



**Report of the Young People & Education  
Improvement Committee**

**September 2009**

# Members of the Young People & Education Improvement Committee

## Elected Members

Cllr Andrew Thornton (Chair)

Cllr Doreen Lee

Cllr Mohammed Shafiq

Cllr Matt Palmer

Cllr Zameer Shah

Cllr Carol Beardmore

Mr John Anderson

Mrs Claire Parr

Mr Mike Pollard

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Mr Bryan Websdale

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# Chair's Foreword

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The inquiry and compilation of this report has been a long and difficult road through a changing economic landscape.

The report is being launched against the background of a severe economic downturn, which may, in the short term, lead to a worsening trend in child poverty numbers. This makes the development, adoption and implementation of a local strategy to tackle child poverty a matter of great necessity and urgency. The recommendations in this report are aimed at significantly mitigating the impact of the current economic situation on child poverty and contributing to the long-term goal of eradicating child poverty.

The current absence of an overarching strategy on Child Poverty for the district is our greatest concern. Whilst many agencies and partners of the Council have tackling child poverty as a priority in their own objectives, delivery of joined-up working towards those objectives is too often reliant on individual negotiation in a locality. It is imperative, therefore, that a district strategy is developed and adopted at the highest level to knit together the work of multiple agencies and partners.

**Councillor Andrew Thornton**

**Chair, Young People & Education Improvement Committee**

# Chapter 1 – Introduction

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## Background

The overall aim of the Committee was to examine current policy and strategy as well as the contribution that Council services and the activities of other organisations make in tackling child poverty in Bradford.

As part of its work the Committee set out to understand what is meant by child poverty, the extent of child poverty within Bradford, plus the Council's role in and approach to tackling child poverty. The Committee's Terms of Reference are attached as Appendix 1.

## The Scrutiny Process

Members have received and gathered a range of information from a number of different sources, including:

- 2 briefings and 'public hearings' gathering information and views from officers both within and external to the Council, including representatives from save the Children, Barnardo's, Bfd and Airedale PCT and Job Centre Plus.
- 4 Sub group meetings

The primary objectives of the Committee were:

### Overall Aim

To examine current policy and strategy as well as the contribution that Council services and the activities of other organisations make in tackling child poverty in Bradford.

### Objectives

- To understand what is meant by Child Poverty and the levers which are required to tackle it.
- To determine the level and map the extent of Child Poverty that exists within the Bradford District.
- To examine the Council's approach to tackling Child Poverty.
- To establish which Council services and activities of its partners contribute to tackling Child Poverty and the priority that each attaches to the issue.
- To examine how the Every Child Matters (ECM) outcome groups relate to, and contribute to, tackling Child Poverty.
- To examine what other initiatives are in place to tackle Child Poverty.
- To identify best practice within other Local Authorities.

# Child Poverty in a National context

Save the Children estimate that 3.8 million children, nearly 1 in 3, are currently living in poverty in the UK; one of the highest rates in the industrialised world. Poverty can have a profound impact on the child, their family, and the rest of society. It often sets in motion a deepening spiral of social exclusion, creating problems in education, employment, mental and physical health and social interaction.

According to Government: "Children in Britain can be said to live in poverty when they live in families which lack the resources to enable their children to participate in the activities and have the living conditions and amenities which are customary, or at least widely encouraged or approved".<sup>1</sup>

In March 1999 the Government made a pledge to reduce child poverty by one quarter by 2004-05, by half by 2010 and eradicate it by 2020.

It was a commitment that has driven considerable progress across Government: the OECD recently reported that inequality in the UK has fallen faster than in other countries<sup>2</sup>; 600,000 children have been lifted out of poverty to date; and 6 million families and 10 million children are receiving tax credits<sup>3</sup>.

However, the target of reducing child poverty by one quarter by 2004-05 was not met.<sup>4</sup> The number of Children living in relative poverty fell from 3.4 million in 1998/9 to 2.7 million in 2004/05 but increased to 2.9 million in 2007/08<sup>5</sup>. In the same period the number of children living in absolute poverty fell from 3.4 million in 1998/9 to 1.7 million and 2004/05, dipping to 1.6 million the following year but rising again to 1.7 million in 2007/08<sup>5</sup>.

In October 2008 the Government announced the creation of a new joint Child Poverty Unit, with the aim of driving forward its commitment to eradicate child poverty in the UK. Since then, the Government has gone further. The 'Child Poverty Bill' will enshrine in law the commitment to eradicate child poverty by 2020.

## What is meant by Child Poverty?

There are a number of measures or definitions used in relation to child poverty. Government uses three related definitions for the scale of child poverty and to measure progress in reducing it. Together these definitions provide an unchanging or 'fixed' poverty line<sup>6</sup>, a relative income poverty line<sup>7</sup> and a measure of access to material goods<sup>8</sup>.

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<sup>1</sup> Together for Children Child Poverty Toolkit March 2008

<sup>2</sup> Growing Unequal? Income Distribution & Poverty in OECD Countries, OECD, 2008

<sup>3</sup> Ending Child Poverty: Making it Happen. Child Poverty Unit.

<sup>4</sup> Progress towards the 2010/11 child poverty target, the 2020 target & the Child Poverty Bill. SN/EP/3314

<sup>5</sup> DWP, HBAI 2007/08: First Release, 7 May 2009, tables 3.2 & 3.3

<sup>6</sup> A 'fixed' poverty line, updated only for inflation. Calculated as the proportion of children living in households with incomes below 60% of the median income – where the median is the level of income after direct taxation and benefits, adjusted for household size, such that half of the population is above the level and half below it.

<sup>7</sup> A relative income poverty line. Calculated as the proportion of children living in households with incomes below 60% of the current median income.

<sup>8</sup> Material Deprivation. Calculated as the proportion of families with incomes less than 70% of the current median income who are unable to afford a list of specific goods and services.

Significant progress has been made on each of these indicators. As a result of policies and investment across the UK, between 1998/99 and 2006/07, some 600,000 children have been lifted out of relative poverty and the number of children living in absolute poverty has halved from 3.4 million to 1.7 million children.<sup>9</sup>

The Department of Work and Pensions has also an absolute poverty line definition based on the weekly income of families with children<sup>10</sup>.

In addition, a number of proxy measures can be used, such as: The numbers of children living in households where no one is working, numbers of children in receipt of free school meals, and families in receipt of Child Tax Credit more than the family element. On average throughout Great Britain, one in five (20%) children live in families on benefits<sup>11</sup>.

## The causes of Child Poverty

The causes of child poverty are diverse. Parents may find difficulties gaining and sustaining work due to constraints such as low skills, a lack of suitable opportunities, poor health and disability or caring responsibilities. Once in work, they may experience low income due to low skills, low hours or low pay and job insecurities. Frequent transitions in and out of work cause instability in income and may be particularly damaging for children's wellbeing. Causes of poverty exist at a community level too: factors affecting deprived communities, including poor services, high crime rates, and low aspirations increase families' experiences of deprivation, raise their cost of living and make it more difficult for them to take steps out of poverty. Causes of poverty do not start in adulthood; they often begin at birth and transmit through generations. That is why it is important to improve children's life chances today, to prevent poverty tomorrow.<sup>12</sup>

Without a working parent, a child has a three in four chance of being in poverty<sup>13</sup>.

## The impact of Child Poverty

Child poverty has effects that go beyond the individual: poor children tend to have lower educational attainment and low skills.<sup>14</sup> Poorer outcomes for children and families place extra burdens and costs on public services, such as health care and children's services and affect everybody's day-to-day experiences of safety and well-being. Communities suffer through increased deprivation and inequalities which reduce social cohesion. The costs of child poverty fall on individuals, families, communities and the taxpayer.

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<sup>9</sup> Ending Child Poverty: Making it Happen.

<sup>10</sup> Department of Work and Pensions Absolute Poverty Line. Weekly income of £301 for a couple with two children aged 5 and 14, or Weekly income of £223 for a single with two children aged 5 and 14.

<sup>11</sup> Paul Bivand and Sean Moley of the Centre for Economic and Social Inclusion and by Donald Hirsch, independent consultant, for End Child Poverty

<sup>12</sup> Ending child poverty: everybody's business. March 2008: HM Treasury; Department for Work and Pensions; and Department for Children, Schools and Families

<sup>13</sup> End Child Poverty.

<sup>14</sup> Ending child poverty: everybody's business. March 2008: HM Treasury; Department for Work and Pensions; and Department for Children, Schools and Families.

According to the Campaign to End Child Poverty, Poverty shortens lives. Children from deprived backgrounds are more likely to be born small or premature.<sup>15</sup>

Low birth weight can lead to poor health in childhood or adult life. Low birth weight is closely associated with infant death and chronic diseases in later life.

Poverty shapes children's development. Children from deprived areas are less likely to achieve at school and more likely to leave school with few or no qualifications.

Before reaching his or her second birthday, a child from a poorer family is already more likely to show a lower level of attainment than a child from a better-off family. By the age of six a less able child from a rich family is likely to have overtaken an able child born into a poor family.<sup>16</sup>

Educational achievement, especially in girls, is known to be one of the most powerful predictors of the future health of the next generation.<sup>17</sup>

Children aged up to 14 from unskilled families are 5 times more likely to die in an accident than children from professional families, and 15 times more likely to die in a fire at home.<sup>18</sup>

## Levers to address Child Poverty

The causes and consequences of child poverty, both temporary and persistent, are multiple and complex. Improving children's opportunities therefore requires a sustainable strategy that tackles each of these causes and prevents poverty from occurring now and in the future.<sup>19</sup>

Nationally, a number of 'building blocks' have been established with the aim of tackling the causes of poverty. These can be summarised as:

- Employment and Adult skills: Increasing employment and raising incomes, so more parents are in work.
- Financial Support: Provide financial support to assist families while maintaining incentives to work.
- Education, Health and Family Support: Improving poor children's life chances, so poverty in childhood does not translate into poor outcomes.
- Housing and Neighbourhoods: Tackling deprivation in communities, so the child's environment supports them to thrive.

The Committee has sought evidence and considered research on how all four of these building blocks are being delivered in Bradford.

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<sup>15</sup> UK Millennium Cohort Study.

<sup>16</sup> End Child Poverty.

<sup>17</sup> N.J. Spencer. Poverty and Child Health, Radcliffe Medical Press, 2000.

<sup>18</sup> End Child Poverty.

<sup>19</sup> Ending Child Poverty: Making it Happen.



In addition, the Together for Children Child Poverty toolkit covers nine themes:-

- Access to benefits
- Childcare
- Community and Culture
- Health and Disability
- Housing
- Learning and Development
- Outreach
- Return to Work
- Signposting and Referral

The Committee has considered how and where these are being applied in Bradford.

## Chapter 2 – Findings and Recommendations

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This report presents the findings and conclusions the Committee has made as a result of its research. It also makes a number of recommendations for action by the Council and others. Much of the reporting within this document has been overtaken by events, namely the publishing of the Child Poverty Bill on 11 June 2009.

The cross departmental bill requires Government to reduce poverty so families on low income do not get left behind. It puts duties on local authorities, and partner organisations like the NHS and Police to work together at local level to lift children out of poverty.

It also requires Government to report to Parliament each year on progress and creates a new expert Child Poverty Commission to publish advice and encourage progress. 500,000 children have been lifted out of poverty already and measures currently in train are expected to lift around a further half a million children out of poverty.

The target for relative poverty requires the UK to go further than the best currently being achieved in Denmark, Finland and other European countries.

Central to the Bill is a new duty on Government, every local authority and delivery partners, including Jobcentre Plus, the police, NHS primary Care Trusts and youth offending agencies to work together to end child poverty by supporting families and opportunities for future generations.

The Bill clearly defines the path to success and establishes a clear framework of accountability to ensure all of those involved in eradicating child poverty are driving progress forward.

Alongside the Bill, the Government also published a report from the Take Up Taskforce, providing local authorities and partners with examples of actions they can take now to tackle child poverty by maximising families' incomes.

### Child Poverty in Bradford

The local context of this scrutiny into child poverty was to measure the level of child poverty within Bradford, and to examine the Council's role, and that of its partners, in tackling child poverty.

#### **The level and extent of Child Poverty in Bradford**

Determining the level and map the extent of child poverty that exists within the Bradford District, has not been as easy as may have been expected.

Whilst undertaking this review it became apparent that information relating to Child Poverty was not channelled through one person, section or even department. As a result the Committee found it very difficult to pull together the various strands of information.

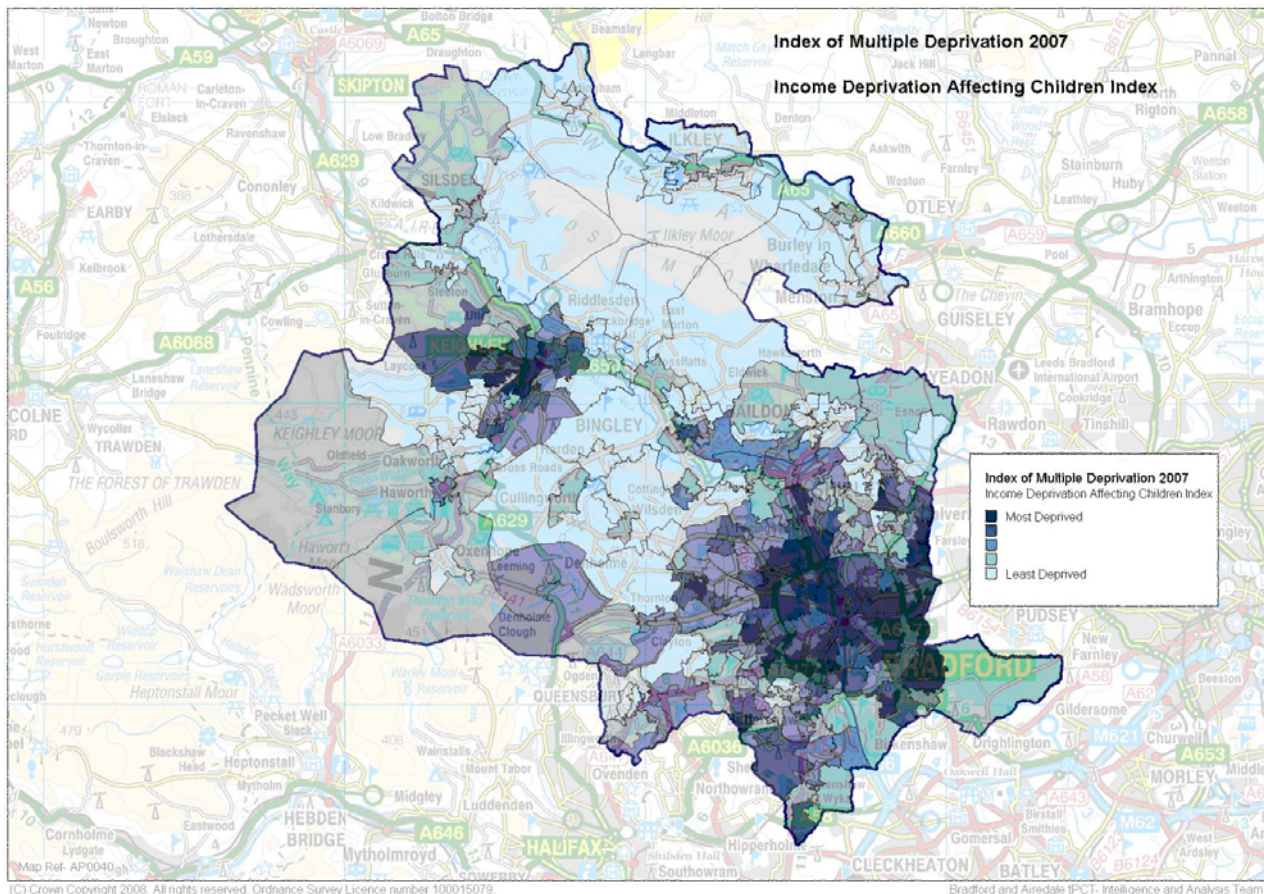
Official measures of child poverty are based on a national survey of family income, which shows poverty at national and regional level, but not in more local areas. Performance indicator NI 116 "Proportion of children in poverty" is a Local Area Agreement (LAA)

performance indicator available to Local Authorities. This, however, is not a target within Bradford's LAA, and therefore is not reported on.

Whilst Government has committed to eradicating child poverty by 2020, no local data exists to match this target. Administrative data is available, however, from which an indication of the number of children in low income families has been constructed.

Using this measure, approximately 55% of children in Bradford district are in low income families compared with 40% England wide.<sup>20</sup>

The map below shows where the most deprived areas are located in the district.



Source: Bradford and Airedale tPCT Intelligence and Analysis Team

As might be expected, the incidence of child poverty is not uniformly distributed across the Bradford district. According to the 2007 Index of Multiple Deprivation, Bradford is the 32<sup>nd</sup> most deprived district in England and Wales, with the deprivation concentrated in localities in Bradford City and Keighley.

Of Bradford district's Lower Super Output Areas (SOA) 39 are in the 3% most deprived nationally. In 13 of those SOA over 50% of children live in workless households.

According to data<sup>21</sup> published by End Child Poverty, the percentage of children in families on out of work benefits in 2006 across the five parliamentary constituencies that comprise

<sup>20</sup> Children in Low Income Families indicator. Source: HM Revenue and Customs (latest data – 2006).

the Bradford district are: Bradford North 30%, Bradford South 26%, Bradford West 31%, Keighley 17%, Shipley 13%. This is not a direct measure of exactly how many children are in poverty, but is a good indicator of which areas could be expected in general to have the highest child poverty levels.

Even within these areas there are significant variations, for example: The percentage of children in workless families in 2005<sup>22</sup> in the Keighley constituency was 32% in Keighley South and 5% in Ilkley. Similarly, in the Shipley constituency, in Bingley the figure was 13% whilst in Shipley East it was 26%. A full breakdown by Council Ward is given in Appendix 2.<sup>23</sup>

It is important to recognise, however, that deprived neighbourhoods also exist in the more affluent areas of the district.

In Bradford, also, there is also a strongly held supposition that there is a significant non-take up of benefit entitlements in some communities.

Further data on the numbers of families and children in out of work households, with Child Tax Credit more than the family element, and Child Tax Credit at or below the family element is shown in Appendix 3.

The numbers of children claiming free school meals in the Bradford district is 17,726. A full breakdown is given in Appendix 4.

## What would improve the situation for poor families in Bradford?

1. More parents into work:
  - Jobs
  - Skills training
  - Child care
  - Good health
2. Higher wages
3. Financial Literacy amongst parents
4. Access to affordable credit
5. Welfare Benefits and debt advice

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<sup>21</sup> Paul Bivand and Sean Moley of the Centre for Economic and Social Inclusion and by Donald Hirsch, independent consultant for End Child Poverty.

<sup>22</sup> Paul Bivand and Sean Moley of the Centre for Economic and Social Inclusion and by Donald Hirsch, independent consultant for End Child Poverty.

<sup>23</sup> End Child Poverty. Data for August 2005. Based on CBMDC pre-2004 Council Wards.

# What would reduce the effects of family poverty on children?

1. Excellent early years provision
2. Every School a Good School
3. Opportunities through extended school provision
4. Places to go and things to do
5. Affordable transport

## **Evidence of actions to address Child Poverty in Bradford**

Bradford does not have an overarching strategy to address Child Poverty. Many of the levers that can be used to tackle Child Poverty are being applied but there is no single plan that pulls all of these actions together. For maximum impact a comprehensive strategy to tackle Child Poverty is required and must be backed up by a clear strategic action plan.

### **Recommendation 1**

- (i) That the Bradford District Partnership develops a Child Poverty strategy for the district.
- (ii) The strategy should form part of Bradford's Sustainable Community Strategy (The Big Plan) and make appropriate links to locality and area action planning.
- (iii) The Local Authority should nominate an Executive lead member and a senior council officer to lead on Child Poverty.

The Committee considered the various actions being taken by organisations in the Bradford district within the context of the 'building blocks' described above.

### Employment and Adult skills:

The Jobcentre Plus (JC+) definition of Child Poverty is based on those in receipt of a benefit.

Jobcentre Plus offers a number of "New Deal" programmes to help unemployed people, particularly those who have been unemployed for a long time, people with disabilities and anyone in need of extra help to find work. Lone parents get immediate access to New Deal, and JC+ informed the Committee that the claimant rate for lone parents is coming down.

JC+ has not found that childcare has been an issue to people finding work. The cost can be restrictive, but they can provide help with that. There have not been objections to

'evening' or weekend working due to childcare restrictions. JC+ is currently running a pilot in Bradford - New Deal for lone parents and partners.

JC+ does have a main underlying aim of reducing child poverty. The aim is to get people off benefits and into work with the guarantee that they will be at least £25 per week better off through Working Families Tax Credit.

Bradford has a lot of younger families, which can be an indicator of a lower skills level and therefore by extension a concern with regard to low income and child poverty. The priority for Council's Department of Regeneration has been to tackle low skills, to equip people with skills so that they can get a job, or better paying jobs, and thus address poverty of their children.

There have been specific programmes for various groups who were found to be having difficulty accessing training, e.g. people in the 50+ age group. Currently there are no specific programmes to address skills for people with children. The Committee were not sure if there was unmet demand in this area. The Council needs to consider how it targets people with dependant children.

It is clear that Jobcentre Plus is undertaking a great deal of work in this area, but the Committee were unsure as to how "linked up" they were with the Council and other organisations, for example was any work been undertaken with Parental Involvement workers at Primary level?

The Child Poverty strategy must ensure that these types of linkages are made.

#### Financial support:

Along with the Child Poverty Bill the Government also published 'Take Up the Challenge', is the report from the Take Up Taskforce which outlines how local services can help poor families to take up their financial entitlements, illustrated by examples of local approaches that are having a real impact. Increasing the take up of benefits and tax credits is an important part of the Government's strategy, and is particularly important to help vulnerable families through a time of economic uncertainty. This report will help local authorities and partners meet the requirements of the Bill.

Evidence relating to benefits take-up is not Bradford specific and it is quite old, but it is regarded as a fair assumption that Bradford fits the general national trend.

Free School Meals (FSM) is a statutory provision, but is only available in term time. To qualify for free school meals families must apply in the first instance. The level of take up of FSM in the Bradford district is. Not all families are aware of the criteria to claim. These families should be flagged up before the child starts school. There needs to be some method of getting information to parents to inform them their children may be eligible for free school meals before they actually start at school.

One of the key questions for all benefit claims is who else is living in the household, so this automatically flags up dependent children.

Council's Revenues & Benefits focus has been on getting take-up of Pensioner Credit as this has lowest levels of take-up. However, the Committee feels that increasing the take up of free school meals should be a priority.

## **Recommendation 2**

- i) That the Strategic Director Corporate Services introduces a system which highlights families who would be eligible for Free School Meals from their existing database of benefit claimants.
- ii) That the Strategic Director Services to Children and Young People arranges for information regarding eligibility and application for Free School Meals to be sent to families at the same time as school allocation details.

Many people on low incomes fall outside mainstream financial services and suffer further financial disadvantages as a result, these can include higher-interest credit; lack of insurance; and higher-cost utilities (pre-pay meters). This financial exclusion exacerbates the difficulties of low income families.

Improving levels of financial inclusion will help to prevent a spiral into poverty, provide routes out of poverty, and help families to sustain a poverty-free lifestyle.

Financial inclusion is about ensuring that everyone has the opportunity to access the financial services and products needed to participate fully in modern day society. This includes access to: Affordable credit, at least a basic bank account, free face to face debt advice, basic home contents insurance, savings, financial capability training.

The Council supported by the Community Legal Advice Service Partnership has commissioned, from the Working Neighbourhoods Fund three areas of work:

1. Increased community legal advice which includes benefits, tax credits and debt advice in a number of children's centres and schools in the district.
2. Additional outreach work from the Bradford & district Credit Union, some of which will be delivered in children's centres
3. Provision of financial literacy training in community settings

This is part of a broader Financial Inclusion strategy, facilitated by the Community Legal Advice Service Partnership which is focussing on access to:

- Face to face debt advice
- Affordable credit
- Basic financial services such as bank accounts and insurance
- Financial literacy training

The Bradford Financial Inclusion Group is working with a number of agencies such as West Yorkshire Trading Standards who are working in Bradford with such schemes as the Illegal Money Lending Project tackling the issue of loans sharks and Moneyskills promoting financial literacy in the 16-25 age group.

The council has developed "financial inclusion proofing" as an alternative to carrying out an financial inclusion impact assessment, in recognition that some things are difficult to carry out an financial inclusion impact assessment on, but still need to be financial inclusion "proofed" to ensure that any new and/or existing policy, strategy, or plan does not inadvertently increase financial exclusion.

### Education, Health and Family Support

Through Phase One and Two of the Children's Centre programme, 33 children's centres have been developed in the 30% most disadvantaged areas.

The work of early years and Children's Centres is focussed on providing families with access to high quality local services, with a range of approaches to improve outcomes for children and to support improved economic well being through pathways to training and work.

Jobcentre Plus (JC+) has advisors linked to all 33 children's centres. JC+ provides all centres with daily vacancy lists, job kits and incentives for parents who are looking to return to work and supporting the funding of childcare costs.

The Committee needs to be assured that children's centres are fulfilling their role and reaching their target clientele. To do this, the Committee will consider the issue of children's centres in greater detail as part of its 2009-10 work programme.

There are 123, 2005 children under 16 years of age in the Bradford district<sup>24</sup>. 63% of 0 – 4 year olds and 58% of 5 – 16 year olds live in areas with the 30% lowest Income of Deprivation Affecting Children Index (IDACI) scores. 24,361 children under 4 years of age live in areas with the lowest IDACI scores.

Of 7,687 children attending events/activities at children's centres, 47% live in areas with the 10% lowest IDACI scores (30,982 attendances) and 28% live in the areas with the 20% lowest IDACI scores (16,563).

The percentage of children getting 78 points or more, including 6 of more in all Personal Social and Emotional Development and Communication Development Language and literacy scales, has risen from 40.4% in 2007 to 44.7% in 2008. The gap between the lowest scoring 20% and the rest has decreased from 43.7% to 39.7%.

A range of services are being offered through children's centres that support tackling child poverty. These include debt advice, credit unions, adult education and training, and one-to-one family support.

In the Early Years arena, Education Bradford delivers two programmes targeted at schools with the 20% most disadvantaged children. These programmes are:

- Making a Big Difference: which focuses on improving provision to accelerate progress; improving outcomes for boys; increasing the role of parents as partners in their children's learning; and enhancing children's personal, social and emotional development.
- Communication, Language and Literacy. New programme started in September 2008. Focussed on schools with the 20% most disadvantaged children. Aims to ensure children sustain progress made in early ready in Reception into Key Stage 1.

In 2007-08, 14 schools were involved in the "Making a Big Difference" programme. In 2008 the rate of improvement in those schools was almost 4 times that in the rest of Bradford.

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<sup>24</sup> Child Health Data, August 2008



DCSF has identified that 12.7% of the Dedicated Schools Grant (DSG) is allocated specifically to support pupils from more deprived backgrounds.

The Bradford Funding Formula for 2008-11 allocates additional funding to schools using a range of measures of deprivation.

Another key issue is the cost of the school day. There are many costs associated with bringing up children, including expenses associated with attending school such as uniform and clothing, materials, visits and activities for example. These expenses can be a barrier to many children getting the most out of school and lead to social exclusion.

**Recommendation 3**

That the Council together with Education Bradford prepare draft guidelines / advice for schools on how to “poverty proof” the school day, and report back to the Committee in January 2010.

Housing and Neighbourhoods:

A key issue for the Neighbourhoods Service is the new partnership working, linking up with Registered Social Landlords (RSL). An example of is the “Parkwood Rising” initiative which involves working with children and parents supporting some of the community development work that the housing trust will be doing, including: Parenting skills, Reaching the hard to reach – focused community development work; and young men in post-NEET brackets.

The Area Committees have committed large amounts (£40-50k) of money to address Child Poverty through their Area initiative funding.

Neighbourhood services that are addressing Child Poverty are doing it because of a local initiative. Local people were asked about issues of concern about their area which is when Child Poverty was raised. There was no top down instruction. It is being addressed via the Area Action plans which are currently being reviewed. It is a piecemeal approach.

The Area Committees run schemes which by association go some way to addressing Child Poverty.

A lot of schemes are run in partnership with local Police force e.g. The Dream Scheme, which targets certain areas, identified by the Housing Trust.

Area summer schemes target young people from families known to be struggling. The Children and Young Peoples’ service are working in partnership with the Neighbourhoods Service.

Unfortunately it is difficult to measure the success of all these schemes. Often, schemes receive one-off funding, so there are no guarantees that the work will continue. There isn’t any non-monetary resource (such as a tool kit) available to the service.

#### **Recommendation 4**

- i) That the Council provides a comprehensive range of summer activities for children and young people especially for those from poorer families (e.g. free school meals).
- ii) That Council provides a free meal to children eligible for free school meals as part of the above summer schemes.

The Committee heard that Child Poverty was not a direct focus of the Housing Strategy (which was approved by Council in December 2008) but the subject of vulnerable people was. There is no action plan to deal with children, however, if families are homeless and they have children they are considered a priority.

It would appear that Child Poverty was not reflected more strongly in the Housing Strategy mainly because it was not raised as a key issue at the time.

Decent homes are important for the health and well-being of those living in them. Poor housing helps an area to get a bad reputation. That makes it an unpopular place to live, which in turn may lead to the breakdown of communities. In short decent homes are a key element of any thriving, sustainable community.

In order to be decent a home should be warm, weatherproof and have reasonably modern facilities. However, there does not seem to be a clear answer on what the Council is doing to ensure that all Children live in a decent home.

It should be a Council priority to ensure children have a decent roof over their heads.

Bradford Council has become an "Overcrowding Pathfinder and could feed into the Child Poverty scrutiny before the Overcrowding Pathfinder report is published.

The Council's Housing department receives funding from the Regional Housing "pot" to refurbish empty properties. However, due to lack of resources things are not progressing as quickly as they would like.

#### **Recommendation 5**

- i) That full Council considers amending the Housing strategy to refer specifically to children in sub-standard and inappropriate housing situations.
- ii) That the needs of children in sub-standard and inappropriate housing situations be given a high priority within the Council's Housing Allocations Policy.

#### **The role of the Council and its partners**

Within the local authority, planning to reduce child poverty is being undertaken through the Economic Well Being Outcome Group of the Children and Young People's Partnership.

A sub-group including Job Centre Plus, health, adult learning and regeneration and services to children and young people has agreed a plan that contributes to the overall

Financial Inclusion Strategy which is putting a place a tiered approach to tackle financial exclusion in Bradford district.

The next priority of the group is to try and address the issue of children living in sub-standard accommodation.

### **Other issues**

The Committee's investigations indicate that a great deal of activity is taking place in Bradford that has some impact on child poverty. This activity is coming from a variety of organisations, some local authority based, some from partners and some from voluntary sectors organisations. Many of these organisations are clear in their own objectives in relation to child poverty. It is also true that a great deal of co-operative working between these many different organisations is taking place at the front line. However, it is less clear whether the council has a strategic lead on the issue.

#### **Recommendation 6**

That the Lead Member on Child Poverty makes an annual report to Council on the progress made in reducing child poverty in the district.

## Young People and Education Improvement Committee

### Scrutiny of Child Poverty Draft Terms of Reference

#### Overall Aim

To examine current policy and strategy as well as the contribution that Council services and the activities of other organisations make in tackling child poverty in Bradford.

#### Objectives

- To understand what is meant by Child Poverty and the levers which are required to tackle it.
- To determine the level and map the extent of Child Poverty that exists within the Bradford District.
- To examine the Council's approach to tackling Child Poverty.
- To establish which Council services and activities of its partners contribute to tackling Child Poverty and the priority that each attaches to the issue.
- To examine how the Every Child Matters (ECM) outcome groups relate to, and contribute to, tackling Child Poverty.
- To examine what other initiatives are in place to tackle Child Poverty.
- To identify best practice within other Local Authorities.

#### Interested parties

An indicative list of interested parties is detailed below.

Organisation / body / department	Name
Portfolio Holder	Cllr Michael Kelly
Strategic Director, Services to Children and Young People	Kath Tunstall
Deputy Director Children's Services	Cindy Peek
Assistant Director Transformation	Richard Tipping
Assistant Director Localities	Chris Whiley
Assistant Director Social Care	Richard Bates
Assistant Director Learning Services	Sue Colman

Organisation / body / department	Name
Every Child Matters (ECM) outcome groups	
Children and Young People's Partnership	
Child Poverty Action Group	
Save the Children	

## Methodology

The Committee will receive and consider a variety of evidence/ information provided by a range of interested parties. The Committee may adopt one or more of the following methods to collect evidence/ information:

- Request specific briefing materials and/or reports from officers of the Council;
- Invite written evidence from other interested parties;
- Commission specific research and consider any subsequent findings;
- Hold open meetings at which members of the public or interested organisations can present their views and evidence;
- Facilitated focus group(s), where invited interested parties can present their views and evidence;
- Undertake site visit(s) to relevant organisation(s);
- Hold "Committee hearings" i.e. meetings in public, with specific interested parties invited to give a brief presentation (with a previously submitted written submission), followed by questioning by the committee;

## Timescale

It is intended to complete this inquiry and present the outcome report by February 2009. To achieve this target date, the following sets out a staged approach and provides an indicative timetable:

Committee Activity	Provisional Date
<b>Strategy:</b> Set the overall vision - where are we now, where do we want to be and how we will get there.	October 2008

<b>Policy:</b> How we develop policy to deliver the strategy, including an examination of the current policies.	November 2008
<b>Delivery:</b> Invite the agencies involved to explain their roles and give their views on the current delivery structures in Bradford.	November 2008
Consider information/ evidence base and prepare findings, recommendations and draft report.	December 2008
Consult on draft report and recommendations.	January 2009
Agree and launch the final report.	February 2009

## Children in low-income families (Bradford)

Local Authority and ST Wards		All Children	Children in Workless Families		Children in families on Working Tax Credit		Total Children in low-income families	
	ONS Code	Number	Number	Percent	Number	Percent	Number	Percent
Bradford	00CX	128,610	31,540	25%	44,870	35%	76,410	59%
Baildon	00CXFA	3,025	255	8%	520	17%	775	26%
Bingley	00CXFB	3,025	405	13%	560	19%	965	32%
Bingley Rural	00CXFC	3,380	380	11%	675	20%	1,055	31%
Bolton	00CXFD	3,265	400	12%	980	30%	1,380	42%
Bowling	00CXFE	5,910	2,460	42%	2,130	36%	4,590	78%
Bradford Moor	00CXFF	7,470	2,790	37%	3,315	44%	6,105	82%
Clayton	00CXFG	3,575	795	22%	1,005	28%	1,800	50%
Craven	00CXFH	3,065	230	8%	565	18%	795	26%
Eccleshill	00CXFJ	3,325	1,020	31%	880	26%	1,900	57%
Great Horton	00CXFK	4,775	1,435	30%	1,705	36%	3,140	66%
Heaton	00CXFL	6,020	1,575	26%	2,370	39%	3,945	66%
Idle	00CXFM	3,445	370	11%	695	20%	1,065	31%
Ilkley	00CXFN	2,980	155	5%	290	10%	445	15%
Keighley North	00CXFP	4,520	890	20%	1,830	40%	2,720	60%
Keighley South	00CXFQ	3,665	1,165	32%	1,405	38%	2,570	70%
Keighley West	00CXFR	4,675	1,190	25%	1,765	38%	2,955	63%
Little Horton	00CXFS	5,655	2,410	43%	2,170	38%	4,580	81%
Odsal	00CXFT	4,495	1,155	26%	1,765	39%	2,920	65%
Queensbury	00CXFU	4,730	645	14%	1,085	23%	1,730	37%
Rombalds	00CXFW	3,585	200	6%	380	11%	580	16%
Shipley East	00CXFX	3,135	805	26%	930	30%	1,735	55%
Shipley West	00CXFY	3,670	590	16%	1,055	29%	1,645	45%
Thornton	00CXFZ	3,210	755	24%	860	27%	1,615	50%
Toller	00CXGA	7,510	2,350	31%	3,650	49%	6,000	80%
Tong	00CXGB	4,020	1,620	40%	1,185	29%	2,805	70%
Undercliffe	00CXGC	4,855	1,480	30%	1,985	41%	3,465	71%
University	00CXGD	7,310	2,590	35%	3,600	49%	6,190	85%
Wibsey	00CXGE	3,420	685	20%	1,000	29%	1,685	49%
Worth Valley	00CXGF	3,220	210	7%	705	22%	915	28%
Wyke	00CXGG	3,655	920	25%	1,050	29%	1,970	54%

What the data show

- Children in out of work families as a percentage of all children
- Children in low-income working families receiving both Working and Child Tax Credit as a percentage of all children
- Children in low income families (a + b) as a percentage of all children

The source data for the analysis is data on;

- § Children in families receiving child benefit. This represents virtually every child.
- § Children in families receiving Child Tax Credit plus workless benefits, where nobody works more than 16 hours a week. This represents 20% of children nationally.
- § Children in families receiving Child Tax Credit plus Working Tax Credit (WTC). This represents 22% of children nationally

The main data covers August 2006. However, ward breakdowns are for August 2005. The data cover all children eligible for Child Benefit, including 16 and 17 year olds still in full-time education

Sources:

- Child benefit (at Government Office Region, Local Authority and Parliamentary Constituency levels)
- § Child Benefit Statistics, August 2006 Geographical analysis.
- Child and Working Tax Credits (at Government Office Region, Local Authority and Parliamentary Constituency levels)
- § Child and Working Tax Credits Statistics, Finalised annual awards 2006-07. Geographical analyses
- Child benefit (at small area levels)
- § Child Benefit Statistics, August 2006 at LSOA and Data Zone
- Child and Working Tax Credits (at small area levels)
- § Child Tax Credit Statistics, Finalised 2005-06 awards, Small area analysis at Lower Layer Super Output Area and Data Zone level (August 2005)

## Children in low income families (Bradford) 2007

	Out of Work		With Child Tax Credit more than family element		With Child Tax Credit at or below the family element	
	Families	Children	Families	Children	Families	Children
Bradford District	14,700	31,000	28,100	58,100	13,800	20,900
Bradford North	4,100	8,800	6,200	12,800	2,500	3,600
Bradford South	3,000	6,000	6,100	11,900	3,300	4,900
Bradford West	4,600	10,300	7,600	17,500	1,500	2,300
Keighley	1,700	3,600	4,400	8,800	3,100	4,900
Shipley	1,200	2,300	3,800	7,000	3,400	5,300

Bradford District: Total Families = 60,400



## Free School Meals

School	Roll	No of pupils having FSM	% roll having FSM
Allerton Primary School	382	67	18%
Lister Primary School	416	84	20%
Bradford Moor Community Primary School	484	127	26%
Clayton Village Primary School	284	56	20%
Barkerend Primary School	473	136	29%
Crossley Hall Primary School	482	99	21%
Frizinghall Primary School	449	89	20%
Horton Grange Primary School	644	150	23%
Greengates Primary School	250	45	18%
Green Lane Primary School	637	208	33%
Byron Primary School	683	172	25%
Heaton Primary School	737	199	27%
High Fernley Primary School	236	40	17%
Lapage Primary School and Nursery	687	197	29%
Lidget Green Primary School	513	153	30%
Lilycroft Primary School	411	117	28%
Marshfield Primary School	478	119	25%
Reevy Hill Primary School	243	89	37%
Newby Primary School	524	120	23%
Sandy Lane Primary School	313	38	12%
Swain House Primary School	416	85	20%
Thackley Primary School	376	11	3%
Thornbury Primary School	679	203	30%
Thornton Primary School	450	36	8%
Blakehill Primary School	407	22	5%
Parkland Primary School	193	62	32%
Fearnville Primary School	386	132	34%
Usher Street Primary School and Nursery	177	59	33%
Wellington Primary School	498	33	7%
Whetley Primary School	681	156	23%
Wibsey Primary School	701	123	18%
Bowling Park Primary School	468	114	24%
Shirley Manor Primary School	181	53	29%
Woodside Primary School	220	69	31%
Stocks Lane Primary School	96	4	4%
Buttershaw Primary School	393	135	34%
Princeville Primary School	471	111	24%
Carrwood Primary School	235	115	49%
Ley Top Primary School	258	79	31%
Grove House Primary School	463	54	12%
Cavendish Primary School	374	107	29%
Southmere Primary School	234	62	26%
Ryecroft Primary School	191	100	52%
Worthinghead Primary School	170	29	17%
Poplars Farm Primary School	252	15	6%
Bankfoot Primary School	281	41	15%
Fagley Primary School	198	95	48%
Brackenhill Primary School	263	46	17%

Cottingley Village Primary School	466	48	10%
Crossflatts Primary School	363	29	8%
Cullingworth Village Primary School	229	21	9%
Eldwick Primary School	470	9	2%
Harden Primary School	202	7	3%
Priestthorpe Primary School	248	35	14%
Wilsden Primary School	413	27	7%
Eastwood Primary School	472	125	26%
Haworth Primary School	278	27	10%
Holycroft Primary School	390	109	28%
Ingrow Primary School	249	56	22%
Laycock Primary School	79	23	29%
Lees Primary School	183	10	5%
Long Lee Primary School	244	37	15%
Oldfield Primary School	47	8	17%
Parkwood Primary School	217	85	39%
Stanbury Village School	98	2	2%
Victoria Primary School	253	34	13%
Saltaire Primary School	409	37	9%
High Craggs Primary School	350	103	29%
Low Ash Primary School	465	36	8%
Aire View Infant School	266	13	5%
Eastburn Junior and Infant School	200	6	3%
Steeton Primary School	293	33	11%
Ashlands Primary School	316	9	3%
Guard House Primary School	273	138	51%
Glenaire Primary School	217	48	22%
Ben Rhydding Primary School	217	4	2%
Denholme Primary School	200	24	12%
Hoyle Court Primary School	201	12	6%
Hothfield Junior School	258	20	8%
Nessfield Primary School	479	48	10%
Addingham Primary School	255	7	3%
Sandal Primary School and Nursery	404	32	8%
Feversham Primary School	475	135	28%
Shibden Head Primary School	390	28	7%
Margaret McMillan Primary School	498	96	19%
Horton Park Primary School	204	131	64%
Girlington Primary School	505	127	25%
Farnham Primary School	484	106	22%
Atlas Community Primary School	284	74	26%
Miriam Lord Community Primary School	483	76	16%
Copthorne Primary School	488	95	19%
Menston Primary School	329	8	2%
Westbourne Primary School	485	138	28%
Springwood Community Primary School	466	146	31%
Iqra Community Primary School	408	136	33%
Holybrook Primary School	212	76	36%
Newhall Park Primary School	375	103	27%
Knowleswood Primary School	342	143	42%
Lower Fields Primary School	458	128	28%
Thorpe Primary School	176	37	21%
Worth Valley Primary School	209	70	33%
Burley Oaks Primary School	338	7	2%
All Saints CE Primary School (Bradford)	385	96	25%

St Matthews CE Primary School	370	95	26%
St James Church Primary School	225	90	40%
St Lukes CE Primary School	203	34	17%
Low Moor CE Primary School	355	54	15%
Clayton CE Primary School	499	46	9%
All Saints CE Primary School (Ilkley)	316	2	1%
East Morton CE Primary School	216	9	4%
Windhill CE Primary School	164	43	26%
Burley & Woodhead CE Primary School	210	2	1%
St Philips CE Primary School	255	50	20%
Woodlands CE Primary School	93	9	10%
Wycliffe CE Primary School	197	34	17%
St Pauls CE Primary School	200	17	9%
Idle CE Primary School	201	13	6%
Heaton St Barnabas CE Primary School	419	72	17%
St Oswalds CE Primary School	429	162	38%
St Stephens CE Primary School	264	57	22%
St Anthonys Catholic Primary School - Clayton	260	21	8%
St Clares Catholic Primary School	149	25	17%
St Columbas Catholic Primary School	349	107	31%
St Josephs Catholic Primary School - Bradford	388	107	28%
St Marys Catholic Primary School - Bradford	55	14	25%
St Peters Catholic Primary School	203	41	20%
St Williams Catholic Primary School	226	39	17%
St Winefrides Catholic Primary School	457	43	9%
St Francis Catholic Primary School	322	20	6%
St John The Evangelist Catholic Primary School	210	23	11%
Our Lady & St Brendans Catholic Primary School	157	29	18%
St Cuthbert & the First Martyrs Catholic Primary	235	15	6%
St Matthews Catholic Primary School	212	36	17%
Baildon CE Primary School	364	12	3%
Trinity All Saints CE Primary School	176	24	14%
Keighley St Andrews CE Primary School	464	105	23%
Riddlesden St Marys CE Primary	314	47	15%
Shipley CE Primary School	251	35	14%
St Josephs Catholic Primary School - Bingley	151	8	5%
The Sacred Heart Catholic Primary School	207	1	0%
St Annes Catholic Primary School	397	32	8%
St Josephs Catholic Primary School - Keighley	475	65	14%
St Walburgas Catholic Primary School	290	20	7%
Our Lady of Victories Catholic Primary School	254	43	17%
St Anthonys Catholic Primary School - Shipley	124	13	10%
Oxenhope CE Primary School	147	8	5%
Peel Park Primary School	430	86	20%
Westminster CE Primary School	341	93	27%
Home Farm Primary School	465	96	21%
Buttershaw Business & Enterprise College	1474	642	44%
Belle Vue Boys School	643	242	38%
Wyke Manor School and Community College	599	158	26%
Rhodesway School	1131	412	36%
Tong School	1334	467	35%
Belle Vue Girls School	1075	386	36%
Beckfoot School	1577	194	12%
Greenhead High School	898	302	34%
Queensbury School	1212	152	13%

Salt Grammar School	1367	191	14%
Nab Wood School	923	359	39%
Carlton Bolling College	1426	519	36%
Grange Technology College	1804	705	39%
Challenge College	918	328	36%
Parkside School	1058	75	7%
Ilkley Grammar School	1543	35	2%
St Bedes Catholic Grammar School	879	95	11%
The Holy Family Catholic School	937	77	8%
St Josephs Catholic College	973	94	10%
Yorkshire Martyrs Catholic College	915	191	21%
Feversham College	620	212	34%
Immanuel College	1069	200	19%
Killinghall Primary School	497	155	31%
Foxhill Primary School	229	9	4%
Russell Hall Primary School	286	37	13%
Hill Top CE Primary School	257	24	9%
Hollingwood Primary School	477	55	12%
Oakworth Primary School	462	18	4%
Myrtle Park Primary School	268	14	5%
Keelham Primary School	114	10	9%
St Johns CE Primary School	481	101	21%
Bingley Grammar School	1898	101	5%
Hanson School	1788	216	12%
Oakbank School	1819	288	16%
Thornton Grammar School	1436	249	17%
Laisterdyke Business and Enterprise College	1012	408	40%
Lister Lane School	59	19	32%
Netherlands Avenue School & Community Nursery	106	20	19%
Chapel Grange Special School	110	46	42%
Greenfield Special School	50	15	30%
Wedgwood School and Community Nursery	70	31	44%
Braithwaite School	116	30	26%
Heaton Royds Special School	40	11	28%
Branshaw School	47	8	17%
Haycliffe Special School	153	64	42%
Thorn Park School for Deaf Children	69	27	39%
Bolling Special School	80	24	30%

## Hearings and Witnesses

Wednesday 15 October 2008, City Hall, Bradford:

**Cindy Peek**, Deputy Director, Services to children and young people, Bfd Council

**Christine Clavering**, Strategic Support to ECM Outcome Group, Bfd Council

**Chris Whiley**, Assistant Director Localities, Bfd Council

Tuesday 18 November 2008, City Hall, Bradford:

**Janice Hawkes**, Assistant Director Children's Services Barnardo's

**Imogen Gregg**, Save the Children

**Alison Knight**, Job Centre Plus

**Dr Shirley Brierley**, Consultant in Public Health, Bfd & Airedale tPCT

**Dr Nick Leigh-Hunt**, Public Health Training Fellow, Bfd & Airedale tPCT

**Jeff Gordon**, Homekey

**Cindy Peek**, Deputy Director, Services to children and young people, Bfd Council

**Julie Robinson-Joyce**, Bfd Community Legal Advice Service, Bfd Council

**Mark Clayton**, Department of Regeneration, Bfd Council

**David Yates**, Partnership Director, Education Client Team, Bfd Council

**Christine Clavering**, Strategic Support to ECM Outcome Group, Bfd Council

## Sub Group Meetings

Housing and Neighbourhoods – 18 March 2009

Employment and Adult Skills – 19 March 2009

Financial Support – 26 March 2009

Education, Health & Family Support – 30 March 2009