Credit as being out of work. The spending estimates we present are also calibrated to cash expenditure rather than finalised awards.

iii Sourced from the 2011/12 Family Resources Survey (FRS). The FRS asks respondents what is the highest level of qualification they have received from school, college or since leaving education, including any work-based training. Comparisons between the numbers with no qualifications in the FRS, the Labour Force Survey (LFS) and the Census indicate that the FRS figures overstate the numbers of working-age adults with no qualifications. The 2011/12 HBAI report publishes the highest level of educational attainment for individual working-age adults. The analysis used here identifies families with dependent children and then identifies the highest qualification among all adults of working-age and above in that family. Children in families with 'No qualifications' is where no adults in the family have reported having any qualifications, and those in families with 'Low qualifications' is where the highest qualification reported among all adults in the family is GCSE grade D-G, CSE grade 2-5, Standard Grade level 4-6 or other qualification (including foreign qualifications below degree level). Full details of the methodology used in HBAI can be found here: <https://www.gov.uk/government/publications/households-below-average-income-hbai-199495-to-201112>



# Annex A:

## Progress on the 2011-14 Strategy

### Introduction

1. The Child Poverty Act 2010 requires the Government to produce child poverty strategies every three years and to monitor progress. Each of the devolved administrations is responsible for producing and monitoring their own child poverty strategy (see Annex B).

### Action we have taken to address child poverty

2. The Child Poverty Strategy of 2011 set out the ways in which we intended to tackle the root causes of child poverty, make progress on the Child Poverty Act targets and improve the lives of the most vulnerable groups of children.
3. The 2011 Strategy set out an extensive programme of policies across Government and local areas. Annex B of the 2011 Strategy set out the key structural reforms that would help facilitate this. These reforms have now **all been introduced** and an update is in the table below.

### IMPLEMENTATION OF KEY STRUCTURAL REFORMS

Key structural reform	Progress
Local areas continue to fulfil their duties in relation to the Child Poverty Act	The Localism Act, November 2011, has given local government, communities and individuals more freedom to improve outcomes for local people.
Fairness Premium introduced	Pupil Premium introduced in 2011/12.  Entitlement to 15 hours a week of pre-school education for the most disadvantaged 2 year olds introduced in 2013 and being extended from 2014.
Changes to Local Housing Allowance	Changes to Local Housing Allowance introduced April 2011.
Begin reassessing Incapacity Benefit customers for Employment and Support Allowance	Full roll-out of reassessment began April 2011.

Key structural reform	Progress
16 Community Budgets running – to be extended to all local authority areas across England	Now called Our Place. Extension across all areas has begun and at least 100 areas are expected to develop their operational plans by March 2015.
Early Intervention Grant allocated to local authorities	Early Intervention Grant (EIG) funds allocated in 2011/12 and 2012/13. From 2013/14 the EIG became part of the local government funding scheme (the Business Rates Retention Scheme).
Education Endowment Fund allocated to chosen schools	First Education Endowment Fund grants made October 2011.
Role of Independent Reviewer on social mobility extended to include child poverty	We established the Social Mobility and Child Poverty Commission in November 2012.
Indicators in Departmental Business Plans finalised	Child Poverty indicators on workless households embedded in Business Plans from 2011.
Work Programme rolled out nationally	Work Programme rolled out nationally in June 2011.
First Pupil Premium funding allocated to schools	First Pupil Premium allocations in 2011/12.
Public Health Outcomes Framework in place	Public Health Outcomes Framework published January 2012.
Health and Well-being Boards operating in all areas on a non-statutory basis	Statutory responsibilities introduced from April 2013.
Introduction of Universal Credit	April 2013 – Universal Credit (UC) introduced in certain areas of the north-west of England. Progressive roll out from 2013. UC service fully available in each part of Great Britain during 2016 with the majority of the remaining legacy caseload moving to UC by the end of 2017.

4. The 2011 Strategy also identified actions under each of the main aims. The table below highlights the key policies in place which have helped us make progress. The new Strategy builds on the 2011 framework and links to the new Strategy are also shown.

## 2011 STRATEGY: ACTIONS AND KEY POLICIES

2011 Strategy actions	Key policies	Link to 2014 Strategy
Supporting families to achieve financial independence Provide better incentives to work	<ul style="list-style-type: none"> <li>Supported working families through Working Tax Credit and Child Tax Credit.</li> <li>Ensured people keep more of their earnings by increasing the Personal Tax Allowance – from £7,475 in 2011/12 to £9,440 in 2013/14.</li> <li>Made work pay through the introduction of Universal Credit which simplifies the benefits system and makes it easier for people to access. Expected, in the longer term, to reduce the number of workless people by up to 300,000.</li> </ul>	Chapter 1
Support parents to overcome barriers to work	<ul style="list-style-type: none"> <li>Helped people into work for example through the Work Programme, which provides tailored help for parents who are long-term unemployed, and by improving parents' qualifications. Expected to provide personalised support to 2.3 million claimants over the life of the contract (to 2016). To date more than 208,000 people on the Work Programme have found lasting work.<sup>114</sup></li> <li>Helped particular groups of parents who might have more issues to overcome when returning to work – for example lone parents.</li> <li>Given more flexibility and discretion to Jobcentre Plus Advisers through the Flexible Support Fund.</li> </ul>	Chapter 1
Help families to improve their financial management and to avoid unmanageable debt	<ul style="list-style-type: none"> <li>Helped to educate young people about financial matters, improved the financial advice and information available and improved access to better financial products. This included free advice through the Money Advice Service which was launched in April 2011.</li> </ul>	Chapter 2
Reform the education funding structure	<ul style="list-style-type: none"> <li>Increased investment in early years education and extended funding to two year olds from low-income families.</li> <li>Supported schools by introducing the Pupil Premium which provides additional funding to schools to help their most disadvantaged pupils achieve more. Total funding through the Pupil Premium has increased from £625 million in 2011/12 to £1.875 billion in 2013/14. It will rise to £2.5 billion in 2014/15.</li> </ul>	Chapter 3

<sup>114</sup> DWP (2013b)

2011 Strategy actions	Key policies	Link to 2014 Strategy
Supporting family life and children's life chances		
Support strong stable families	<ul style="list-style-type: none"> <li>Supported families to stay together – between 2013 and 2015 we are providing £30 million for charities to provide relationship support. And an additional £20 million on support for separating and separated parents.</li> </ul>	Chapter 1
Improve educational attainment	<ul style="list-style-type: none"> <li>Ensured that poor children are not disadvantaged in the early years. For example we have continued to provide 15 hours of funded childcare to all 3 and 4 year olds at a cost of £2.2 billion a year. And we extended this help to 130,000 of the most disadvantaged 2 year olds in 2013.</li> <li>Schools given increased Pupil Premium funding to raise educational attainment for poor children. Schools will be held to account for the use of this money through Ofsted.</li> </ul>	Chapter 3
Improve health outcomes for children	<ul style="list-style-type: none"> <li>Identified any Special Educational Needs (SEN) or disability issues early and reformed the SEN system. This includes introducing a combined Education, Health and Care plan for people with SEN aged up to 25. Currently being trialled and we are providing up to £600,000 in 2013/14 for 20 Pathfinder councils to drive forward these reforms.</li> </ul>	Chapter 3
Address barriers for disadvantaged groups of children	<ul style="list-style-type: none"> <li>Helped vulnerable groups and provided a range of targeted policies for those who face specific challenges. For example Care to Learn funding for teenage parents allowing them to attend courses.</li> </ul>	Annex D
The role of place and transforming lives		
Reforming public services and free up partners to increase the potential for more localised approaches to tackling child poverty	<ul style="list-style-type: none"> <li>Encouraged and facilitated the action that local authorities and other local agencies can take. Local areas in England are vital partners in taking forward work to end child poverty.</li> <li>Introduced the Localism Act in November 2011 which has brought new freedoms and flexibilities for local government and new rights and powers for communities and individuals.</li> <li>Supported local areas and communities in their valuable work by publishing data to help identify specific local challenges and providing robust evidence on what works.</li> </ul>	Chapter 4

## Monitoring the effect of our policies

- Annex A of the 2011 Child Poverty Strategy set out the targets and indicators we are using to measure the effects of our actions and policies on child poverty over the lifetime of that strategy. A report on these is below.
- The Government has also established the new Social Mobility and Child Poverty Commission. The Commission's role is to challenge and monitor progress by Government and other external institutions against the objectives of improving social mobility and reducing child poverty. The Commission produced their first independent annual report on progress in October 2013.<sup>115</sup>
- The Government remains committed to the goal of eradicating child poverty by 2020. This target, along with the other Child Poverty Act 2010 targets, is covered in the table below.

### CHILD POVERTY STRATEGY TARGETS AND INDICATORS 2011-2014

Indicator	Indicator description	Comparator year data		Most recent data		Coverage
		Year	Data	Year	Data	
Act target: Relative Low Income	Proportion of children living in households where income is less than 60% of median household income for the financial year (2020/21 target is less than 10%). <sup>116</sup>	2010/11	18%	2011/12	17% <sup>117</sup>	UK
Act target: Absolute Low Income	Proportion of children living in households where income is less than 60% of median household income in 2010-11 adjusted for prices (2020/21 target less than 5%). <sup>118</sup>	2010/11	18%	2011/12	20% <sup>119</sup>	UK
Act target: Combined Low Income and Material Deprivation	Proportion of children who experience material deprivation and live in households where income is less than 70% of median household income for the financial year (2020/21 target is less than 5%). <sup>120</sup>	2010/11	13%	2011/12	12% <sup>121</sup>	UK

<sup>115</sup> Social Mobility and Child Poverty Commission (2013)

<sup>116</sup> DWP (2013c)

<sup>117</sup> This change is not significant as the proportion of children in relative low-income has remained broadly the same since 2010/11.

<sup>118</sup> DWP (2013c)

<sup>119</sup> The change on 2010/11 is statistically significant.

<sup>120</sup> DWP (2013c)

<sup>121</sup> The change on 2010/11 is not statistically significant.

Indicator	Indicator description	Comparator year data		Most recent data		Coverage
		Year	Data	Year	Data	
Act target: Persistent Poverty	Proportion of children living in households where income is less than 60% of median household income for at least three out of the previous four years. <sup>122</sup>	2005 to 2008	12%	Not available	Not available	UK
Severe Poverty	Proportion of children who experience material deprivation and live in households where income is less than 50% of median household income for the financial year. <sup>123</sup>	2010/11	4%	2011/12	3% <sup>124</sup>	UK
Children in Workless Households	Proportion of children living in workless households. <sup>125</sup>	2010	16%	2013	14%	UK
In-Work Poverty	Proportion of children living in families where at least one person works but are still in relative poverty. <sup>126</sup>	2010/11	13%	2011/12	13%	UK
Transition from childhood to the labour market	Proportion of 18-24 year olds (i) participating in part time or full time education and training. <sup>127</sup> (ii) not in full time education or training who are not in employment. <sup>128</sup>	2010	38.8%	2013	39.9%	England
Low Birth Weight	Low birth weight (gap between social classes 1-4 and social classes 5-8) <sup>129</sup> Low birth weight defined as under 2.5kg at birth.	2010	1.1 percentage points Classes 1-4 6.3% Classes 5-8 7.4%	2011	0.6 percentage points Classes 1-4 6.5% Classes 5-8 7.1%	England and Wales

<sup>122</sup> The data source for measuring persistent poverty, the British Household Panel Survey, ended in 2008 and has since been subsumed into the Understanding Society survey. Due to this change in data source most recent persistent poverty figures cannot be produced until 4 years of comparable data are collected.

<sup>123</sup> DWP (2013c)

<sup>124</sup> The change on 2010/11 is not statistically significant.

<sup>125</sup> ONS (2013b)

<sup>126</sup> DWP (2013c)

<sup>127</sup> DfE (2013c)

<sup>128</sup> DWP (2013e)

<sup>129</sup> ONS (2014b) A change to the NSSEC classification used in 2011 means figures for 2012 are not directly comparable with those for 2010.



Indicator	Indicator description	Comparator year data		Most recent data		Coverage
		Year	Data	Year	Data	
Child development	We will develop an indicator looking at gaps in school readiness for children aged up to 5 between children from different social backgrounds following consideration of the Tickell review. <sup>130</sup>	N/A	N/A	N/A	N/A	N/A
Attainment at school and in further education	Attainment gap between children receiving free school meals and the rest at Key Stage 2 in reading, writing and mathematics. <sup>131</sup>	2010/11	Not available	2012/13	18.7 percentage points FSM 60.1% Non FSM 78.8%	England
	Attainment gap between children receiving free school meals and the rest in achieving the basics at Key Stage 4 (currently defined as achieving an A*-C in English and mathematics GCSEs). <sup>132</sup>	2010/11	27.4 percentage points FSM 35.1% Non FSM 62.5%	2012/13	26.6 percentage points FSM 36.8% Non FSM 63.0%	England

<sup>130</sup> The Department of Health are measuring child's development at age 2-2½ and this new data will be merged with the National Pupil Database held by Department for Education, to track attainment at key school ages. The measure will be produced at national and local levels. The time lag between recording a child's pre-school cognitive development and their reaching age five means that no data is available for 2011-14.

<sup>131</sup> DfE(2013g) In 2011/12, the method of assessment in English writing changed and therefore is not comparable with previous years.

<sup>132</sup> DfE(2014)

Indicator	Indicator description	Comparator year data		Most recent data		Coverage
		Year	Data	Year	Data	
	Attainment gap between children who were receiving free school meals at age 19 and the rest in achieving level 3, broken down into, <sup>133</sup> (a) achieving 2 A levels, or	2010/11	21.7 percentage points FSM 15.2% Non FSM 36.8%	2011/12	21.9 percentage points FSM 15.6% Non FSM 37.5%	England
	(b) other A level equivalent qualification.	2010/11	3.1 percentage points FSM 16.7% Non FSM 19.8%	2011/12	2.3 percentage points FSM 18.4% Non FSM 20.7%	England
Progression to higher education	Progression of pupils aged 15 to higher education at age 19 (FSM at 15, non-FSM at 15 and gap) <sup>134</sup>	2010/11	18 percentage points FSM 20% Non FSM 38%	Not available	Not available	England

<sup>133</sup> DfE (2013d)

<sup>134</sup> BIS (2013)

Indicator	Indicator description	Comparator year data		Most recent data		Coverage			
		Year	Data	Year	Data				
Teenage pregnancy	Conception rates per 1000 for women aged 15-17 years. <sup>135</sup>	2010	35.5 per 1000	2012	27.9 per 1000	England and Wales			
Young offending	Number of young people aged 10-17 receiving their first reprimand, warning or conviction. <sup>136</sup>	2010	54,852	2012/13	25,332	England and Wales			
Family structures	The proportion of children living in relative poverty in families <sup>137</sup> by:	2010/11	14%	2011/12	15%	UK			
	(a) couples who are married/in a civil partnership						24%	20%	UK
	(b) couples who are cohabiting; and						22%	22%	UK
	(c) lone parents								

<sup>135</sup> ONS (2014c)<sup>136</sup> Ministry of Justice (2013)<sup>137</sup> DWP (2013c)

## Annex B:

# Approach taken by the devolved administrations

## WALES

### Introduction

1. The UK Government retains key policy responsibility for welfare and social security and fiscal and macro-economic policy. Other areas relevant to child poverty such as education, health and economic development are devolved to the Welsh Government.
2. The Children and Families (Wales) Measure 2010 placed a duty on the Welsh Government to publish a Child Poverty Strategy for Wales, and set specific objectives for improving the outcomes of children and families living in low-income households. The Welsh Government is also required to report on progress that has been made towards meeting these objectives in 2013 and every three years after that.

### Aims and priorities

3. The Welsh Government's 2011 Child Poverty Strategy<sup>138</sup> set out three strategic objectives:
  - reduce the number of families living in workless households;
  - improve the skills of parents/carers and young people living in low-income households so they can secure well-paid employment;
  - reduce inequalities that exist in health, education and economic outcomes of children and families by improving the outcomes of the poorest.
4. To further support these objectives, the Tackling Poverty Action Plan<sup>139</sup> (which sets out what is being done to build resilient communities and to help prevent and reduce poverty in Wales) focuses action in four key areas:-
  - improving the educational attainment of children from low-income families;
  - helping more people into jobs, especially in workless households;
  - reducing the number of young people not earning or learning in Wales;

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<sup>138</sup> Welsh Assembly Government (2011)

<sup>139</sup> Welsh Assembly Government (2013a)

- ensuring that all people regardless of how poor or how deprived the area they live in have equal and fair access to essential services.

### Children and Families (Wales) Measure 2010 – A wider public sector commitment to eradicating child poverty

5. This Measure placed a duty on not only the Welsh Ministers, but also on local authorities and other Welsh authorities (including health, education, cultural, environment, Fire and Rescue and sport sectors) to prepare and publish a Child Poverty Strategy that sets out its objectives and actions for contributing to the eradication of child poverty in Wales. This legal duty engaged the wider public sector within Wales on matters relating to child poverty. This has resulted in organisations changing their priorities and policies to encourage children from low-income families to access their services more easily.
6. A full account of recent measures taken by the Welsh Government can be found in the 2013 Progress Report<sup>140</sup>. Examples of the positive steps that have been taken in relation to tackling child poverty in Wales are detailed below:

Initiative and Purpose	Size/Spend	Outcomes
<p><b>Flying start</b></p> <p>Offers a range of support, including high quality childcare for 2 year olds in some of the most deprived parts of Wales. It also helps parents access information and support about skills, jobs and debt advice.</p>	<p>A further £85 million (£60m revenue; £25m capital) has been committed until 2016.</p>	<p>Evidence to date shows that Flying Start is beginning to have a real, positive impact on children for example early language development and improved numeracy and literacy skills. By the end of 2013/14 nearly 28,000 children and their families will be receiving support from the programme.</p>
<p><b>Jobs Growth Wales</b></p> <p>Launched in April 2012 Jobs Growth Wales will create 16,000 jobs over 4 years for unemployed young people aged 16-24. Participants will be paid at or above the National Minimum Wage (NMW) for a minimum of 25 hours per week. Employers are reimbursed the NMW and National Insurance contributions. The ambition of the programme is that the jobs are sustained after the six month opportunity.</p>	<p>Jobs Growth Wales, launched in April 2012, will receive an additional £12.5 million to extend the programme to 2015/16. This brings total received funding to £87.5 million.</p>	<p>As of September 2013, 8,672 jobs have been created and 6,896 jobs have been filled across Wales.</p>

<sup>140</sup> Welsh Assembly Government (2013b)

Initiative and Purpose	Size/Spend	Outcomes
<p><b>Families First</b></p> <p>Families First has been the driving force of Welsh Government's whole family approach by establishing a Team Around the Family (TAF) and Joint Assessment Family Framework (JAFF). Wales is the first country in the UK to have mandated a TAF in every local authority.</p>	<p>£47.15 million grant for 2013/14.</p>	<p>The independent 3 year evaluation commenced in Summer 2012. The first annual report was published on the 19th December 2013. The impact and effectiveness of the scheme will be covered in later reports.</p>
<p><b>School Effectiveness and Pupil Deprivation Grants (PDG)</b></p> <p>Improves standards around literacy and numeracy.</p> <p>Helps schools tackle the barriers to learning and break the link between deprivation and poor outcomes.</p>	<p>The level of funding available from the PDG has risen to £35 million in 2013/14, doubling the per pupil allocation from £450 to £918.</p> <p>The total School Effectiveness Grant available is £28.8 million in 2013/14, and local authorities are expected to match-fund to the tune of £8.6 million.</p>	<p>All of the money associated with the Pupil Deprivation Grant is directed to schools and the increased funding in 2013/14 will enable the grant to be extended to support for looked after children.</p>

### Progress against 2011 Child Poverty Strategy targets (UK) and indicators

Indicator	Indicator description	Three years ending 2010/11	Three years ending 2011/12
Act target: Relative Low Income	Proportion of children living in households where income is less than 60% of median household income for the financial year (2020 UK target is less than 10%). <sup>141</sup>	23%	23%
Act target: Absolute Low Income	Proportion of children living in households where income is less than 60% of median household income in 2010/11 adjusted for prices (2020 UK target less than 5%). <sup>142</sup>	21%	24%
Act target: Combined Low Income and Material Deprivation	Proportion of children who experience material deprivation and live in households where income is less than 70% of median household income for the financial year (2020 UK target is less than 5%). <sup>143</sup>	Cannot yet be reported	Cannot yet be reported

<sup>141</sup> DWP(2013c)

<sup>142</sup> DWP(2013c)

<sup>143</sup> Due to the volatility of the measure at this level, three years' worth of data are required to produce a reliable estimate. Owing to a change in methodology of the UK-wide material deprivation measure, comparable figures are only available for 2010/11 and 2011/12. The proportion of children in combined low-income and material deprivation will not be available for Wales until the 2012/13 HBAI report is published.

Indicator	Indicator description	Three years ending 2010/11	Three years ending 2011/12
Act target: Persistent Poverty	Proportion of children living in households where income is less than 60% of median household income for at least three out of the previous four years. <sup>144</sup>	No new figures for persistent poverty have been published since the last strategy and therefore progress has not been measured.	

7. The Child Poverty Strategy for Wales set out six key indicators of child poverty. Data for each of these strategic indicators is below. There are also a wider set of proxy indicators for the early years, income and work, education, health, housing and community.

Indicator	Comparator year		Most recent data	
	Year	Data	Year	Data
Percentage of children living in workless households. <sup>145</sup>	2010	18.8%	2012	17.7%
Percentage of working age adults with no qualifications. <sup>146</sup>	2010	12.1%	2012	10.6%
Percentage of live births weighing less than 2,500 grams. <sup>147</sup>	2010	7.0%	2012	7.3%
Percentage of pupils eligible for Free Schools Meals who achieve the Level 2 threshold including English/Welsh and maths at Key Stage 4. <sup>148</sup>	2010	20.7%	2012	23.4%
Looked after children per 10,000 population aged under 18. <sup>149</sup>	2010	81 children per 10,000	2013	91 children per 10,000
Number of children living in low-income households reaching health, social and cognitive development milestones when entering formal education.	The Welsh Government will establish comparative datasets on the development outcomes of children from low-income families as they enter full time education. This work, which will be completed by March 2014, will provide a standardised approach.			

<sup>144</sup> The data source for measuring persistent poverty, the British Household Panel Survey, ended in 2008 and has since been subsumed into the Understanding Society survey. Due to this change in data source more recent persistent poverty figures cannot be produced until 4 years of comparable data are collected.

<sup>145</sup> (ONS, 2013c)

<sup>146</sup> Welsh Assembly Government (2013b). Information from the Annual Population Survey.

<sup>147</sup> Ibid. ONS data.

<sup>148</sup> Welsh Assembly Government (2013c)

<sup>149</sup> Welsh Assembly Government (2013b)

## SCOTLAND

### Introduction

8. The UK Government retains key policy responsibility for welfare and social security, fiscal and macro-economic policy. Other related areas such as education, health, business support and regeneration are devolved to the Scottish Government.
9. The Child Poverty Act 2010 requires Scottish Government to publish a child poverty strategy and to report on progress against that strategy annually. A new Child Poverty Strategy for Scotland will be published in Spring 2014.

### Aims and priorities

10. The Scottish Government's 2011 Child Poverty Strategy<sup>150</sup> set out two main aims in respect of tackling child poverty. They are to maximise household resources and to improve children's wellbeing and life chances:
  - Reduce the levels of child poverty by reducing income poverty and material deprivation by maximising household incomes and reducing the pressure on household budgets among low-income families – using measures such as maximising the potential for parents to access and sustain good quality employment and promoting greater financial inclusion and capability.
  - Improve children's wellbeing and life chances – with the ultimate aim being to break inter-generational cycles of poverty, inequality and deprivation. The Scottish Government will place particular focus on tackling the underlying social and economic determinants of poverty, and improve the circumstances in which children grow up – recognising the particular importance of improving children's outcomes in the early years.
11. The Strategy sets out a range of other indicators that will be used to track progress including those from the National Performance Framework that are relevant to child poverty:
  - Increasing overall income and the proportion of income received by the three lowest income deciles.
  - Decreasing the proportion of individuals living in poverty.
  - Increasing healthy life expectancy at birth in the most deprived areas.
  - Increasing the proportion of school leavers in positive and sustained destinations.

### Measures taken

12. A full account of recent measures taken by the Scottish Government can be found in the Annual Report for the Child Poverty Strategy 2013.<sup>151</sup>

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<sup>150</sup> The Scottish Government (2011)

<sup>151</sup> The Scottish Government (2013a)



13. Examples of the positive steps that have been taken in relation to tackling child poverty in Scotland are detailed below:

Initiative and Purpose	Size/Spend	Outcomes
<p><b>Early Years Taskforce</b>, set up to provide strategic directions for early years policy and lead the drive to preventative spend at a national level. The Taskforce oversees the <b>Early Years Collaborative (EYC)</b>, an outcomes focused, multi-agency, quality improvement programme which includes targets on infant mortality and early development.</p>	<p>Early Years Change Fund of £272 million, which is designed to implement Scotland's Early Years Framework and take forward the preventative spend agenda.</p>	<p>The overall outcome sought is to make Scotland the best place to grow up.</p> <p>Launched in October 2012 the EYC focuses on ensuring that:</p> <ul style="list-style-type: none"> <li>-Women experience positive pregnancies which result in the birth of more healthy babies (by 2015)</li> <li>-85% of all children within each Community Planning Partnership (CPP) have reached all expected developmental milestones at their 27-30 month child health review (by 2016)</li> <li>-90% of all children within each CPP have reached all expected developmental milestones at the time they start primary school (by end-2017).</li> </ul>
<p><b>Opportunities for All</b> Brings together More Choices, More Chances Strategy, 16+ Learning Choices and the Post-16 Transitions Policy and Practice Framework into a single coherent approach to support all young people between the ages of 16 and 20 engage in learning, training and employment.</p>	<p>£10.15 million available in 2013-15 to ensure delivery of Opportunities for All post-16 transition planning and Activity Agreements.</p>	<p>In March 2013, 89.5% of school leavers were sustaining a positive destination (learning, training and employment). This is a record high and there has been a year on year increase since 2008/09.</p>
<p><b>Youth Employment Scotland</b> Helping unemployed 16-24 year olds into work. Delivered by local authorities.</p>	<p>£25 million available in 2013/14 (including £10m from the European Social Fund).</p>	<p>10,000 young people to receive an enhanced package of support from the start of unemployment.</p>

Initiative and Purpose	Size/Spend	Outcomes
More support for young people facing most challenges.	Extended eligibility for Community Jobs Scotland places and Targeted Employer Recruitment Incentives for vulnerable 16-24 year olds. Backed up by an additional £500,000.	Additional £500,000 aims to help up to 250 young people with an enhanced package of support from the start of unemployment
Support for those affected by Welfare Reform Changes	Additional £40 million, with partners in local government in 2013/14 and in 2014/15 for Council Tax Reduction Scheme.	Will protect half a million people from the UK Government's 10% reduction in funding for Council Tax Benefit successor arrangements.
	Extra £20 million to councils for Discretionary Housing Payments in 2013/14 and up to £20 million again in 2014/15 to help those affected by welfare reform including the removal of the spare room subsidy.	If all DHP money available (£35 million) in 2013/14 is used for the removal of the spare room subsidy it would completely remove 7 out of 10 households affected this year.
	£7.9 million additional funding for advice and support services across the country.	
	Extra £9.2 million in 2013/14 and again in 2014/15 for a new Scottish Welfare Fund (introduced April 2013), giving a total of £33 million.	Capacity to help some 200,000 people.

### Progress against 2011 Child Poverty Strategy targets (UK) and indicators

14. The most recent figures for the statutory targets in the Child Poverty Act 2010 are set out below:

Indicator	Indicator description	Comparator year		Most recent data	
		Year	Data	Year	Data
Act target: Relative Low Income	Proportion of children living in households where income is less than 60% of median household income for the financial year (2020 UK target is less than 10%).	Three years ending 2010/11	19%	Three years ending 2011/12	17% <sup>152</sup>
		2010/11	17%	2011/12	15% <sup>153</sup>

<sup>152</sup> DWP (2013c)

<sup>153</sup> The Scottish Government (2013b) This single year figure cannot be compared to the regional three year average figure published by DWP.

Indicator	Indicator description	Comparator year		Most recent data	
		Year	Data	Year	Data
Act target: Absolute Low Income	Proportion of children living in households where income is less than 60% of median household income in 2010/11 adjusted for prices (2020 UK target less than 5%).	Three years ending 2010/11	18%	Three years ending 2011/12	17% <sup>154</sup>
		2010/11	17%	2011/12	16% <sup>155</sup>
Act target: Combined Low Income and Material Deprivation	Proportion of children who experience material deprivation and live in households where income is less than 70% of median household income for the financial year (2020 UK target is less than 5%).	2010/11	12%	2011/12	8% <sup>156</sup>
Act target: Persistent Poverty	Proportion of children living in households where income is less than 60% of median household income for at least three out of the previous four years.	No new figures for persistent poverty have been published since the last strategy and therefore progress has not been measured. <sup>157</sup>			

15. In addition to reporting against the statutory targets the Scottish Government also tracks progress against a range of other indicators including those that are most relevant from the National Performance Framework. Progress on the National Performance Framework indicators is detailed below:

Indicator	Indicator description	Comparator year		Most recent data	
		Year	Data	Year	Data
Increasing overall income and the proportion of income received by those in the lowest three income deciles	The proportion of income going to the lowest three deciles. <sup>158</sup>	2010/11	14.5%	2011/12	14.1%

<sup>154</sup> DWP (2013c)

<sup>155</sup> The Scottish Government (2013b) This single year figure cannot be compared to the regional three year average figure published by DWP.

<sup>156</sup> Scottish Government (2013b). This single year figure cannot be compared to any regional figures published by DWP which are based on three year averages. Due to the volatility of the measure at this level, three years' worth of data are required to produce a reliable estimate. Owing to a change in methodology of the UK- wide material deprivation measure, comparable figures are only available for 2010/11 and 2011/12. The proportion of children in combined low-income and material deprivation will not be available for Scotland until the 2012/13 HBAI report is published

<sup>157</sup> The data source for measuring persistent poverty, the British Household Panel Survey, ended in 2008 and has since been subsumed into the Understanding Society survey. Due to this change in data source more recent persistent poverty figures cannot be produced until 4 years of comparable data are collected.

<sup>158</sup> Scottish Government (2013c)

Indicator	Indicator description	Comparator year		Most recent data	
		Year	Data	Year	Data
Decreasing the proportion of individuals living in poverty	The proportion of individuals living in private households with an equivalised income of less than 60% of the UK median before housing costs. <sup>159</sup>	2010/11	15.2%	2011/12	14%
Increasing the proportion of school leavers in positive and sustained destinations	School leavers in learning, training or employment. <sup>160</sup>	2010/11	85.2%	2012/13	89.5%
	School leavers from the least deprived areas in a positive destination nine months after leaving school. <sup>161</sup>	2010/11	73.8%	2012/13	81.6%
Improving levels of educational attainment	<p>Attainment gap between the most deprived and least deprived pupils on leaving school.</p> <p>The average tariff score (ATS)<sup>162</sup> of school leavers in each Scottish Index of Multiple Deprivation quintile has increased in each year since 2007/08. However, a gap remains in the attainment between leavers from the most deprived/least deprived areas.</p>	2010/11	<p>ATS:</p> <p>Most deprived 20% – 250</p> <p>Least deprived 20% – 531</p>	2011/12	<p>ATS:</p> <p>Most deprived 20% – 268</p> <p>Least deprived 20% – 552</p>

<sup>159</sup> Scottish Government (2013d). Based on Family Resources Survey.

<sup>160</sup> The Scottish Government (2013 e). Based on Skills Development Scotland

<sup>161</sup> Ibid.

<sup>162</sup> A tariff score has been calculated based on total attainment on leaving for each young person, using the Unified Points Score System. This system includes all passes and awards each individual has achieved for all levels of formal attainment at SCQF levels 3-7 from throughout their schooling. The Unified Points Score Scale is an extended version of the Universities and Colleges Admissions Service (UCAS) Scottish Tariff points system. The tariff score of a pupil is calculated by simply adding together all the tariff points accumulated from all the different course levels and awards he/she attains.

## NORTHERN IRELAND

### Introduction

16. The UK Government retains key policy responsibility for fiscal and macro-economic policy but all other policy areas relevant to child poverty are devolved to the Northern Ireland Executive.
17. The Northern Ireland Executive is required (by the Child Poverty Act 2010) to publish a child poverty strategy and to report on progress against that strategy annually. A new child poverty strategy for Northern Ireland will be published in Spring 2014 along with the most recent annual report.

### Aims and priorities

18. The Northern Ireland Executive's aim, as stated in the 2011 Northern Ireland Child Poverty Strategy 'Improving Children's Life Chances'<sup>163</sup> is to provide the opportunity for all children and young people to thrive and to address the causes and consequences of disadvantage.
19. To achieve this four strategic priorities have been adopted:
  - Ensure, as far as possible, that poverty and disadvantage in childhood does not translate into poorer outcomes for children as they move into adulthood,
  - Support more parents to be in work that pays, or pays better,
  - Ensure the child's environment supports them to thrive,
  - Target financial support to be responsive to family situations.
20. Priority policy areas were identified as:
  - Education
  - Early Years
  - Childcare
  - Health and Social Care
  - Family Support
  - Parental employment and skills
  - Housing
  - Neighbourhoods
  - Financial support

### Measures taken

21. The Northern Ireland Executive has led the development of a range of interventions under the banner of 'Delivering Social Change' to deliver a sustained reduction in poverty and associated issues, across all ages; and an improvement in children and young people's health, well-being and life opportunities; thereby breaking the long term cycle of multi-generational issues.

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<sup>163</sup> Northern Ireland Executive (2011)

22. Six signature programmes worth £26 million, announced in October 2012, have been implemented which:
- Provide literacy and numeracy help to struggling pupils;
  - Provide positive parenting programmes;
  - Establish 10 family support Hubs, 10 Social Enterprise Incubation Hubs and 20 additional nurture units; and
  - Provide skills programmes to help young people not in education, employment or training.
23. A seventh signature programme for Play and Leisure, announced in October 2013, commits £1.6 million over the next three years to enhance play and leisure opportunities for children and young people.
24. Bright Start the Northern Ireland Executive's Programme for Affordable and Integrated Childcare launched its first phase in September 2013. Bright Start aims to give children the best possible start in life – better social skills; better performance at school and beyond. Bright Start will also aim to help parents who want to work and are deterred by a lack of quality, affordable childcare.
25. The Child Poverty Outcomes Framework<sup>164</sup> has also been developed to assess which interventions are likely to produce the best outcomes over the long term and the impact of programmes already in place.
26. A full account of the recent measures taken in Northern Ireland can be found in 'Improving Children's Life Chances – The Second Year'<sup>165</sup>
27. Examples of the positive steps that have been taken in relation to tackling child poverty in Northern Ireland are detailed below:

Initiative and Purpose	Size/Spend	Coverage
<b>Extended Schools Programme</b> Supporting schools serving areas of greatest social disadvantage.	£11.8 million of additional funding.	460 schools have provided additional learning opportunities and a wide range of interventions and support activities.
<b>Free school meals/ Uniform Grants</b> Reducing financial barriers to participate and remain in education.	£38 million allocated to provide free school meals and £4.2 million for School Uniform Grants	Approximately 78,000 children and young people entitled to free school meals. Slightly fewer entitled to Uniform Grants.
<b>Youth work</b> Informal learning opportunities to promote personal and social development and help overcome barriers to learning for young people.	Around £30 million resource and £5 million capital to support youth work.	Over 144,000 young people participated in youth provision, some obtaining accredited outcomes.

<sup>164</sup> National Children's Bureau – Northern Ireland (2013)

<sup>165</sup> Office of the First Minister and Deputy First Minister of Northern Ireland – Research Branch (2013)

Initiative and Purpose	Size/Spend	Coverage
<b>Childcare</b> Supporting parents in low-income families to increase their education and skills.	£3 million through the Women's Centre Childcare Fund (WCCF) and the Community Investment Fund.	Approximately 88,000 childcare places are provided annually through 14 WCCF centres.
<b>Supporting Lone Parents into work</b>	Implementing Lone Parent Regulations.	Depending on circumstances lone parents are offered Work Focussed Interviews to help them prepare to move into work or increase the hours worked.

### Progress against 2011 Child Poverty Strategy targets (UK)

28. The most recent figures for the statutory targets in the Child Poverty Act 2010 are set out below:

Indicator	Indicator description	Comparator year		Most recent data	
		Year	Data	Year	Data
Act target: Relative Low Income	Proportion of children living in households where income is less than 60% of median household income for the financial year (2020 UK target is less than 10%).	Three years ending 2010/11	24%	Three years ending 2011/12	23% <sup>166</sup>
		2010/11	21%	2011/12	22% <sup>167</sup>
Act target: Absolute Low Income	Proportion of children living in households where income is less than 60% of median household income in 2010/11 adjusted for prices (2020 UK target less than 5%).	Three years ending 2010/11	22%	Three years ending 2011/12	24% <sup>168</sup>
		2010/11	21%	2011/12	25% <sup>169</sup>
Act target: Combined Low Income and Material Deprivation	Proportion of children who experience material deprivation and live in households where income is less than 70% of median household income for the financial year (2020 UK target is less than 5%).	2010/11	11%	2011/12	12% <sup>170</sup>

<sup>166</sup> DWP (2013c)

<sup>167</sup> Department for Social Development of Northern Ireland (2013). This single year figure cannot be compared to the regional three year average figure published by DWP.

<sup>168</sup> DWP (2013c)

<sup>169</sup> Department for Social Development of Northern Ireland (2013). This single year figure cannot be compared to the regional three year average figure published by DWP.

<sup>170</sup> Department for Social Development of Northern Ireland (2013). This is a single year figure and cannot be compared to any regional figure published by DWP which are based on three year averages. Due to the volatility of the measure at this level, three years' worth of data are required to produce a reliable estimate. Owing to a change in methodology of the UK wide material deprivation measure, comparable figures are only available for 2010/11 and 2011/12. The proportion of children in combined low-income and material deprivation will not be available for Northern Ireland until the 2012/13 HBAI report is published.

Indicator	Indicator description	Comparator year		Most recent data	
		Year	Data	Year	Data
Act target: Persistent Poverty	Proportion of children living in households where income is less than 60% of median household income for at least three out of the previous four years.	Northern Ireland specific data in relation to persistent poverty is not available. No new figures for persistent poverty have been published since the last strategy and therefore progress has not been measured. <sup>171</sup>			

29. The Annual Reports published by the Northern Ireland Executive focus on progress made against the UK targets.
30. The Lifetime Opportunities Monitoring Framework Update Report<sup>172</sup> presents a range of statistical targets and indicators endorsed by the Northern Ireland Executive Sub-Committee on Poverty and Social Inclusion in support of the Executive's anti-poverty and social inclusion strategy 'Lifetime Opportunities'. In addition to the child poverty targets, the Monitoring Framework contains poverty and social inclusion indicators and public service agreement targets.

<sup>171</sup> The data source for measuring persistent poverty, the British Household Panel Survey, ended in 2008 and has since been subsumed into the Understanding Society survey. Due to this change in data source more recent persistent poverty figures cannot be produced until 4 years of comparable data are collected.

<sup>172</sup> Northern Ireland Executive (2013)



## Annex C: Local Areas

1. Different areas will face different challenges in tackling child poverty – this is clear at a regional level from the results in table 1 below.

*Table 1: Proportion of children in relative and absolute poverty by region*

Region	Relative Poverty	Absolute Poverty
	09/10-11/12 (3-year average)	
Wales	23%	24%
Northern Ireland	23%	24%
Yorkshire and the Humber	23%	23%
West Midlands	23%	23%
North East	21%	21%
North West	21%	21%
East Midlands	17%	17%
London	17%	17%
Scotland	17%	17%
East of England	14%	14%
South West	14%	14%
South East	13%	12%
<b>United Kingdom</b>	<b>18%</b>	<b>18%</b>

*Source: HBAI 2011/12*

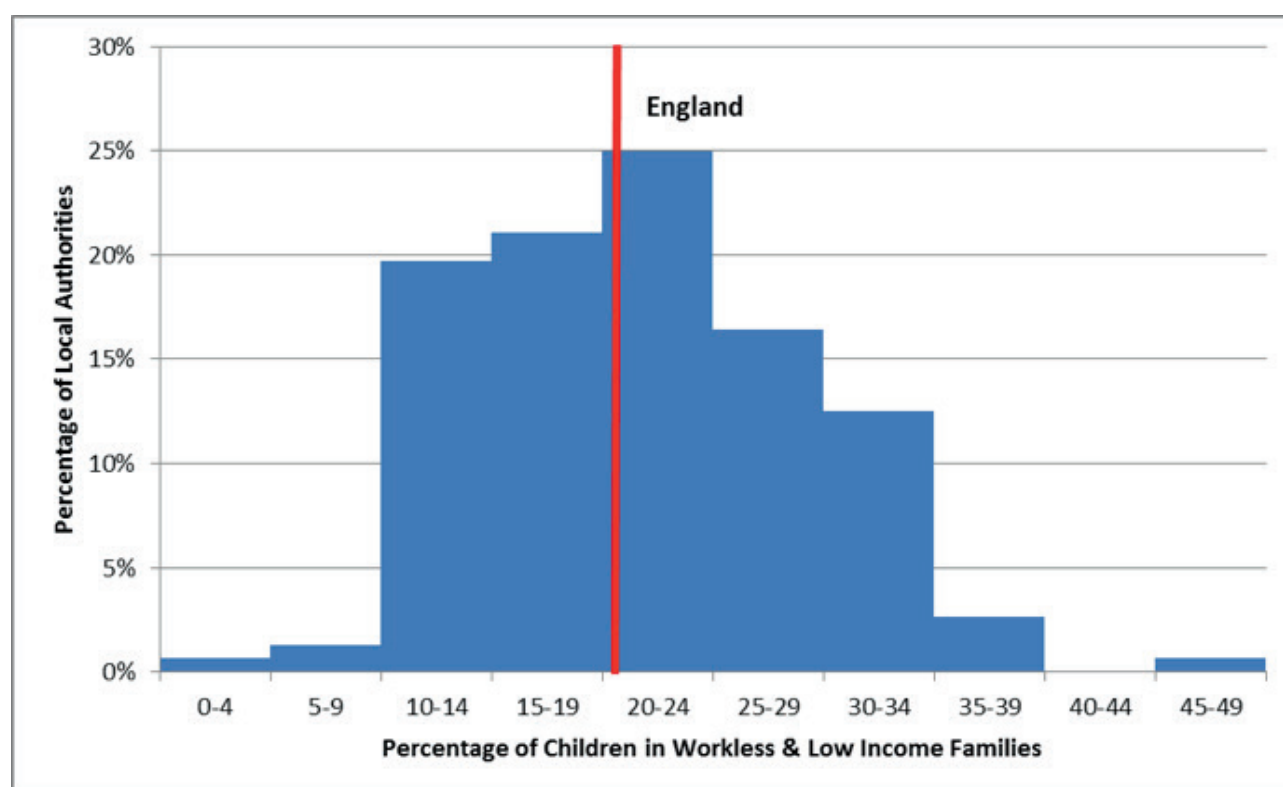
2. Those working in local areas are best-placed to assess local needs. It is important to acknowledge the different challenges that different areas face.
3. To tackle child poverty, local areas will need to tackle the root causes of poverty now and across generations. This annex sets out how the scale of the challenge differs between areas against the drivers of poverty set out in the strategy: worklessness; larger families; one parent families; parental ill-health; low parental qualifications and children's educational attainment (alongside supporting life chances' indicators on children with special educational needs and the early years).

4. Results are primarily presented based on comparable data for the 152 English local authorities. For some drivers, directly relevant data is not available at a local level – where available, results from proxy data are discussed.

### Worklessness and Low Income

5. These results show the **percentage of children in workless or low-income families**, based on either receipt of out-of-work benefits, or tax credits together with relative low-income.<sup>173</sup>
6. The overall results for England in 2011 show **20%** of children in such low-income families. Chart 1 below shows the distribution of the 152 English local authorities around this average.

*Chart 1: Percentage of local authorities by the proportion of children living in a workless or a low-income family*



7. Results show that nearly two-thirds of local authorities have between 15-30% of children in workless or low-income families, and nearly all (95%) in the range from 10-35%. Table 2 below gives results from the authorities with the highest and lowest rates.

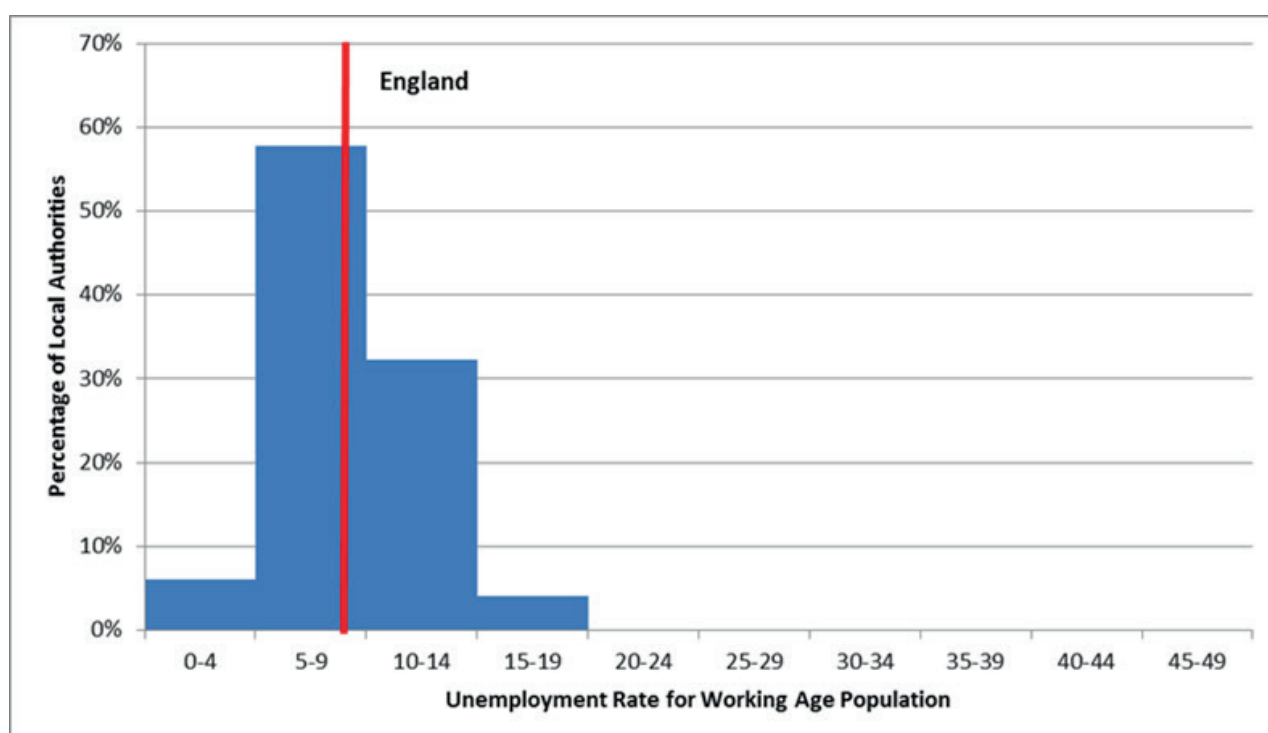
*Table 2: Local authorities with the highest and lowest proportions of children in workless or low-income families*

Highest 5		Lowest 5	
Tower Hamlets	46%	Isles of Scilly	3%
Islington	39%	Wokingham	7%
Westminster	37%	Rutland	8%
Manchester	37%	Windsor and Maidenhead	10%
Hackney	36%	Surrey	10%

<sup>173</sup> HMRC (2011)

8. Whilst there is some disparity between local authorities against this indicator, results show a fairly even spread. There is however some regional disparity, with higher levels on average in London and in the North of England.
9. Expanding on these results we can look to **unemployment rates for the working-age population**, based on Annual Population Survey data.<sup>174</sup>
10. The overall results for England at September 2013 show an unemployment rate of around **8%** against this measure. Chart 2 below shows the distribution of the 152 English local authorities around this average.

*Chart 2: Percentage of English local authorities by the unemployment rate for the working-age population.*



11. Results show that a large majority (85%) of local authorities have unemployment rates between 5-12%. Table 3 below gives results from the authorities with the highest and lowest rates.

*Table 3: Local authorities with the highest and lowest unemployment rate for the working age population.*

Highest 5		Lowest 5	
Birmingham	17%	Rutland	2%
Leicestershire	16%	East Sussex	3%
Leicester	16%	Staffordshire	3%
Barking and Dagenham	16%	Bracknell Forest	3%
Middlesbrough	16%	Poole	3%

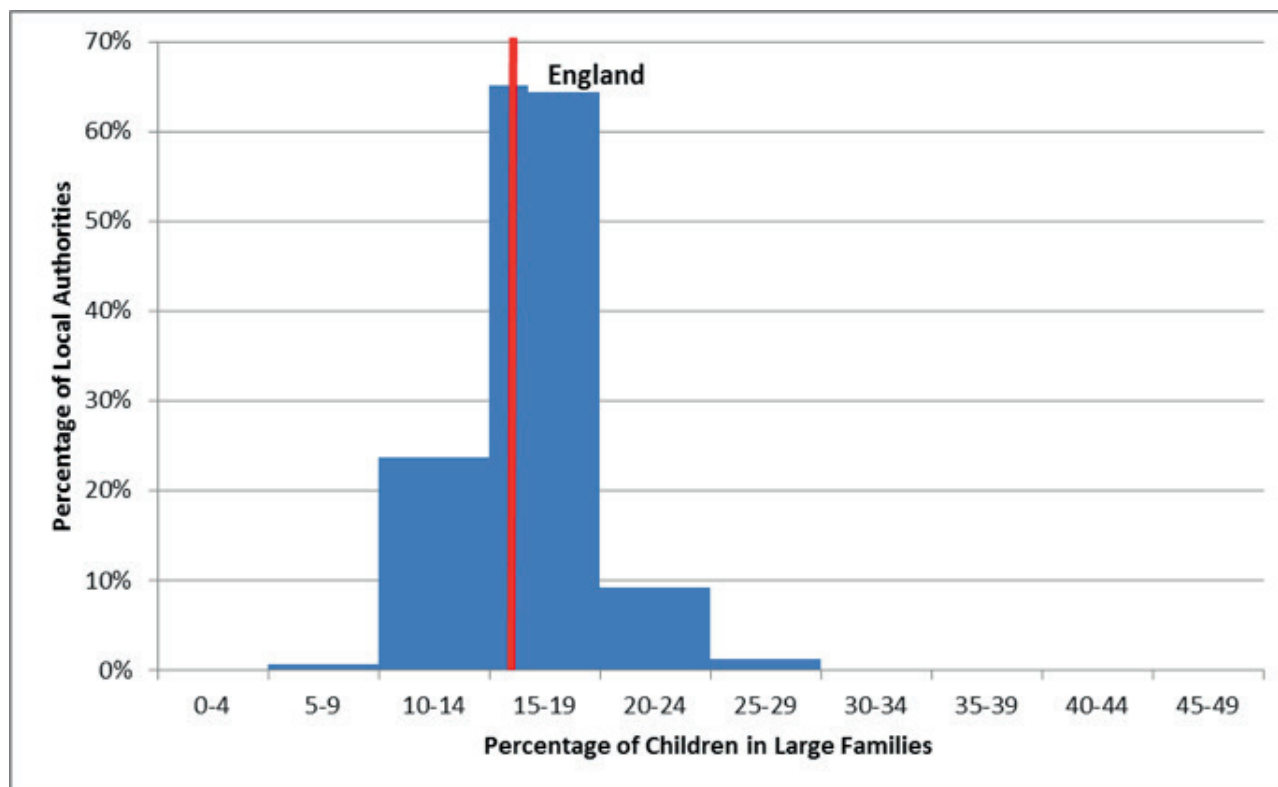
12. Again, there is some evidence for regional disparity against this indicator, although no clear regional pattern.

<sup>174</sup> Results from Annual Population Survey data for year to September 2013, drawn from nomisweb.co.uk at 23-01-2014.

## Larger Families

13. These results show the **percentage of families with three or more children**, based on Census 2011 results.<sup>175</sup>
14. The overall results for England show **16%** of children in such families. Chart 3 below shows the distribution of the 152 English local authorities around this average.

*Chart 3: Percentage of local authorities by the proportion of children in larger families.*



15. Results show that nearly two-thirds of local authorities have between 15-20% of children in large families, and nearly all (98%) in the range from 10-25%. Table 4 below gives results from the authorities with the highest and lowest rates.

*Table 4: English local authorities with the highest and lowest proportions of children living in large families, 2011.*

Highest 5		Lowest 5	
Tower Hamlets	28%	City of London	9%
Newham	25%	Isles of Scilly	10%
Birmingham	24%	North Tyneside	12%
Bradford	24%	South Tyneside	12%
Blackburn with Darwen	24%	Durham	12%

16. Data suggests that there is very little regional disparity across this indicator.

## One-Parent Families

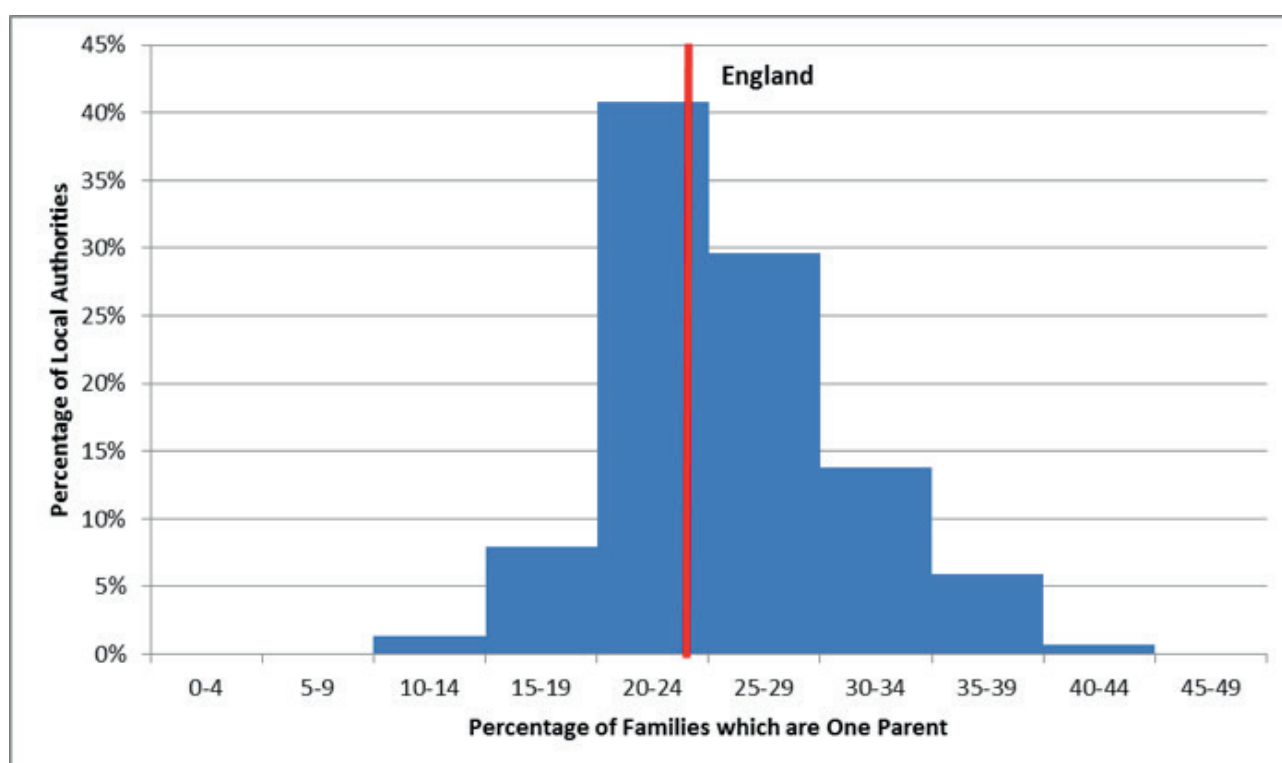
17. These results show the **percentage of families which are one-parent families**, based on Census 2011 results.<sup>176</sup>

<sup>175</sup> ONS (2013e)

<sup>176</sup> ONS (2012).

18. The overall results for England show **24%** of children in such families. Chart 4 below shows the distribution of the 152 English local authorities around this average.

*Chart 4: Percentage of local authorities by the proportion of children in one parent families.*



19. Results show that 70% of local authorities have between 20-30% of children in one-parent families, and that a large majority (92%) of local authorities are in the range from 15-35%. Table 5 below gives results from the authorities with the highest and lowest rates.

*Table 5: Local authorities with the highest and lowest proportions of children living in one-parent families.*

Highest 5		Lowest 5	
Islington	41%	Isles of Scilly	11%
Liverpool	39%	Wokingham	13%
Lambeth	39%	Surrey	15%
Knowsley	37%	Windsor and Maidenhead	16%
Hackney	37%	Richmond upon Thames	16%

20. The majority of local areas face relatively similar rates. At a regional level there are marginally higher levels of one parent families in London and the North of England.

### Parental Ill-Health

21. Measuring poor health accurately is extremely challenging and reliable data are not currently available at a local level relating to health for all parents. Instead, statistics are presented showing the **percentage of the working age population reporting a long-standing limiting health condition** based on Census 2011 data.<sup>177</sup>

<sup>177</sup> ONS(2013e) <http://www.ons.gov.uk/ons/publications/re-reference-tables.html?edition=tcm%3A77-327143>

22. The overall results for England show that **13%** of those aged 16-64 reporting a long-term health problem or disability which limits day-to-day activity and **6%** reporting a condition which limits activity a lot. Charts 5 and 6 below show the distribution of the 152 English local authorities around these averages.

*Chart 5: Percentage of local authorities by the proportion of working-age adults who have a limiting long term health condition.*

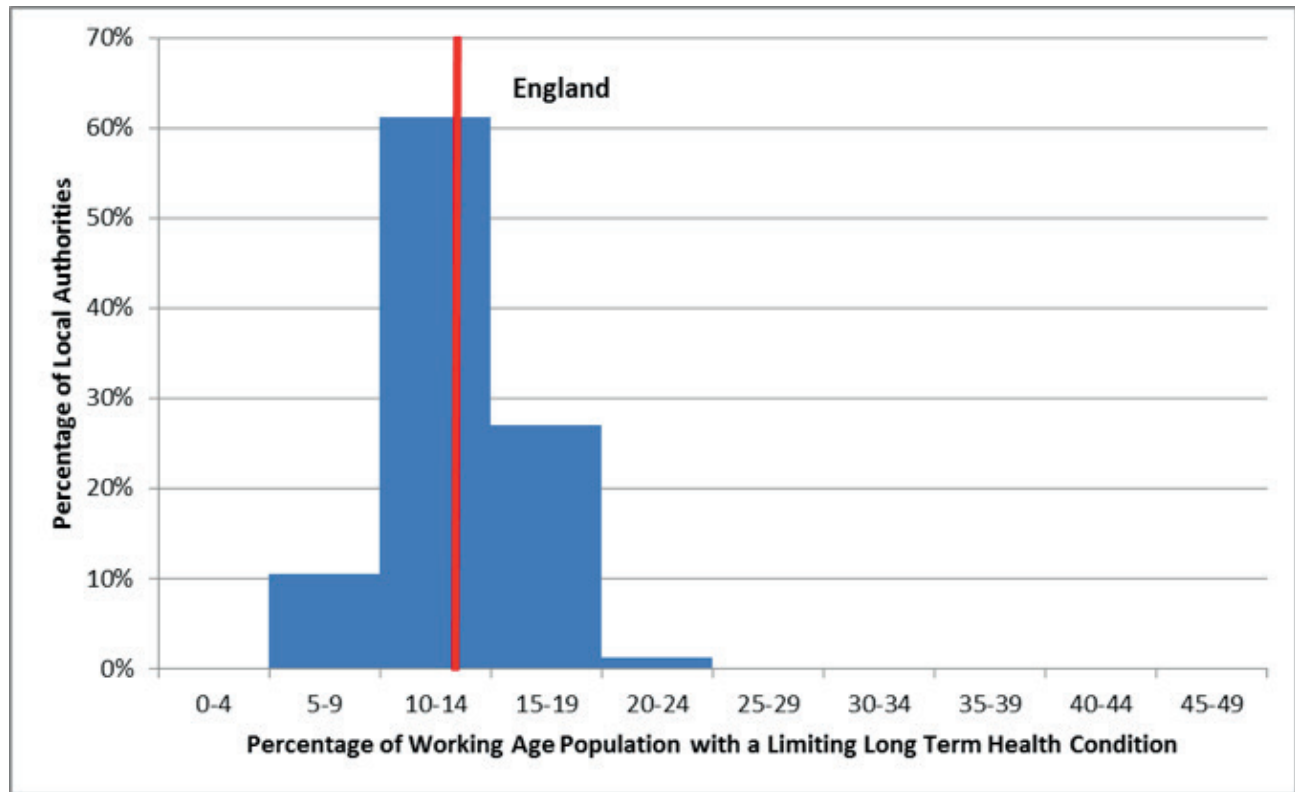
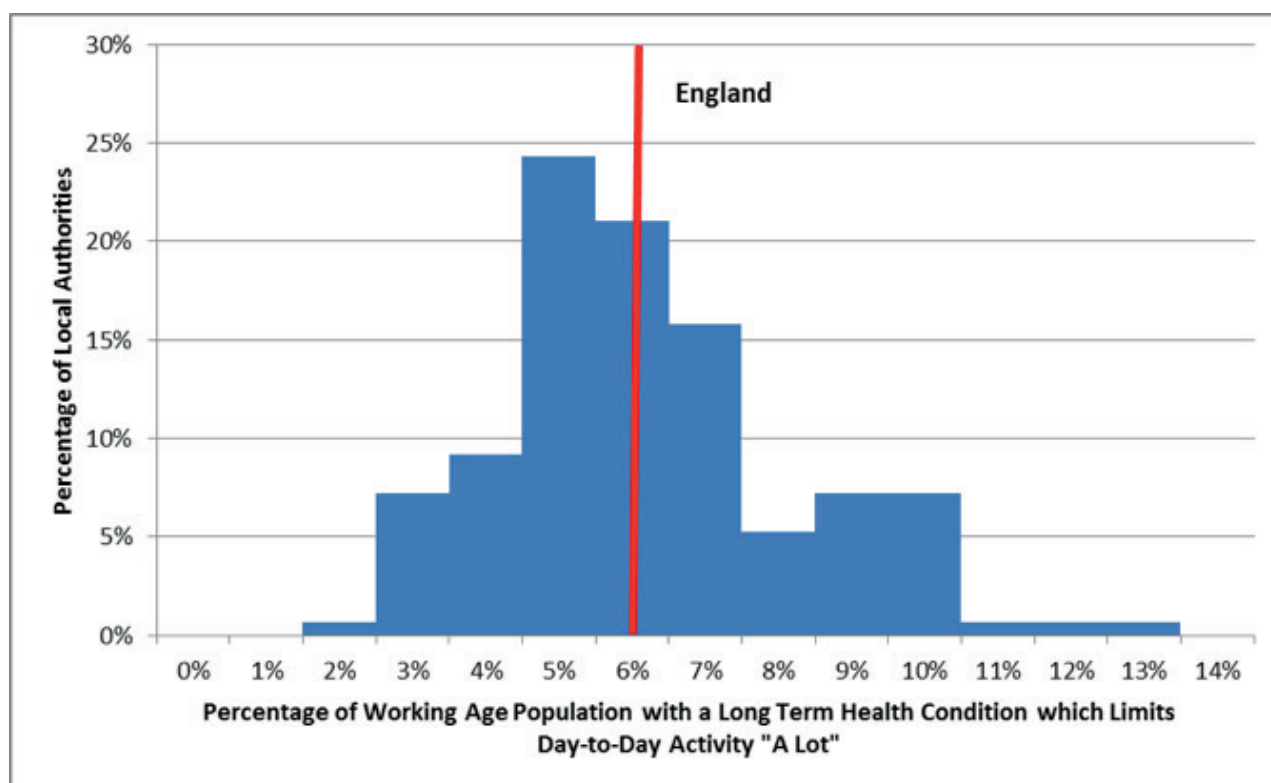


Chart 6: Percentage of local authorities by the proportion of working age adults who have a long term health condition limiting day-to-day activity a lot.



23. These results show little variation in this indicator with a large majority of local authorities (88%) in the range from 10-20% of working-age adults with a long-standing limiting health condition and 90% reporting working-age adults with a condition limiting day-to-day activity a lot in a range from 4-10%. Tables 6 and 7 below give results from the authorities with the highest and lowest rates.

Table 6: Local authorities with the highest and lowest proportion of working-age adults who have a limiting long term health condition.

Highest 5: Limited		Lowest 5: Limited	
Blackpool	21%	City of London	7%
Knowsley	20%	Isles of Scilly	7%
Barnsley	19%	Windsor and Maidenhead	8%
Stoke-on-Trent	18%	Wokingham	8%
Hartlepool	18%	Richmond upon Thames	8%

Table 7: Local authorities with the highest and lowest proportion of working-age adults with a long term health condition limiting day-to-day activity a lot.

Highest 5: Limited a Lot		Lowest 5: Limited a Lot	
Knowsley	13%	Isles of Scilly	2%
Blackpool	12%	City of London	3%
Liverpool	11%	Wokingham	3%
Barnsley	10%	Windsor and Maidenhead	3%
Hartlepool	10%	Richmond upon Thames	3%

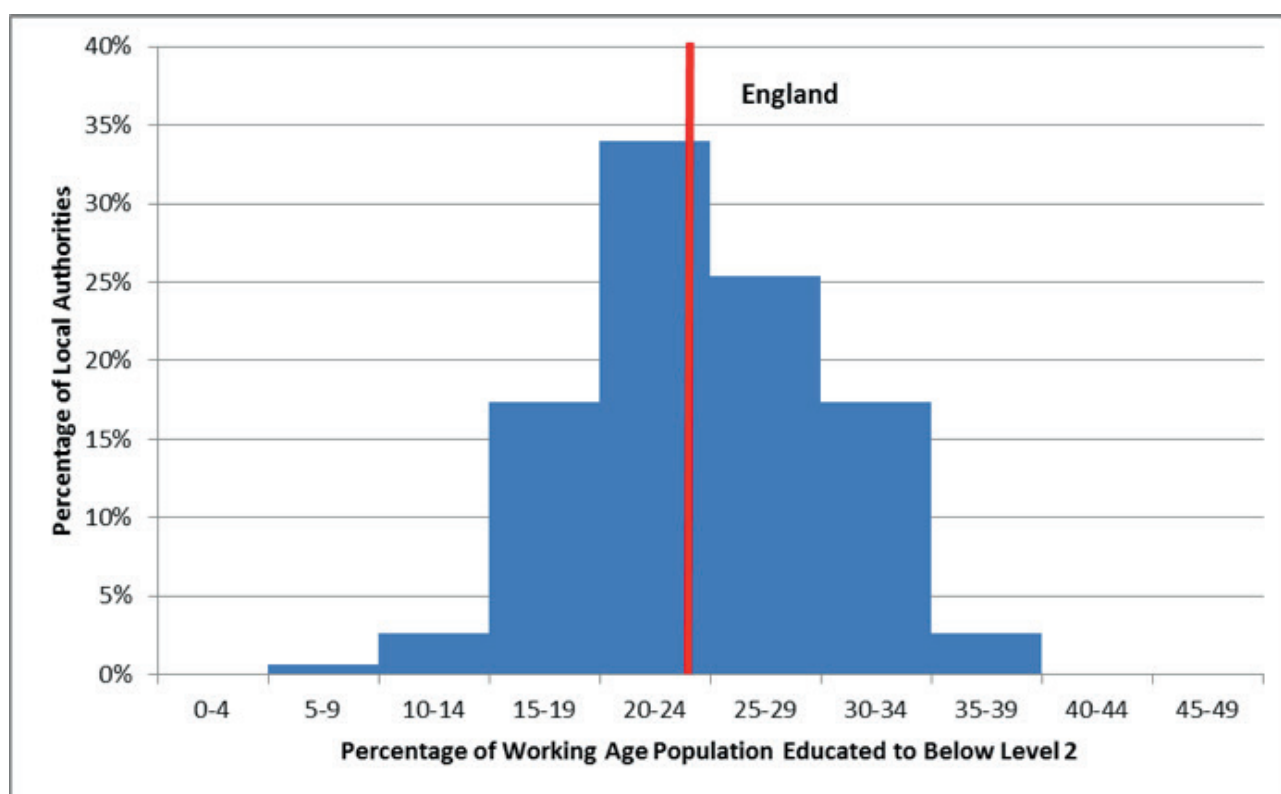
24. Whilst there is relatively little variation in these indicators across local areas, at a regional level there is evidence that areas in the North and Midlands are more likely to have higher levels of reported long-standing limiting health conditions and disabilities than the rest of the country.

### Low Parental Qualifications

25. Reliable data is not available at a local level relating to qualification levels for all parents. Instead, statistics are presented showing the **percentage of the working age population qualified to below Level 2**<sup>178</sup> based on 2012 Annual Population Survey data.<sup>179</sup>

26. The overall results for England show 24% of those aged 19-59/64 educated to below Level 2. Chart 7 below shows the distribution of the 152 English local authorities around this average.

*Chart 7: Percentage of local authorities by the proportion of working-age adults whose highest educational qualification is below level 2.*



27. The majority of local authorities (94%) have results in the range from 15-35% and so have at minimum two-thirds of the working-age population educated to at least Level 2. Table 8 below gives results from the authorities with the highest and lowest rates.

<sup>178</sup> Those qualified to Level 2 or above have achieved at least 5 GCSEs at grades A\*-C, an Intermediate GNVQ, two or three AS levels, or an NVQ level 2 or equivalent vocational qualification (or a qualification at level 3 or above).

<sup>179</sup> The Data Service (2013)



Table 8: Local authorities with the highest and lowest proportion of working-age adults whose highest educational qualification is below level 2.

Highest 5		Lowest 5	
Sandwell	39%	Wandsworth	9%
Wolverhampton	38%	Richmond upon Thames	10%
Walsall	35%	Camden	14%
Stoke-on-Trent	35%	Westminster	14%
Oldham	34%	Kensington and Chelsea	14%

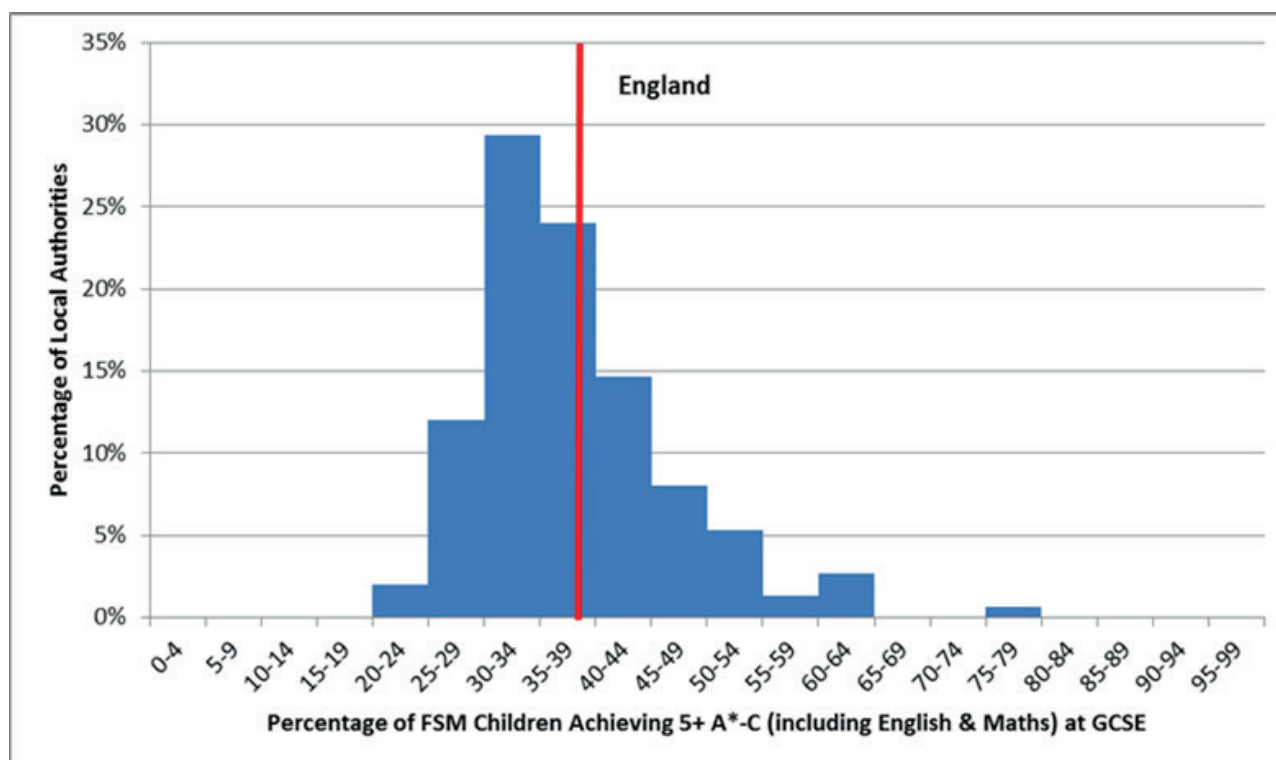
28. At a regional level there is evidence to suggest that areas in the North of England and the Midlands are more likely to have higher proportions of low-qualified working age adults than the national average.

### Educational Attainment

29. These results show the **percentage of children eligible for free school meals (FSM) achieving 5+ A\*-C grades (including English and mathematics) GCSEs** for all eligible pupils together with the attainment gap with all other pupils based on results from 2012/13.<sup>180</sup>

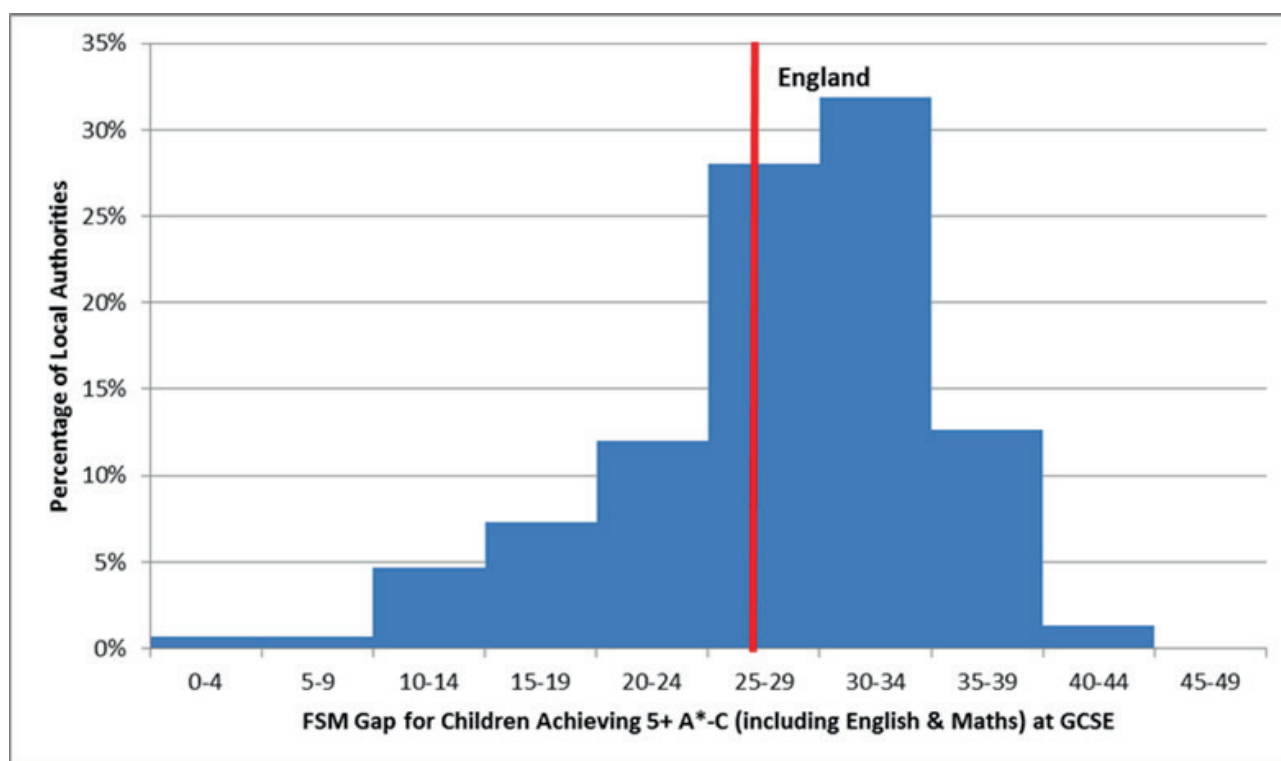
30. The overall results for England show **38%** of all FSM eligible children achieving at this level together with an FSM attainment gap of **27%**. Charts 8 and 9 below show the distribution of the 152 English local authorities around these averages.

Chart 8: Percentage of local authorities by the proportion of FSM children who achieved 5+ A\*-C (including English and maths) at GCSE.



<sup>180</sup> DfE (2014)

Chart 9: Percentage of local authorities by FSM attainment gap for children who achieved 5+ A\*-C (including English and maths) at GCSE.



31. Results show that around four-fifths of local authorities report rates in the range from 25-45% for all FSM eligible children and, for the FSM attainment gap, 85% report in the range from 20-40 percentage points. Tables 9 and 10 below give results from the authorities with the highest and lowest rates.

Table 9: Local authorities with the highest and lowest proportions of FSM children achieving 5+ A\*-C (including English and maths) at GCSE.

Highest 5: FSM children		Lowest 5: FSM children	
Kensington and Chelsea	77%	Barnsley	22%
Westminster	62%	Portsmouth	23%
Southwark	60%	South Gloucestershire	24%
Tower Hamlets	60%	North Lincolnshire	25%
Lambeth	60%	Northumberland	25%

Table 10: Local authorities with the highest and lowest FSM attainment gap for children achieving 5+ A\*-C (including English and maths) at GCSE.

Highest 5: FSM attainment gap		Lowest 5: FSM attainment gap	
Wokingham	43% pts	Kensington and Chelsea	4% pts
Buckinghamshire	40% pts	Southwark	8% pts
Cheshire East	39% pts	Lambeth	10% pts
Southend-on-Sea	39% pts	Tower Hamlets	10% pts
Sutton	38% pts	Westminster	13% pts

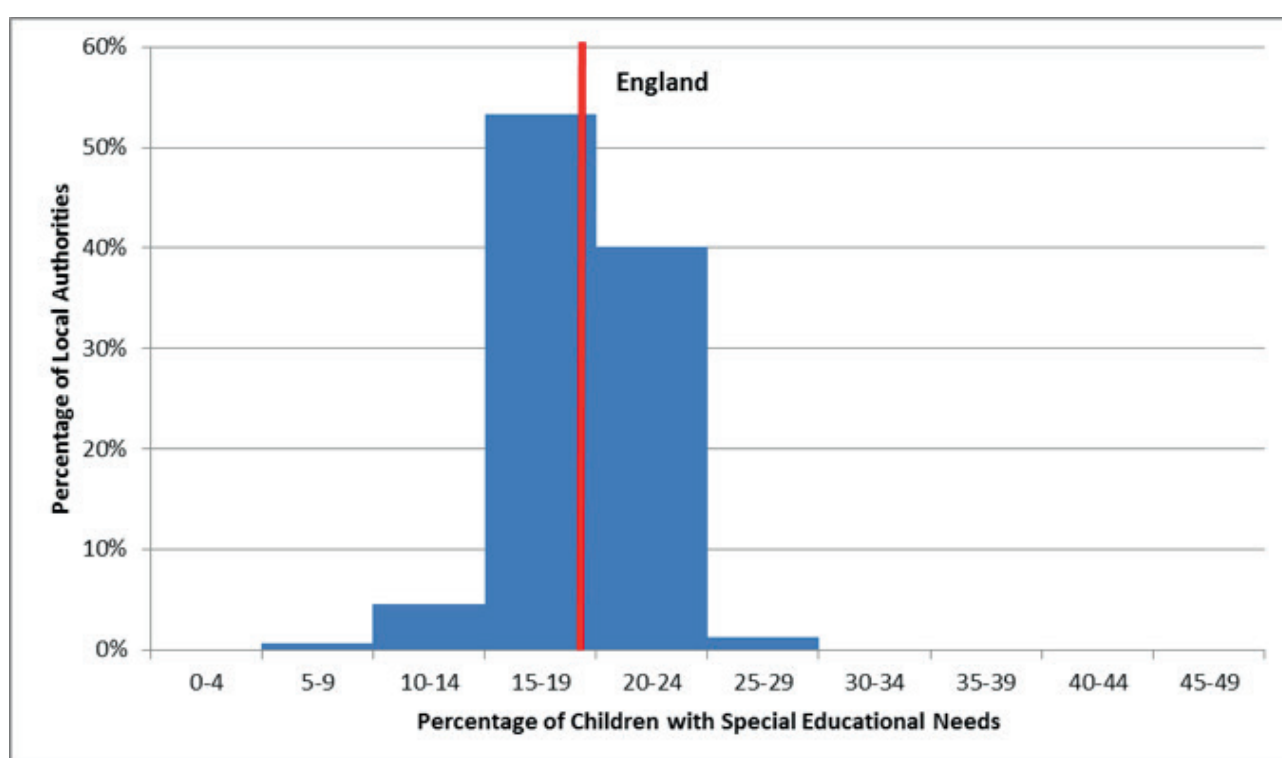
32. Performance in London is better than in the rest of the country, particularly for FSM pupils. The difference has grown over recent years. In London in 2011/12 the proportion

of pupils eligible for FSM achieving 5 A\*-C GCSEs (including English and maths) was 49%, compared to the national average of 36%. The FSM attainment gap in London is also narrower than in the rest of the country.

### Special Educational Needs

33. These results represent the **percentage of all pupils with special educational needs (with and without statements), based on where the pupil attends school** as at January 2013.<sup>181</sup>
34. The overall results for England show **19%** of children with Special Educational Needs. Chart 10 below shows the distribution of the 152 English local authorities around this average.

*Chart 10: Percentage of local authorities by the percentage of children with Special Educational Needs.*



These results show the vast majority of local authorities (93%) in a narrow range of 15-25% of children with Special Educational Needs. Table 11 below gives results from the authorities with the highest and lowest rates, which sit outside this range.

*Table 11: Local authorities with the highest and lowest proportion of children with Special Educational Needs.*

Highest 5		Lowest 5	
Knowsley	26%	City of London	8%
Lambeth	25%	Kensington and Chelsea	11%
Islington	24%	Rutland	12%
Westminster	24%	Kingston upon Thames	13%
Waltham Forest	24%	Isles of Scilly	13%

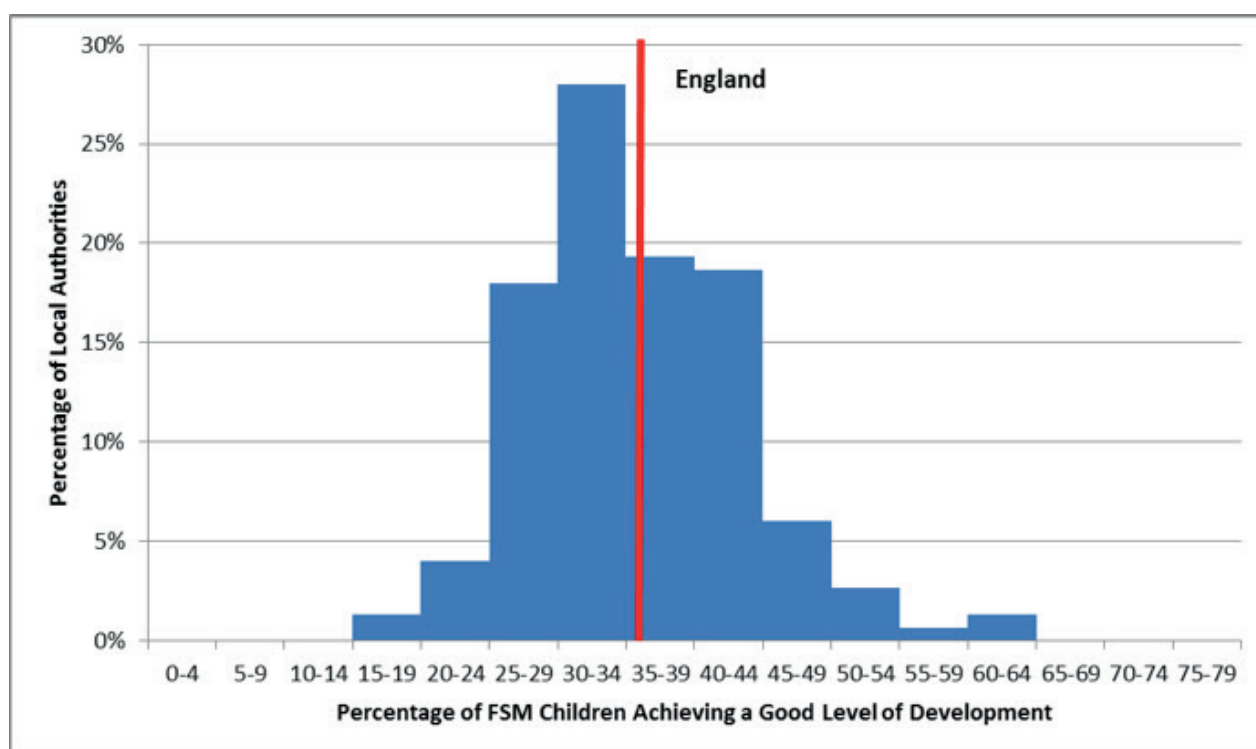
<sup>181</sup> DfE (2013e)

35. There are no strong regional disparities in this indicator with the majority of local areas facing very similar rates.

### Early Years

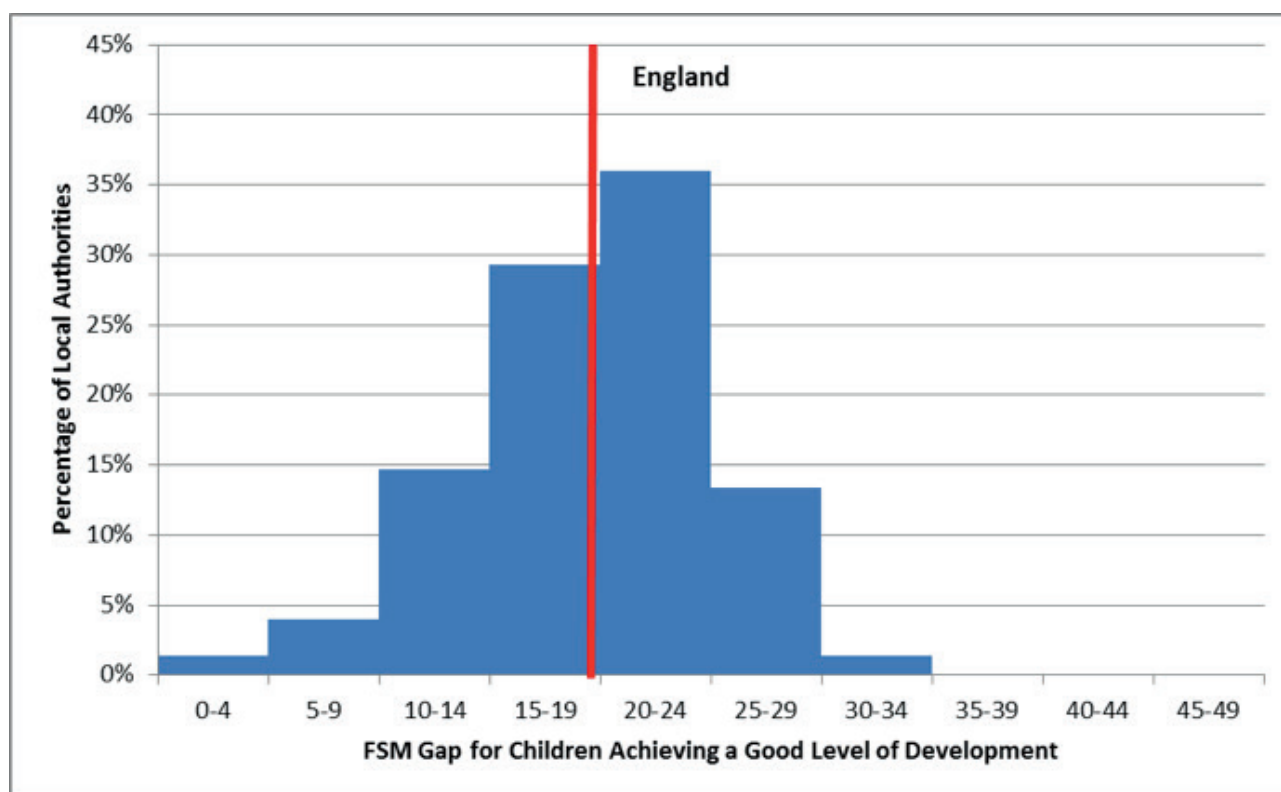
36. The early years are an important period in a child's development. Parental involvement in their child's learning is a powerful way to improve attainment. Reliable data is not available at a local level relating to home learning environment conditions for children. Instead, statistics are presented showing the **percentage of FSM eligible children achieving a good level of development in Early Years' Foundation Stage Profile teacher assessments** based on data from 2013.<sup>182</sup>
37. The overall results for England show **36%** of children achieving at this level with a **19%** point FSM gap. Charts 11 and 12 below show the distribution of the 152 English local authorities around these averages.

*Chart 11: Percentage of local authorities by the proportion of FSM children achieving a good level of development.*



<sup>182</sup> DfE (2013b)

Chart 12: Percentage of local authorities by the FSM gap for children achieving a good level of development.



38. These results show a large majority of local authorities (90%) in the range from 25-50% of FSM children achieving this level of development. The vast majority (93%) report FSM gaps in the range from 10-30 percentage points. Tables 12 and 13 below give results from the authorities with the highest and lowest rates.

Table 12: Local authorities with the highest and lowest proportion of FSM children achieving a good level of development.

Highest 5		Lowest 5	
Greenwich	60%	Warrington	18%
Lewisham	60%	Wigan	19%
Hackney	55%	Gateshead	20%
Newham	54%	Leicester	21%
Brent	52%	Richmond upon Thames	21%

Table 13: Local authorities with the highest and lowest FSM gap for children achieving a good level of development.

Lowest 5		Highest 5	
Newham	2%	Rutland	34%
Hackney	3%	Warrington	31%
Tower Hamlets	5%	Solihull	29%
Waltham Forest	5%	York	29%
Brent	5%	North Somerset	28%

39. As for educational attainment results, performance in London for FSM children is better than in the rest of the country against this indicator, and the FSM gap is narrower.

## Annex D: Vulnerable Groups

1. The Child Poverty Act 2010 requires us to consider which groups of children appear to be '*disproportionately affected by socio-economic disadvantage*',<sup>183</sup> and to consider the likely impact of policies to tackle poverty on children within each of those groups.
2. It is clear that some 'vulnerable groups' are at greater risk of poverty. They are often small groups that face specific challenges and we want to measure these groups to see if our policies help decrease poverty and improve their educational attainment.
3. We will track some of these groups using our existing child poverty measures:
  - Children with a disabled parent;
  - Children in one-parent families;
  - Children in large families; and
  - Children of certain ethnic groups.
4. For some groups we will monitor the attainment and/or the population of the group over time – for example looked after children, Gypsy/ Roma/ Traveller Children, teenage parents and refugees.
5. For other groups we will explore whether it's possible to merge existing data sources to measure the size of the group – for example children of parents with addiction and children of ex-offenders.
6. We have met with representatives of these vulnerable groups while preparing this draft strategy and will continue to do so as part of our consultation.

The following tables detail the groups of children that we consider to be especially vulnerable to poverty now, their risk of future poverty and what we are doing to tackle this poverty.

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<sup>183</sup> Section 9(6) Child Poverty Act 2010

Group	Number of UK children in poverty	Vulnerability to poverty now	Risk of poor children growing up to be poor adults.	What we are doing
<b>Children in one-parent families</b>	700,000 <sup>184</sup>	Children in one-parent families are 1.4 times as likely to be in poverty than children of couple parents. <sup>185</sup>	Limited information available	Our policies to get one parent families into work and out of poverty are in chapter 2.
<b>Children in larger families (3 or more children)</b>	800,000 <sup>186</sup>	Children in families with 3 or more children are 1.7 times as likely to be in poverty as children in smaller families. <sup>187</sup>	Children in larger families tend to have lower educational attainment. <sup>188</sup> Evidence suggests that this is due to differences in the quality of the home environment. <sup>189</sup>	Our policies to get larger families into work and out of poverty are in chapter 2.
<b>Children with a disabled parent</b>	500,000 poor children live in families that has a disabled adult. <sup>190</sup>	Children living with 1 or more disabled adults are more likely to be in poverty (22% vs. 16%). <sup>191</sup>	Some of these children have caring responsibilities for their parents. Young Carers have lower GCSE attainment and more likely to be NEET age 16-19. <sup>192</sup>	Our policies to enable disabled people to get into work and out of poverty are in chapter 2. Our policies to help these children do better at school are in chapter 4.

<sup>184</sup> DWP (2013c)<sup>185</sup> *Ibid.*<sup>186</sup> *Ibid.*<sup>187</sup> *Ibid.*<sup>188</sup> Gregg, P., Propper, C. and Washbrook, E (2007)<sup>189</sup> Corak, M (2001)<sup>190</sup> DWP (2013c)<sup>191</sup> *Ibid.*<sup>192</sup> The Children's Society (2013)

Group	Number of UK children in poverty	Vulnerability to poverty now	Risk of poor children growing up to be poor adults.	What we are doing
<b>African/ Caribbean/ Black British</b>	0.1m <sup>193</sup>	These groups are more likely to be poor, particularly Bangladeshi and Pakistani children. <sup>194</sup>	Most of these ethnic groups do better at school than average, especially Chinese children (77% of those on free school meals get 5 A*-C GCSEs). <sup>196</sup>	Our policies that tackle worklessness and low earnings (in chapter 2) and our policies to help poor children to do better at school e.g. Pupil Premium (in chapter 4) will help poor children from all ethnic backgrounds.
<b>Indian</b>	0.1m			
<b>Bangladeshi</b>	0.1m			
<b>Pakistani</b>	0.2m	We know Pakistani, Bangladeshi and Black African people face greater difficulties in accessing work compared to the majority of the population. <sup>195</sup>	Only 37% of boys from a Black Caribbean background on free school meals get 5 A*-C GCSEs. <sup>197</sup>	
<b>Chinese</b>	<50,000			
<b>Any other Asian Background</b>	<50,000			
<b>Any other ethnic minority group</b>	0.1m			
<b>Traveller of Irish Heritage, Gypsy, Roma (GRT)</b>	Unknown	Often face barriers to employment because of lower qualification levels. <sup>198</sup>	Have substantially lower levels of educational attainment compared to national levels. <sup>199</sup>	Gypsy and traveller parents receive specialist support via the Work Programme. Ofsted requires schools to focus on these children. We are giving urgent consideration to how we can most quickly improve the attainment outcomes of GRT pupils.

<sup>193</sup> DWP(2013c) All ethnicity figures are based on a 3 year average of HBAI data for the period 2009/10 to 2011/12

<sup>194</sup> DWP (2013c)

<sup>195</sup> Heath and Cheung (2006)

<sup>196</sup> DfE (2014) (including maths and English)

<sup>197</sup> Ibid.

<sup>198</sup> Cemlyn, S. et.al (2009)

<sup>199</sup> DfE(2014)



Group	Number of UK children in poverty	Vulnerability to poverty now	Risk of poor children growing up to be poor adults.	What we are doing
<b>Children with parents with a drug/alcohol dependency</b>	100,000-200,000 children have parents who are problem drug users. <sup>200</sup>	Users of drugs <sup>201</sup> are significantly less likely to be employed than other working age adults. <sup>202</sup>	No education data. Parental substance misuse or dependence can have serious consequences for children, including neglect, educational problems, emotional difficulties, abuse, and the possibility of becoming substance misusers themselves. <sup>203</sup>	Our policies to enable people with dependencies to recover and to get into work are in chapter 2.  Our policies to help these children do better at school are in chapter 4.
<b>Looked After Children</b>	Around 68,000 looked after children. <sup>204</sup>	No poverty risk data available.	Only 15% of Looked After Children get 5 A*-C GCSEs including maths and English. <sup>205</sup>  34% of care leavers aged 19 or over are not in education, employment or training. <sup>206</sup>	We provide additional funding to schools to raise the attainment of these groups (£1,900 per pupil)  There is a champion in every local authority through the Virtual School Head.  We provide more support for care leavers through the Care Leavers Foundation and the Care Leavers Charter.

<sup>200</sup> Advisory Council on the Misuse of Drugs (2011)

<sup>201</sup> Particularly the use of opiates, cocaine and crack cocaine.

<sup>202</sup> MacDonald, Z. and Pudney, S. (2000).

<sup>203</sup> National Treatment Agency for Substance Misuse (2012)

<sup>204</sup> DfE (2013f) Figures include England only.

<sup>205</sup> DfE (2013h)

<sup>206</sup> DfE (2013f)

Group	Number of UK children in poverty	Vulnerability to poverty now	Risk of poor children growing up to be poor adults.	What we are doing
<b>Children of offenders</b>	Around 200,000 in any one year. <sup>207</sup>	Imprisonment reduces families' income, leaving them vulnerable to financial instability, poverty, debt and potential housing disruption. <sup>208</sup>	Children with parents in prison have twice the risk of developing behavioural problems and poor mental health than other children. <sup>209</sup>	We require prison staff to recognise the impact of imprisonment on prisoners' families. Staff help to maintain family relationships for example by supporting prison visits.
<b>Teenage Parents</b>	Around 5,400 conceptions to mothers aged under 16 in 2012. Numbers of teenage parents have been in decline. <sup>210</sup>	Children of teenage mothers are 63% more likely to be born into poverty compared to babies born to mothers in their twenties. <sup>211</sup> Poverty can be both a cause and a consequence of teenage parenthood. <sup>212</sup> Young mothers are twice as likely to have no qualifications and be in receipt of benefits by age 33. <sup>213</sup>	Teenage parents are more likely to have been regular school truants prior to becoming a teenage parent and are less likely to have 5 A*-C GCSEs. <sup>214</sup>	We are expanding the Family Nurse Partnership programme to 16,000 places by 2015 to help support young first time parents. We provide childcare funding through the Care to Learn scheme for teenage parents to ensure they can complete their education.

<sup>207</sup> Williams, K., Papadopoulou, V. and Booth, N. (2012) **Around 90,000 children are estimated to have a parent in prison at any one time. Estimates are based on 2009 figures for England and Wales only.**

<sup>208</sup> Smith, R. et.al (2007)

<sup>209</sup> Murray et.al (2009)

<sup>210</sup> ONS (2014c) Conception statistics include pregnancies that result in: one or more live- or stillbirths; a legal abortion under the Abortion Act 1967. They do not include miscarriages or illegal abortions.

<sup>211</sup> Mayhew, E. and Bradshaw, J, (2005)

<sup>212</sup> Swann, C. et.al (2003)

<sup>213</sup> Hobcraft, J, and Kiernan, K.

<sup>214</sup> Chavallier, A. and Viitanen, T. (2003)

Group	Number of UK children in poverty	Vulnerability to poverty now	Risk of poor children growing up to be poor adults.	What we are doing
<b>Children cared for by family other than parents (kinship carers)</b>	Approximately 173,000. <sup>215</sup>	38% of kinship carers have had to give up their jobs, permanently or temporarily, and, where they were working, were in low-paid jobs. Evidence suggests financial difficulty in 75% of cases. <sup>216</sup>	Not known.	We are improving the quality and quantity of statutory guidance for local authorities to provide services and support to children cared for by family and friends.
<b>Refugees</b>	Unknown.	No income data. Parents face barriers to employment.	We do not track pupils' immigration status. Children are likely to have experienced disruption to their education and may have English as a second language.	Our policies that tackle worklessness and low earnings (in chapter 2) and our policies to help poor children to do better at school e.g. Pupil Premium (in chapter 4) will help these children.

<sup>215</sup> Nandy, S. and Selwyn, J.

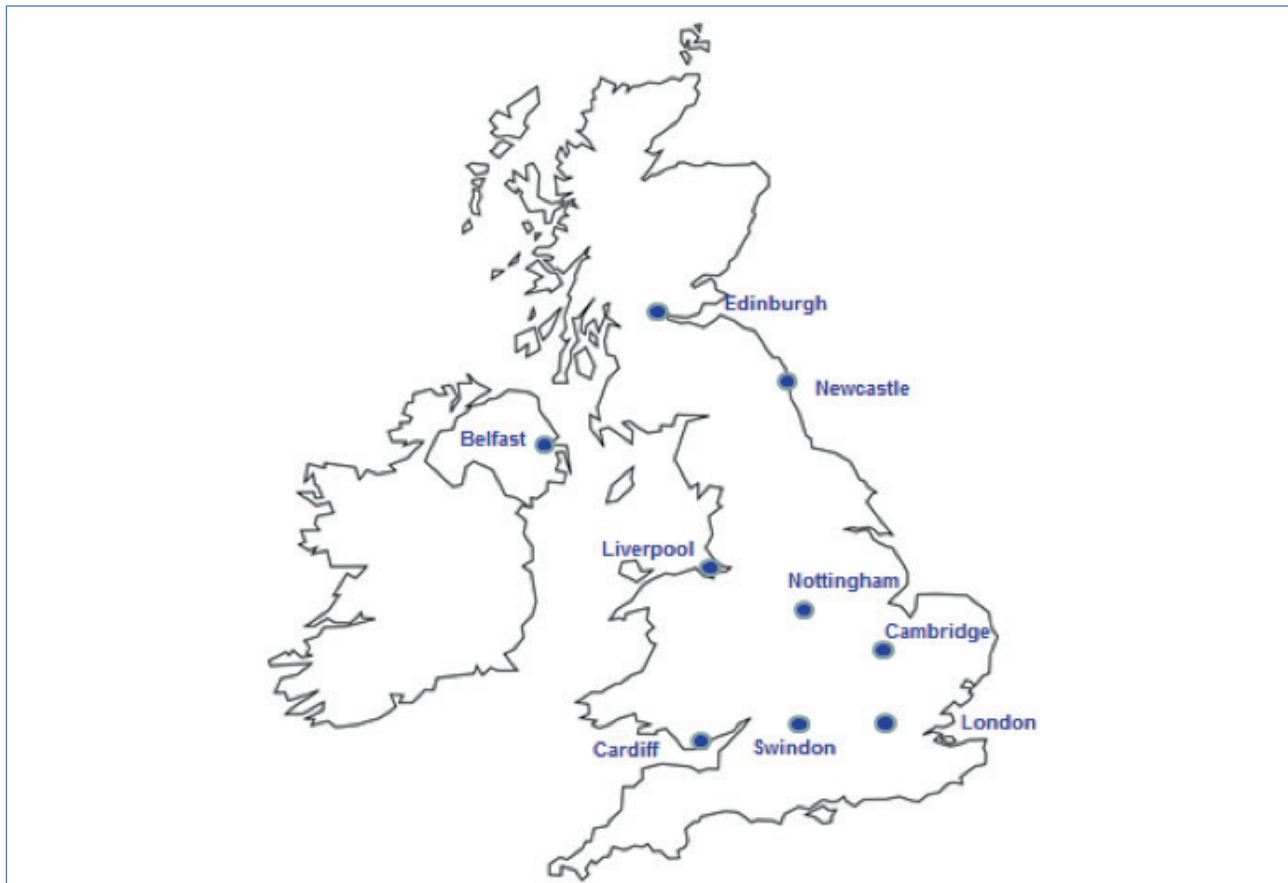
<sup>216</sup> Farmer, E. and Moyers, S. (2008)

## Annex E: Response to “Measuring Child Poverty: A consultation on better measures of child poverty”

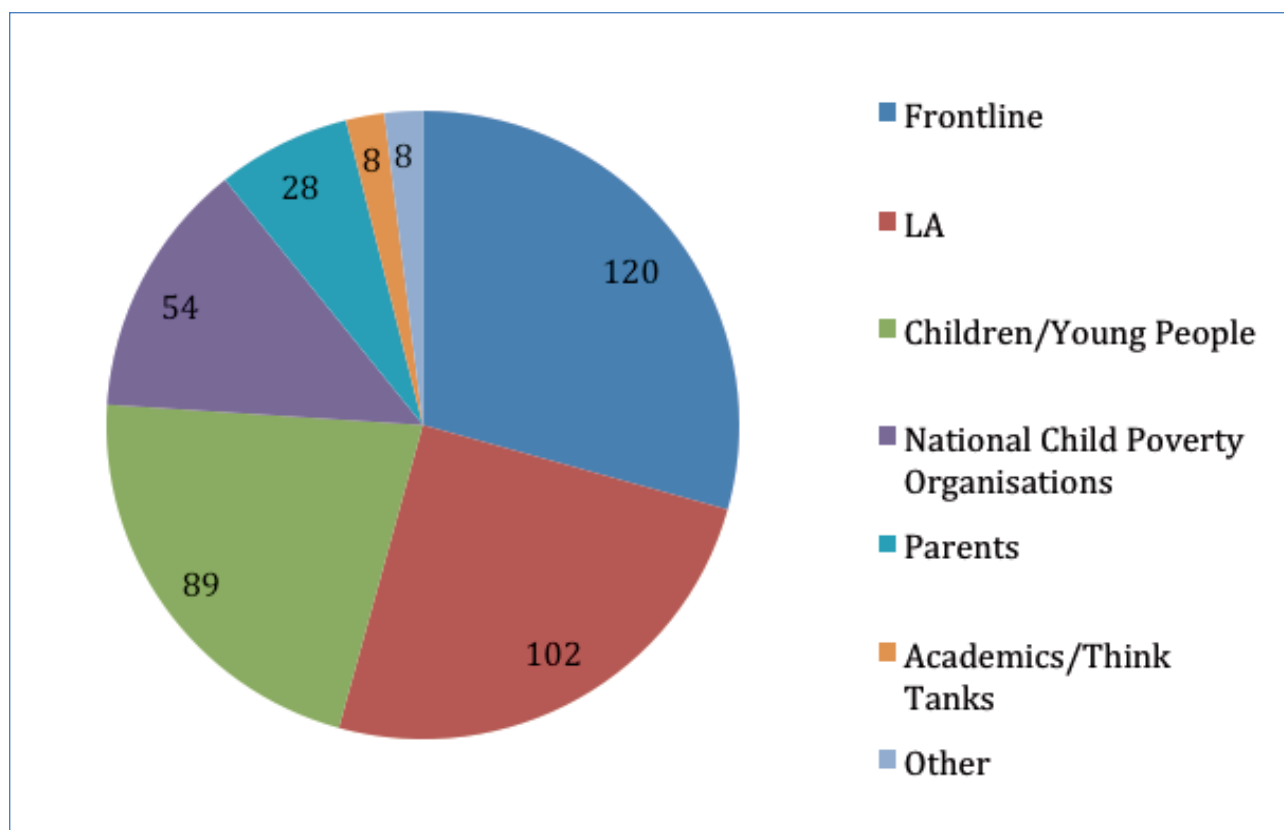
### Introduction

1. In November 2012, the Government published *Measuring Child Poverty: A consultation on better measures of child poverty*.<sup>213</sup> The consultation asked how we might use other dimensions alongside income to develop better measures of child poverty.
2. The consultation launched on 15 November 2012 and closed on 15 February 2013. Over this period, the Government engaged with over 400 individuals (including 89 children and young people) at 17 events in nine cities across the UK.

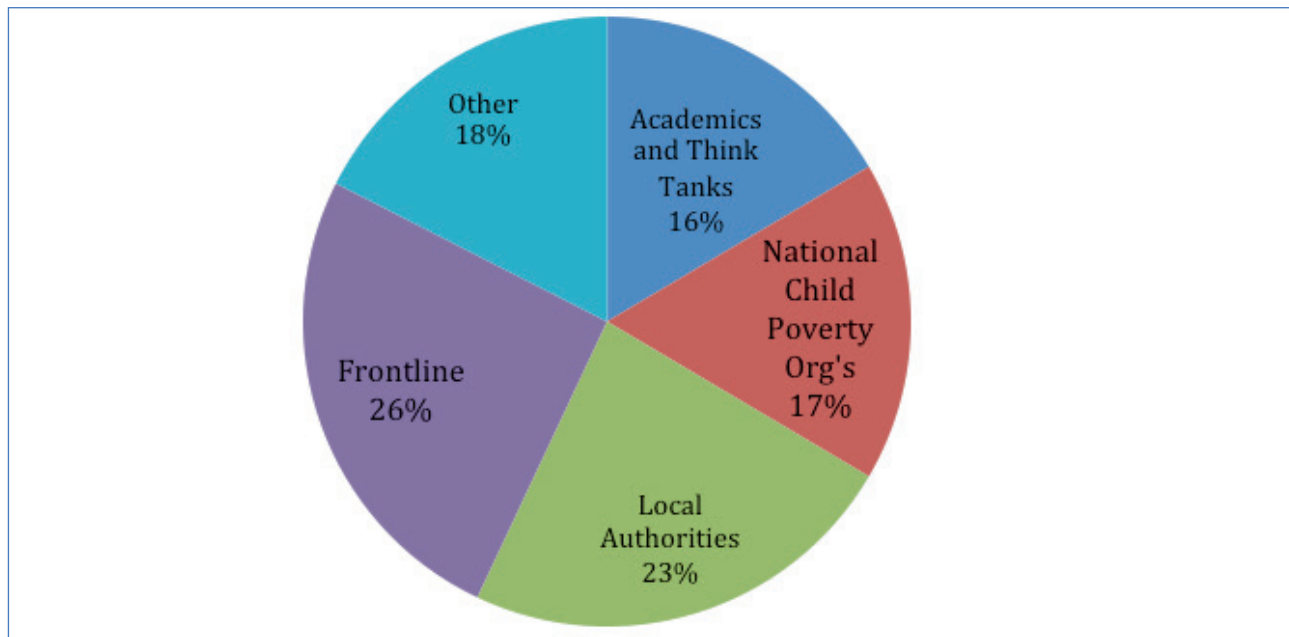
**Figure 1: Cities visited by the consultation**



<sup>213</sup> <http://www.official-documents.gov.uk/document/cm84/8483/8483.pdf>

**Figure 2: Consultation by engagement group**

3. The consultation received 257 written responses in total:
  - a. 42 from academics and think-tanks including from the Centre for the Analysis of Social Exclusion at the LSE, the Institute for Fiscal Studies, and the Centre for Social Justice;
  - b. 44 from national children's poverty organisations including Barnardo's, The Children's Society, Oxfam and Save the Children;
  - c. 60 from local authorities;
  - d. 66 from frontline workers and representative organisations including Citizens Advice, the Peabody Trust and Teach First; and
  - e. 45 from 'others' including private individuals, the Social Mobility and Child Poverty Commission, Members of Parliament, Devolved Administrations, Children's Commissioners, and faith based organisations.
4. A full list of respondents, except for those that requested to remain anonymous can be found in at the end of this annex. We are exceptionally grateful to all those who took the time to share their expertise with us during the consultation and through their responses. The expertise and experience of those who contributed has been invaluable.

**Figure 3: Breakdown of consultation respondents**

5. During the consultation the Government took care to ensure the views of children and young people were heard. We worked closely with the Office for the Children's Commissioner for England to ensure that children and young people were able to give their views in an open and safe environment. Officials from the Child Poverty Unit also held focus groups in schools.
6. The children and young people who inputted into the consultation were from a variety of socio-economic backgrounds and included specific disadvantaged groups, for example young offenders and disabled children and young people. We are grateful to the Office of the Children's Commissioner for England for facilitating this engagement.
7. During the consultation period the Government also sought public views on the nature of poverty and how it should be measured. It undertook two rounds of public opinion polling on child poverty.
8. The first round of polling, which took place in December 2012, asked what factors were important in deciding whether a child was in poverty. The second round of polling (in February 2013) repeated this question, and also asked where the Government should focus its attention to tackle child poverty.<sup>214</sup>

### What the consultation told us

9. The consultation asked questions seeking views about how child poverty measurement could be improved. Questions ranged from broad, policy-focused questions to those seeking specific technical answers.
10. The Government did not expect respondents to confine their responses into this question structure, and many did not. Many had important issues they wanted to raise outside this structure and they provided us with invaluable advice on child poverty measurement from first principles.

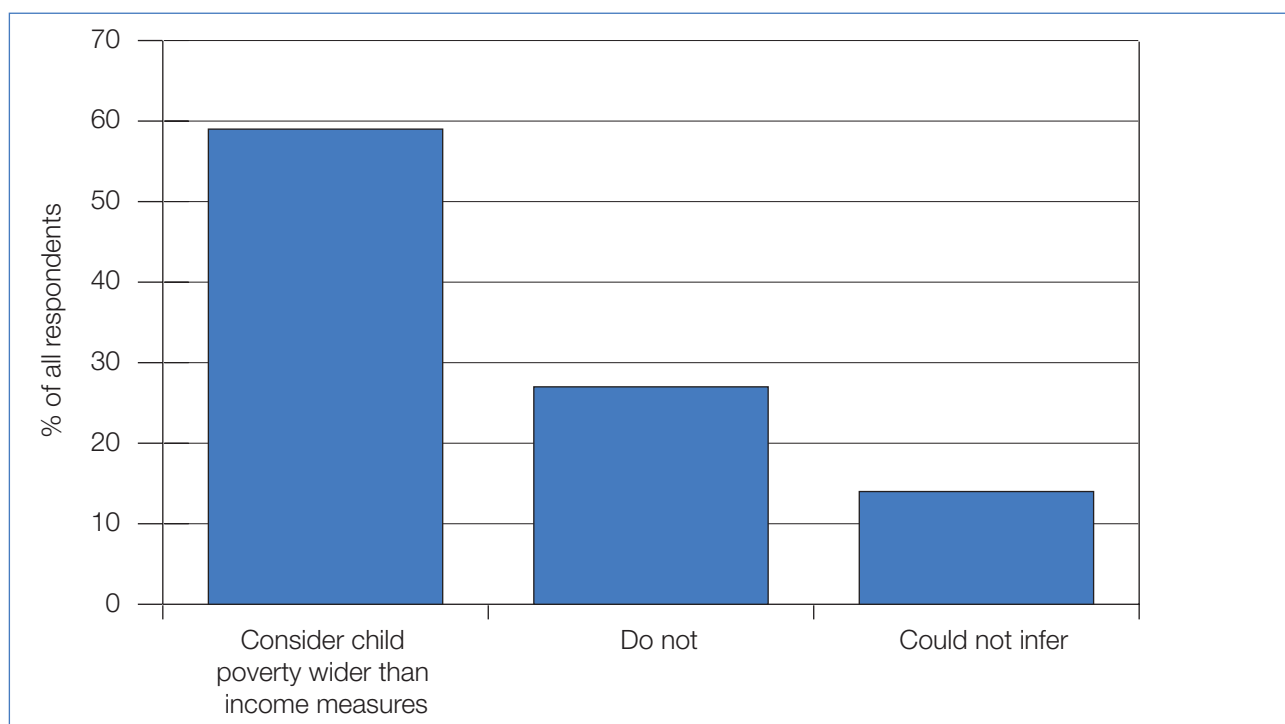
<sup>214</sup> Full results of the polling are available via the following links: December 2012: [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/223076/public\\_20\\_views\\_on\\_child\\_poverty.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/223076/public_20_views_on_child_poverty.pdf)  
February 2013: [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/223059/Public\\_Views\\_on\\_Child\\_Poverty\\_round\\_2.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/223059/Public_Views_on_Child_Poverty_round_2.pdf)

11. The Government has carefully analysed every response to the consultation. Rather than taking a 'tick box' approach, care has been taken to draw the key messages from each response.
12. The five key messages from the consultation are set out in detail in the rest of this annex.

**Key Message 1: There is support for developing new measures**

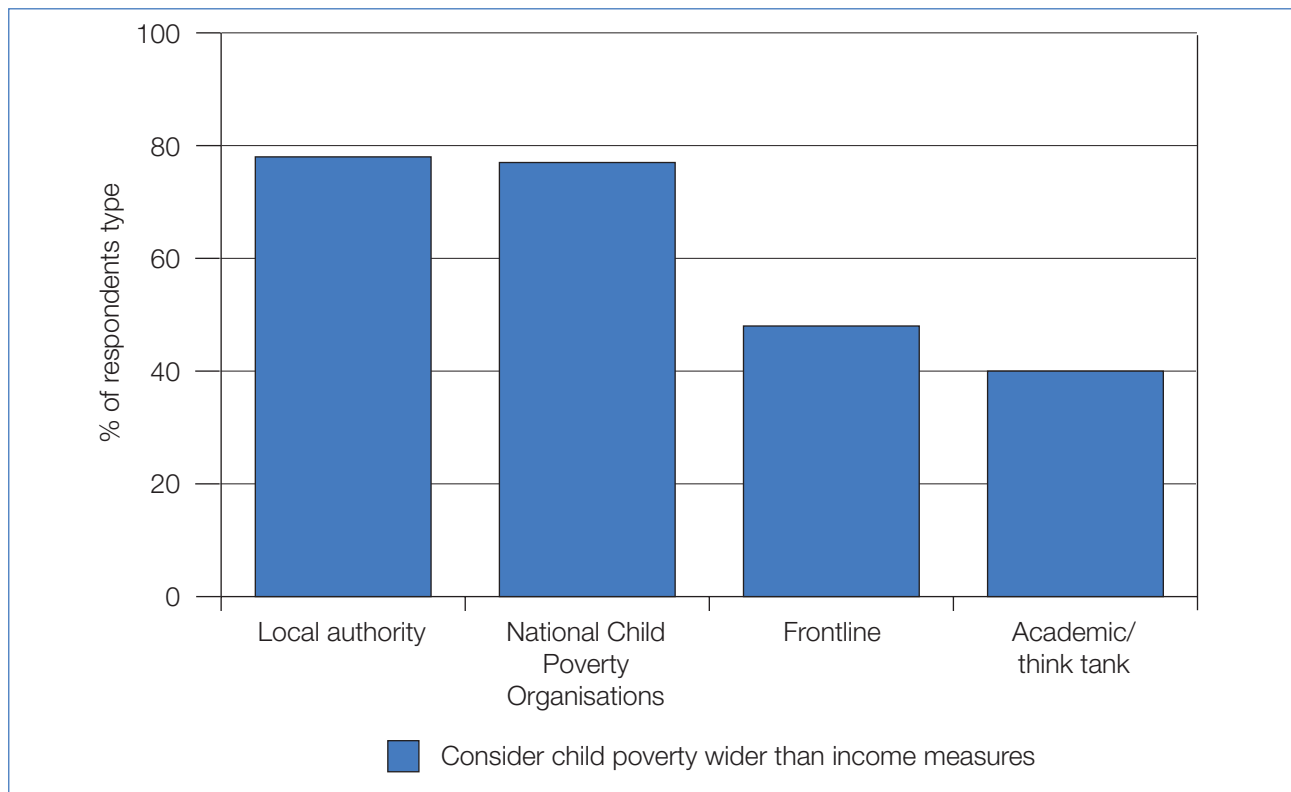
13. Nearly 60% of respondents thought that the government should look at new measures of child poverty wider than the current income focused measures. Many set out their views on the limitations of the existing measures of child poverty.

**Figure 4: Did respondents think that child poverty should be measured wider than income?**



14. Around 80% of local authorities and National Child Poverty Organisations were supportive of looking at child poverty measurement wider than the current income measures. Academics and think tanks were the least supportive with around 40% thinking poverty should be measured wider than income.

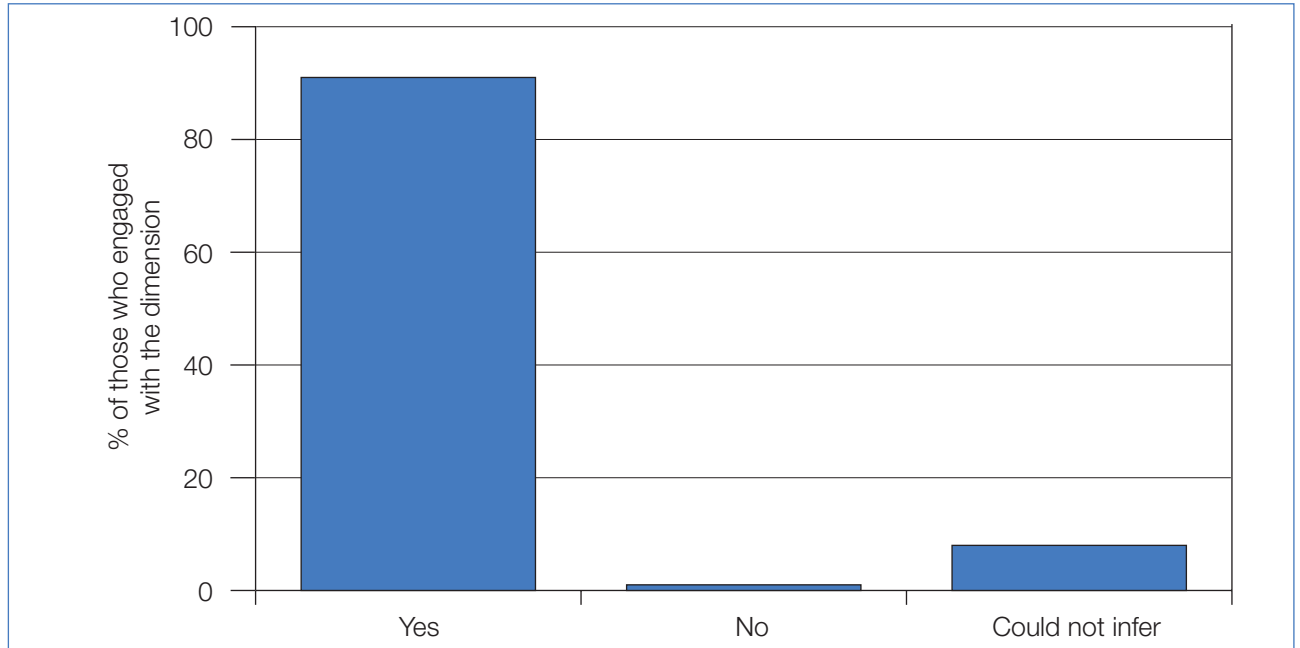
**Figure 5: Did respondents think that child poverty should be measured wider than income? Split by respondent type**



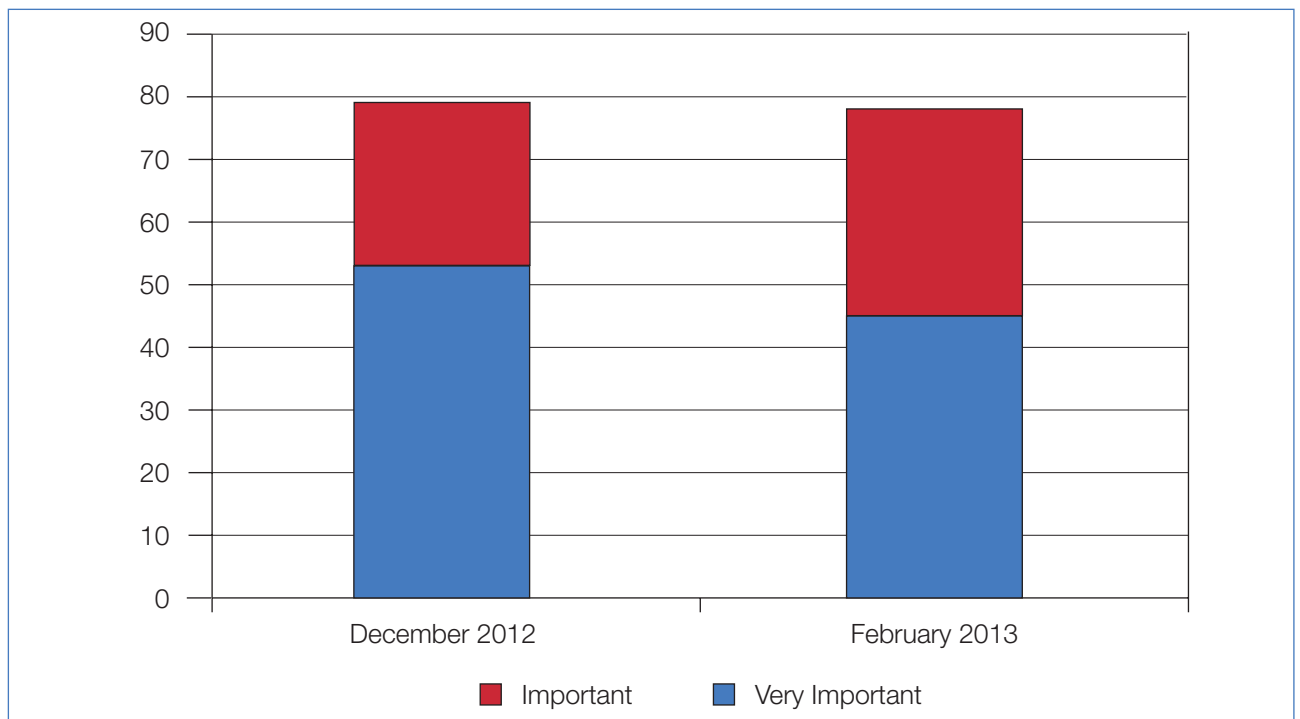
**Key Message 2: Income matters and a measure of this should be included in any new measures**

15. It is clear that income matters, over 90% of respondents said that income should be included in poverty measurement. This was clear across all groups.



**Figure 6: Should income be included in a measure of poverty?**

16. Public opinion polling also showed that the public recognise low income as an important factor in child poverty. 78% thought that a child's family not having enough income was very important or important in deciding if a child was growing up in poverty.

**Figure 7: Percentage of those polled who said a family's income was important in determining whether a child is in poverty**

17. In discussions with children and young people, it was clear that they also regarded income as very important. Discussion about other dimensions often returned to income.

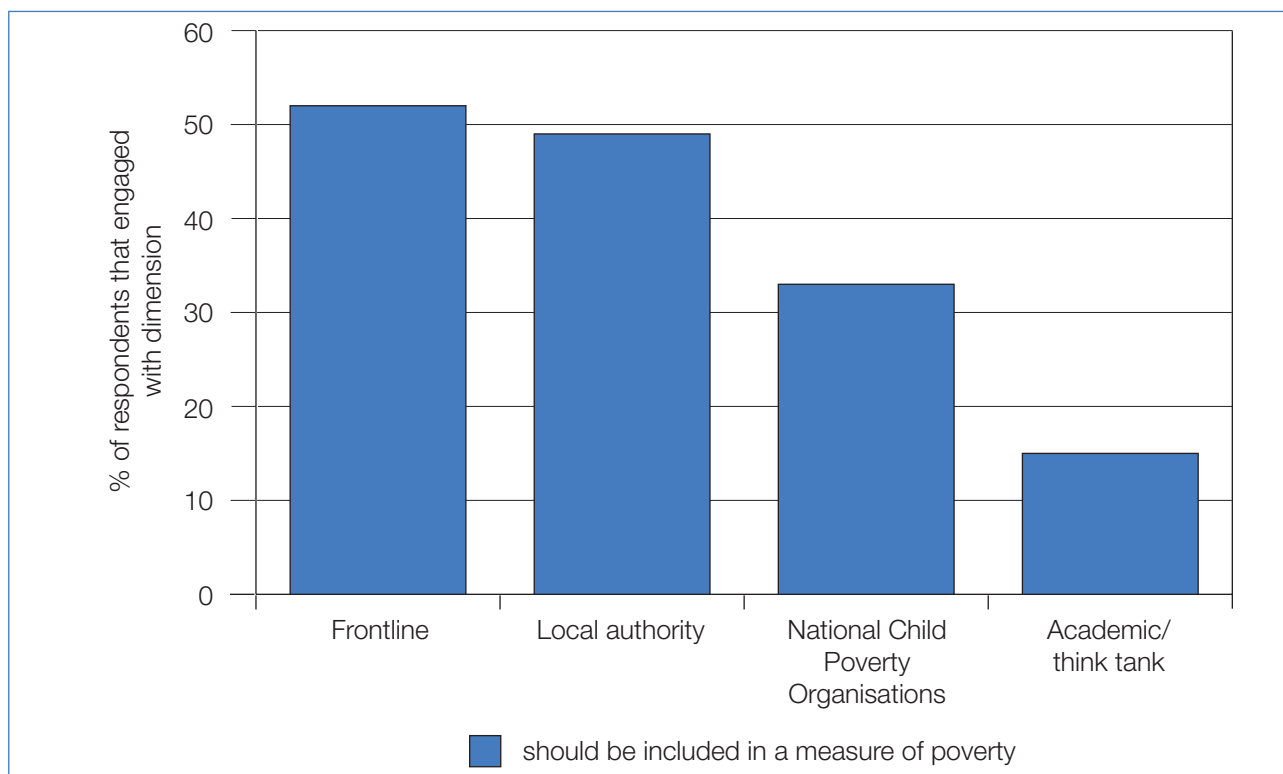
**Key Message 3: Poverty is about more than income**

18. Public opinion was clear that a range of factors broader than income are important when deciding if a child is growing up in poverty. For example, our polling on the importance of factors deciding whether someone is growing up in poverty showed that:

- 78% of respondents thought a child growing up in a household where no one works was very important or important;
- 66% thought a child whose parents lack qualifications and skills for employment was very important or important; and
- 79% thought a child going to a failing school with no chance to succeed was very important or important.<sup>215</sup>

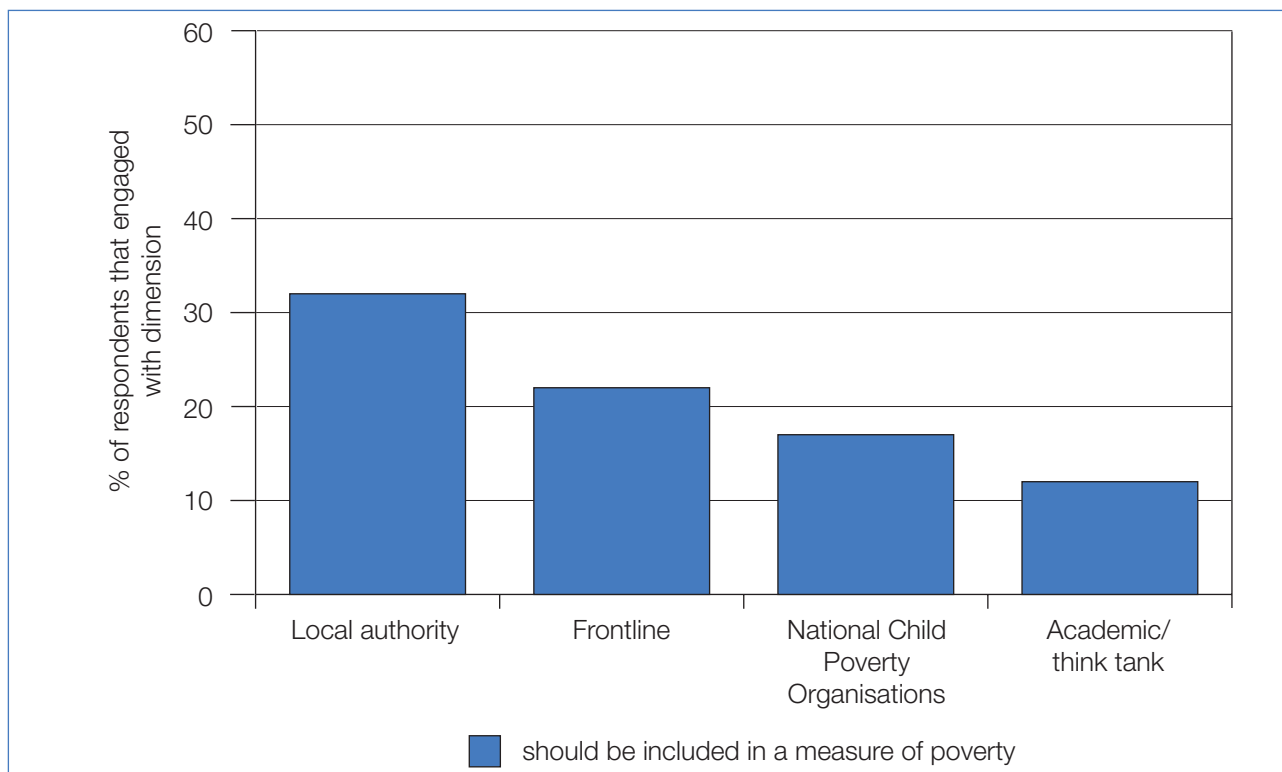
19. This was supported by the consultation responses. The consultation document set out seven dimensions in addition to income. Attitudes towards different dimensions of poverty varied greatly by respondent type, as shown in figures 8 to 11 below.

**Figure 8: Should worklessness be included in a measure of child poverty?**

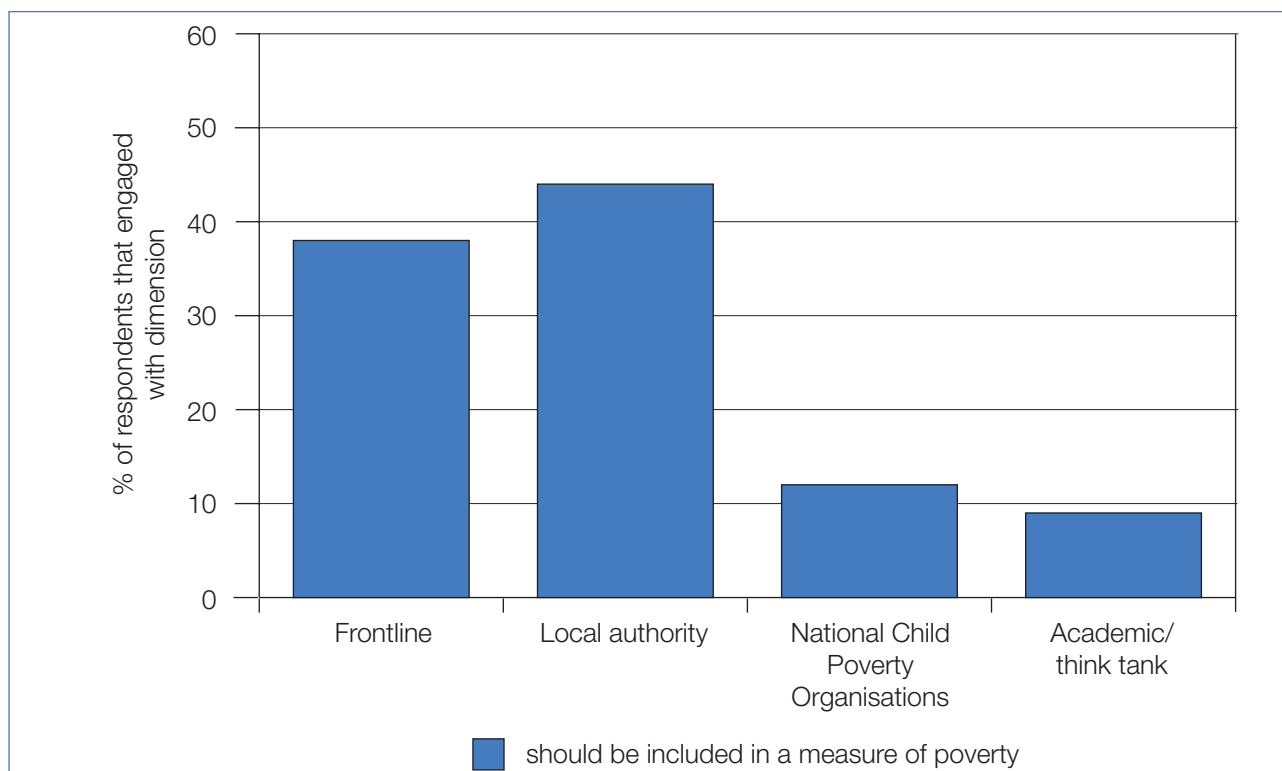


<sup>215</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/223059/Public\\_Views\\_on\\_Child\\_Poverty\\_round\\_2.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/223059/Public_Views_on_Child_Poverty_round_2.pdf)

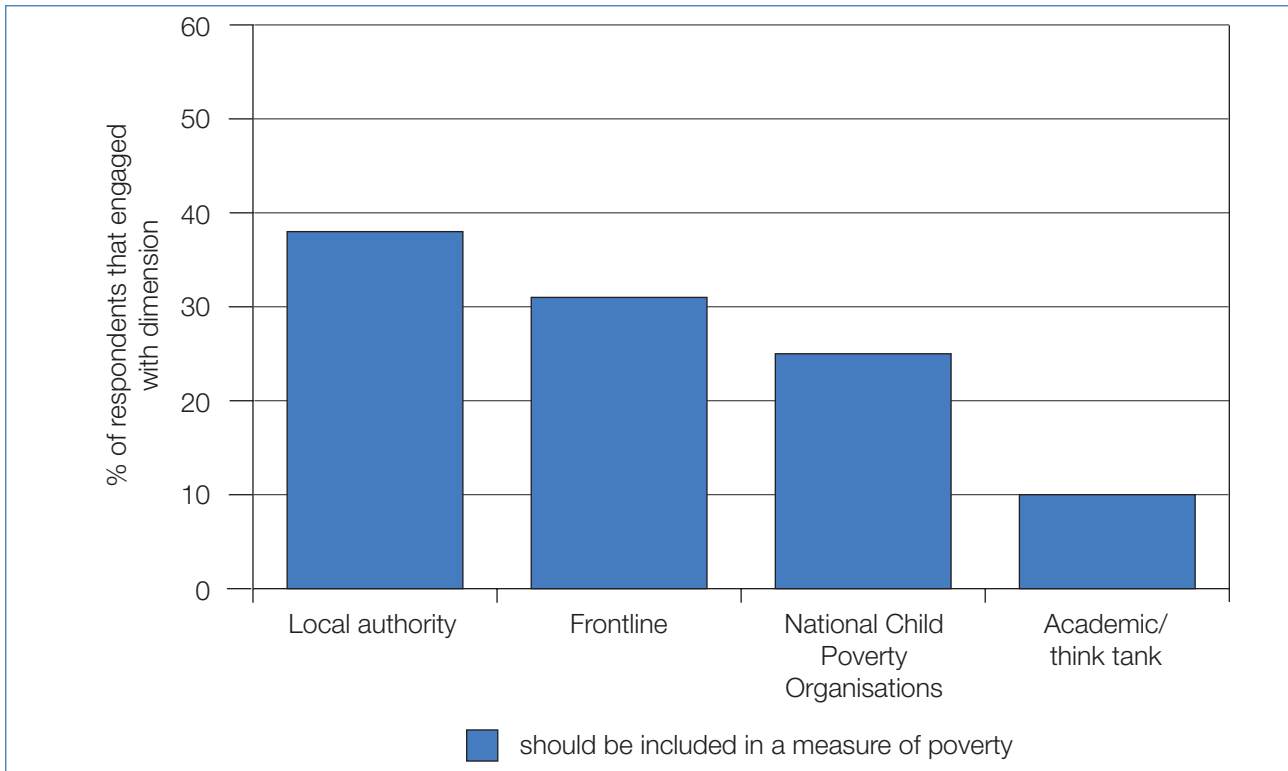
**Figure 9: Should education be included in a measure of child poverty?**



**Figure 10: Should parental skill level be included in a measure of child poverty?**

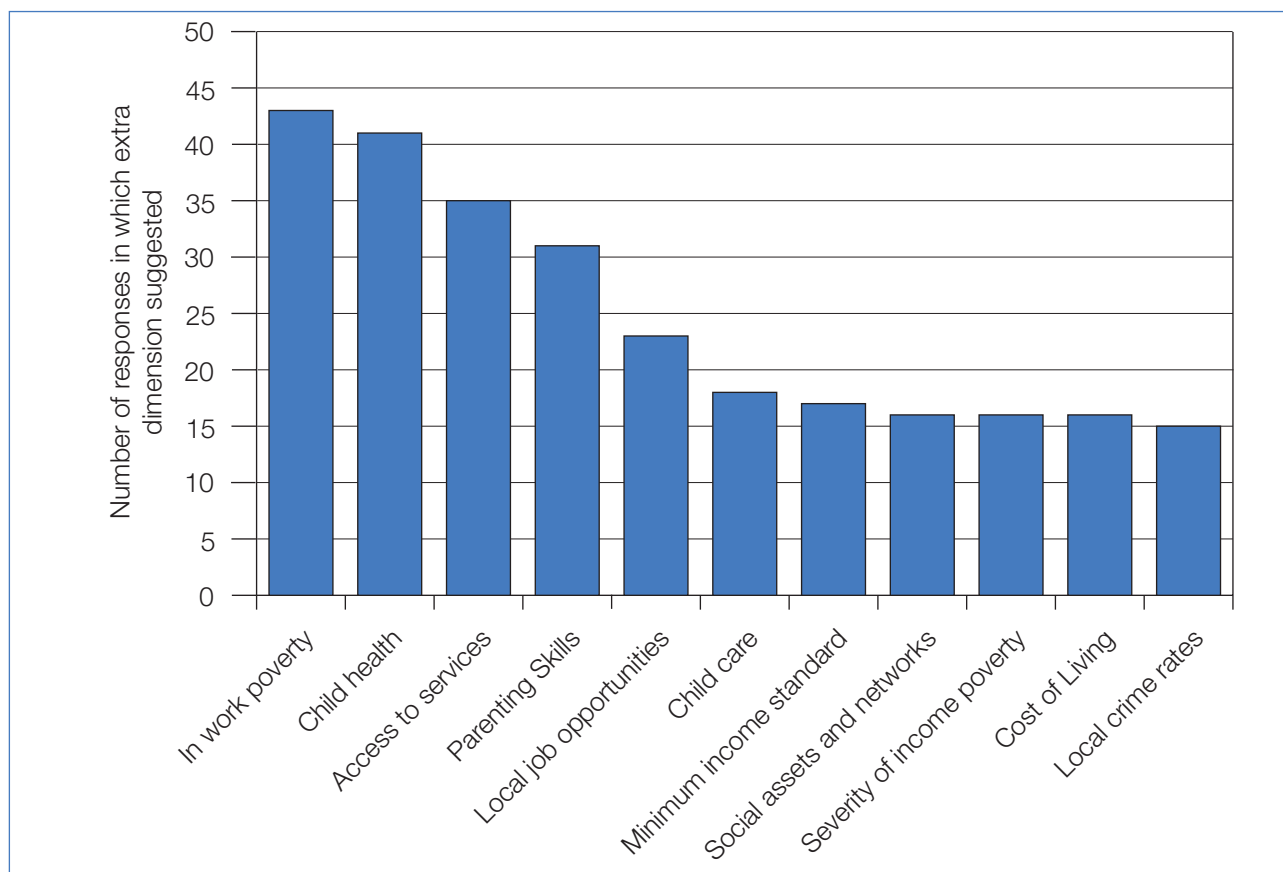


**Figure 11: Should parental health be included in a measure of child poverty?**



20. As well as income and the other dimensions discussed in the consultation document the consultation received a large number of suggestions for other dimensions that could be included in better measures of child poverty. Suggested dimensions have been grouped together.<sup>216</sup>

<sup>216</sup> Suggested extra dimensions that received less than 15 suggestions included low wages, wellbeing, youth offending, inequality, ethnicity, access to recreational areas, family health, caring responsibilities, parental addiction or substance abuse, teenage pregnancy, resilience, aspirations, looked after children, quality of public services, child development, asylum issues, size of household and being on benefits.

**Figure 12: Suggested Extra Dimensions**

### Children and Young people

21. Children and young people understood poverty to be an important and complex issue and recognised a wide range of factors as important aspects of poverty including parental and youth employment, housing, community and area and education.
22. It is worth noting that children and young people tended to have a clear idea of what it meant to be in poverty but, regardless of their own circumstances, did not consider themselves to be in poverty.

### **Key message 4: There are a variety of ways to measure child poverty but there are key principles that must underpin any measure**

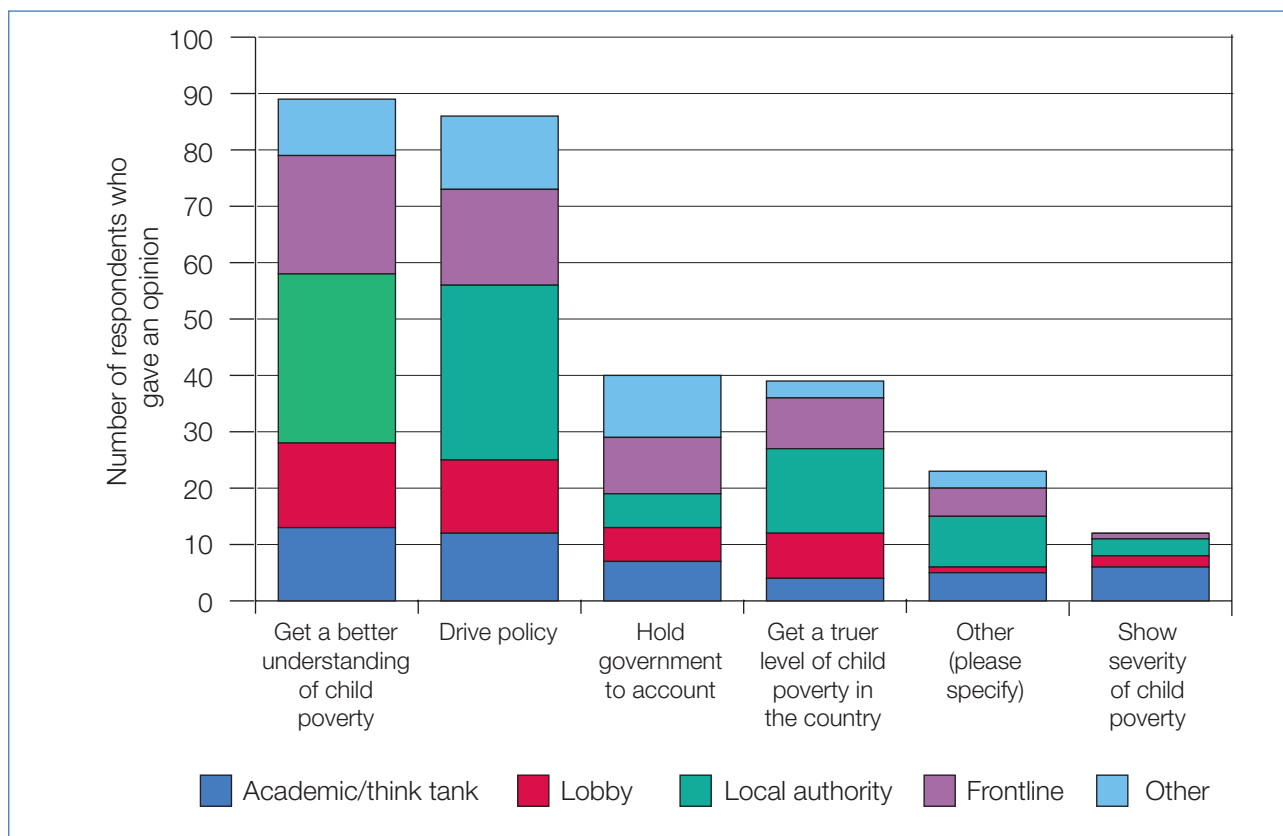
23. Responses make clear that it is possible to develop better measures of child poverty and that there are many ways in which it could be done. The consultation received a wide range of suggestions for how better measures of child poverty could be developed.
24. There was no consensus about particular measures that should be developed, but key principles for measures did emerge from the responses.
  - There is no perfect measure of child poverty. All measures have limitations and the Government should be clear about the limitations of any new measures.
  - The Government should measure separately the number of families experiencing poverty now and the number of poor children at risk of growing up to be poor adults.

- Measures of poverty should differentiate between causes of poverty, (for example worklessness) and effects of poverty (such as being behind on household bills).
- Care should be taken when combining different dimensions of poverty and how they have been combined should be set out transparently to ensure that the effects of a change in some dimensions are not masked by changes in others.
- Measures should be based on a robust evidence base.
- Different measures are better for different purposes.

**Key message 5: We must be clear about the purpose of new measures**

25. Many respondents highlighted the need for clarity of purpose in a measure of child poverty, saying that this would be central to the design of a successful measure.
26. Those respondents who suggested measures of child poverty were heavily influenced by what they thought a measure should be used for.
27. Around two thirds of respondents indicated what they thought the purpose of a child poverty measure should be – the most commonly mentioned purposes were getting a better understanding of child poverty and driving policies to alleviate child poverty.

**Figure 13: What should a new child poverty measure be used for?**



## List of consultation respondents

### Local Authority

Association of Directors of Children's Services Ltd (ADCS)  
Association of North East Councils  
Barnsley MBC & One Barnsley Anti-Poverty Board  
Birmingham City Council  
Bradford MDC – Child Poverty Board  
Bristol City Council  
Buckinghamshire County Council  
City and County of Swansea  
City of Lincoln Council  
City of York Council  
Cornwall Council  
Dacorum Borough Council  
Denbighshire County Council's Welfare Rights Service  
Devon County Council  
Dorset Children's Trust  
Durham County Council  
Essex County Council  
Gateshead Council  
Greater London Authority  
Halton Strategic Partnership – Halton Child & Family Poverty Group  
Hampshire County Council  
Hartlepool Borough Council  
Herefordshire Council  
Herts CP Strategic Objectives Group  
Kent County Council  
Lancashire County Council  
Leeds City Council  
Leicester Child Poverty Commission  
Lincolnshire County Council  
Local Government Association  
London Borough of Barking & Dagenham, Children's Trust  
London Borough of Camden  
London Borough of Enfield  
London Borough of Hackney  
London Borough of Haringey  
London Borough of Newham  
London Borough of Redbridge  
London Borough of Tower Hamlets  
London Borough of Waltham Forest  
Manchester City Council  
Merton Child & Family Poverty Task Group – London Borough of Merton  
Newcastle City Council  
Northumberland County Council  
Nottingham City Council  
Oldham Council  
Plymouth City Council  
Portsmouth City Council  
Royal Borough of Kingston Upon-Thames

Salford City Council  
Sandwell MBC  
Sheffield City Council  
Southampton City Council  
Southend-on-Sea Borough Council  
Stockton on Tees Borough Council  
Stockport CP Strategy Strategic Board  
Sunderland City Council  
Surrey County Council  
Tees Valley Unlimited  
Wirral Metropolitan Borough Council  
Wolverhampton City Council

### Frontline Services

Association of Teachers and Lecturers  
Birkenhead & Tranmere Children's Centre  
British Psychological Society  
CAB – London N1 9LZ  
Carers Trust  
Children, Young People & Families' Voluntary Sector Consortium  
Claim The Benefits  
Conwy Voluntary Services Council (CVSC)  
Conwy Children & YP's Partnership  
Credit Action  
Daljinder Dhillon – DWP, Job Centre Plus  
David Pocock  
England Illegal Money Lending Team  
Fairplay South West - Women's Equality Network  
Family Fund  
Family Holiday Association  
Forum for Voluntary Organisations working with Children, Young People and Families  
Greater Manchester Centre for Voluntary Organisation (GMCVO)  
Home Educator  
Independent Advice Centre  
Janek Poklad  
Jennifer Garcia Bree – Eaves  
Jess Orlik – Shelter  
Jim Thompson  
Kingston Voluntary Action  
Marham Junior School  
Mayor's Fund for London  
Meadows Advice Group  
Middlesbrough Children & Young People's Trust  
Money Advice Service  
Money Advice Trust  
NASUWT (The Teachers' Union)  
National Children's Bureau  
National Council of Women of Great Britain  
National Housing Federation  
NAVCA  
Neath Port Talbot Council for Voluntary Services



Newcastle CVS  
NHS Wiltshire  
One Parent Families Scotland  
Orleton COE Primary School  
Ormiston Children and Families Trust  
Peabody  
pfeG (Personal Finance Education Group)  
R. Winward  
Riverside Group Ltd  
Sarah Morton – Centre for Research on Families and Relationships  
Scottish Out of School Care Network  
Shelter Bristol  
South Ayrshire Welfare Rights Service  
Spurgeons  
StepChange Debt Charity  
Stephen Givnan  
Teach First  
The Hyde Group  
Tony Martin  
UNISON  
VOICE the union for educational Professionals  
Wingate & Station Town Family Centre  
Women Centre  
Working Families

### **National Children’s Poverty Organisations**

4Children  
4in10  
Action for Children  
Adfam Alcohol Concern and DrugScope  
Alliance Scotland (Health & Social care)  
Association of School & College Leaders (ASCL)  
Barnardo’s  
Barnardo’s CYMRU  
Buttle UK  
Caritas Social Action Network (CSAN)  
Carol Evans  
Chartered Institute of Housing (CIH)  
Child Accident Prevention Trust (CAPT)  
Child Poverty Alliance in Northern Ireland  
Children England  
Children in Scotland  
Children in Wales  
Children North East  
Children’s Society  
CPAG  
Church of Scotland  
Church Urban Fund  
Enable Scotland  
End Child Poverty Campaign  
End Child Poverty Network CYMRU

FPA and Brook joint response  
Gingerbread  
Greater Manchester Public Health Network  
Home-Start UK  
Kids Company  
London Child Poverty Alliance  
Manchester & District Child Poverty Action Group  
Men's Aid  
North East Child Poverty Commission  
NSPCC  
Oxfam  
Play Wales  
Refugee Children's Consortium  
Relationship Alliance (Relate, One Plus One, Marriage Care and The Tavistock Centre for Couple Relationships)  
Robbie Spence  
Save the Children UK  
Shelter  
Trust for London  
Welsh Refugee Council  
UNICEF UK  
Zacchaeus 2000 Trust (Z2k)

#### **Academics/Think tanks**

Jane Perry  
Anna Gupta  
Bevan Foundation  
British Sociological Association (BSA)  
CASE (LSE) – Kitty Stewart  
CASP – (University of Bath) Tess Ridge  
Centre for Longitudinal Studies – Heather Joshi and colleagues  
Centre for Research on Families and Relationships (CRFR) – Morag Treanor  
Centre for Social Justice – Christian Guy  
Coventry University – Paul Bywaters  
Demos  
Equality Trust  
Fran Bennett  
Gillian Smith  
Gordon Morris  
IEA – Kristian Niemietz  
IFS – Robert Joyce on behalf of all researchers  
Institute of Health Equity – Angela Donkin  
ISER – Mike Brewer  
JRF – Katie Schmuecker/Chris Goulden  
Kristin Besemer & Gill Main  
Lucy Cockburn  
NatCen - Matt Barnes  
Newcastle University – John Veit-Wilson  
Newman University – Julie Boardman & Terence Cronin  
Noel Smith  
Nottingham University, School of Law – Aoife Nolan

Paul Ashton  
Policy Exchange – Matthew Oakley & Matthew Tinsley  
Poverty Journal Club – University of Oxford  
Robert Gordon University – Paul Spicker  
Robert Moore  
Royal College of Paediatrics and Child Health  
Royal Statistical Society  
Runnymede Trust  
Rys Farthing  
Thomas Hitchings  
University of Edinburgh – Adrian Sinfield  
University of Glasgow – Nick Bailey  
University of Oxford -Robert Walker  
University of York – Jonathan Bradshaw and colleagues

### Other

APPG (All Party Parliamentary Group on Poverty)  
BASW (British Association of Social Workers)  
Birmingham Law Centre  
Children’s Commissioner for Wales  
COE Mission & Public Affairs Council  
Community Foundation for Northern Ireland  
Diocese of Worcester  
Housing Hartlepool  
Impetus Trust  
Liverpool City Region CP and LC Commission  
Liverpool City Region CP and LC Commission – Tranmere Community Project  
National Statistician – Jil Matheson  
NHS Health Scotland  
Northern Ireland Commissioner for Children and Young People (NICCY)  
Office of the Children’s Commissioner  
OFSTED – Rob Pike, Chief Statistician  
Rural Services Network  
Scottish Government  
Social Mobility and Child Poverty Commission (SMCPC)  
St Vincent de Paul Society  
The Baptist Union of GB, The Methodist Church and The United Reformed Church  
Welsh Government  
Bernard Crofton  
Caroline Platt  
David Cordingley  
David Thompson  
Frank Field MP  
Inger den Haan  
Janet Baker  
Jean Goodrick  
Julie Gillam  
Maria Lane  
Michelle Lawson  
Nicola Cleverley  
Pash Nandhra

Paul Dornan  
Rachel Tan  
Richard Grant  
Rosemary Pickering  
Sheila Kirby  
Sian Jordan  
Sinead McBrearty  
Susan Jones  
Tokunbo Durosinmi  
Wendy Walton

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