

Culture and Communities Committee

10:00am, Tuesday 11 September 2018

Child Poverty Action Unit

Item number 8.5
Report number
Executive/routine Executive
Wards All
Council Commitments [45.](#)

Executive Summary

This report provides an overview of new responsibilities for Local Government and Health Boards arising from the Child Poverty (Scotland) Act. These include new requirements for publication of an annual report describing existing and new planned actions, or measures taken, to reduce and mitigate the effects of Child Poverty.

To meet these requirements, the report proposes the establishment of a Child Poverty Action Unit. This unit will take the form of a cross Partnership working group, led by Communities and Families. The purpose of this unit will be to:

- Build on existing partnership and reporting arrangements and co-ordinate Council action to address Child Poverty in Edinburgh
- Identify a Council lead for the development and publication of annual Local Child Poverty Action Reports (beginning in June 2019), and
- Identify a point of liaison with the new Edinburgh Poverty Commission on issues and actions relating to Child Poverty.

Child Poverty Action Unit

1. Recommendations

- 1.1 It is recommended that the Culture and Communities Committee:
 - 1.1.1 Agree that the Council be part of a Child Poverty Action Unit to co-ordinate action to address Child Poverty in Edinburgh and provide a Council lead for delivery of new Local Government responsibilities arising from the Child Poverty (Scotland) Act.
 - 1.1.2 Note that the Child Poverty Action Unit will take the form of a cross-council and Partnership working group rather than a new dedicated team of staff and resource.
 - 1.1.3 Note that the Child Poverty Action Unit is distinct from, but will provide a point of liaison with, the Edinburgh Poverty Commission on issues relating to child poverty.
 - 1.1.4 Refers this report to Education, Children and Families Committee for noting.
 - 1.1.5 Note that the progress and outcomes of the working group will be reported to the Education, Children and Families Committee.

2. Background

- 2.1 Edinburgh is well recognised as an affluent and a growing city, but is also a city with wide levels of inequality and home to some of the most deprived communities in Scotland. An estimated 22% of Edinburgh children grow up in poverty, with rates as high as 35% in some areas of the city. Despite high average incomes, a wide base of evidence shows Edinburgh to be a city with child poverty rates similar to the Scottish average, and with pockets of poverty and material deprivation as severe as any other area in Scotland.
- 2.2 Within Edinburgh, the Council Administration and Edinburgh Partnership set out a clear direction for action to reduce poverty, inequality, and the impact on communities. In particular, the Programme for the Capital, which sets out the administration's five-year priorities over the period 2017-22, includes a specific commitment to establish a Child Poverty Action Unit to address the inequalities faced by children in poverty in our city.

- 2.3 More recently, the City of Edinburgh Council, and the Edinburgh Partnership have both committed to support the establishment of an independent Edinburgh Poverty Commission. The purpose of this new commission will be to define the long-term actions and responses needed to reduce poverty and inequality for all groups, communities, and households living in Edinburgh, including specific recommendations to address poverty among children and families.
- 2.4 These measures are aligned with Scottish Government policy direction – including the Fairer Scotland Action Plan, and Fairer Scotland Duty, the Child Poverty (Scotland) Act 2017 and associated delivery plan – and the new responsibilities for Local Government in Scotland that arises from these policies.
- 2.5 This report provides:
- An overview of new requirements for local government work to address child poverty.
 - A proposal for a way forward to establish a Child Poverty Action Unit to meet these requirements and to align with the work and findings of the Edinburgh Poverty Commission.

3. Main report

Child Poverty Action Reporting

- 3.1 The Child Poverty (Scotland) Act places a new duty on local authorities and health boards to jointly prepare an annual Local Child Poverty Action Report on what they are doing to reduce the impact of child poverty. The first Local Child Poverty Action Report is due for publication in June 2019. The legislation states that these reports must aim to provide a strategic forward look, as well as an account of progress to date, and should:
- 3.1.1 "describe any measures taken in the area of the local authority during the reporting year...for the purpose of contributing to the meeting of [national] child poverty targets.", and
- 3.1.2 set out information on measures that the local authority plans to take to contribute to the meeting of the [national] child poverty reduction targets.
- 3.2 To address these parallel aims, the Scottish Government has developed local authority guidance for the contents of Local Child Poverty Action Reports. The guidance recommends that the report requires a series of five steps:
- 3.2.1 Step 1 - Identify local partners – The guidance recommends that Community Planning Partnership processes are used to provide a helpful vehicle to coordinate reports.
- 3.2.2 Step 2 - Identify and assess child poverty in the local area – The guidance provides an analytical framework to support gathering of evidence of the scale and drivers of child poverty in local areas, and recommends this

framework is used to guide local responses. See Appendix 1 for further information.

- 3.2.3 Step 3 - Identify and assess existing action and existing plans that seek to reduce or mitigate child poverty in the local area
 - 3.2.4 Step 4 - Identify new action to reduce child poverty or expansions or modifications to existing action to increase impact
 - 3.2.5 Step 5 - Identify and share 'What is Working' and 'Lessons Learned'.
- 3.3 Within the City of Edinburgh, significant action is already in place to address Child Poverty and good partnership relationships already exist to support the meeting of the new reporting requirements described here. Indeed, Scottish Government Guidance emphasises that to ensure a streamlined approach and avoid duplication of effort development of new Child Poverty Action Reports should be undertaken alongside existing related statutory planning and reporting duties. In particular, new reports should link to and build on existing annual reports such as:
- 3.3.1 Annual reporting on Children's Services Plans
 - 3.3.2 Children's Rights reporting, and
 - 3.3.3 Annual reporting on Local Outcome Improvement Plan progress

Refer to Table 2 in (Appendix 1) for a summary of the frequency and timing of these linked reporting requirements.

Child Poverty Actions Already Underway

- 3.4 Within Communities and Families, Schools and Lifelong Learning is currently developing and leading a range of professional development and practical initiatives aimed at: increasing awareness of the scale and impact of child poverty; reducing poverty related stigma and tackling the poverty related attainment gap; reducing school and holiday related costs and food stress; and maximising family incomes.
- 3.5 1 in 5 Raising Awareness of Child Poverty project

The 1 in 5 (Raising Awareness of Child Poverty) Project is taking place in over 90 schools, as well as with the voluntary and youth work sector. 1 in 5 involves: interactive training for staff and parents/carers, exploring the scale, causes and impact of child poverty in Edinburgh; focus groups highlighting education related costs such as uniform, trips, classroom and homework materials and after school activities; implementation of school led poverty proofing initiatives.

The 1 in 5 Top Tips resource provides ideas for schools helping implement poverty proofing.

The 'Making Education Equal for All: Edinburgh's Pupil Equity Framework' was developed by Lifelong Learning in partnership with NHS, Third Sector and with academic input from Dr Morag Treanor. The Framework formalises expectations of schools and the Local Authority in considering child poverty and when making

changes to achieve equity. The Frameworks promotes respect and dignity for pupils and their families affected by poverty.

The 1 in 5 Project also produced Financial Information for Families containing information about how and where to access financial support.

An Executive Summary of the 1 in 5 Evaluation Report is also available (Appendix 2) with further evaluation is currently underway.

3.6 **Discover!** A new programme helping reduce food stress during the holidays:

Discover! Is a new (Holiday Hunger) programme for Edinburgh, led by Lifelong Learning and delivered in partnership with third sector and other partner organisations. See Appendix 3 for a Parent / Carer Leaflet for this programme.

Discover! will run during school holidays in Hubs across the city and the first pilot has just taken place in the following hubs:

- Braidburn Community Centre
- Craigentenny Community Centre
- Goodtrees Community Centre
- Oxfangs Primary School
- Royston Wardieburn Community Centre
- West Pilton Neighbourhood Centre

The aims of **Discover!** are: to help reduce holiday food stress and social isolation; contribute to reducing the poverty related attainment and achievement gap; and promote healthy eating. This is done by engaging children and families in fun learning activities, including workshops, trips and visits. In addition, Skills Development Scotland (SDS) attend at agreed times providing fun activities, with Careers Advisors on hand to talk to parents/carers and children and young people about career and training information and advice. Also attending at agreed times are Welfare Advisors, who provide help families maximise income.

Children and young people and their families attend Discover through recommendation from schools and social work services. The schools/social work staff complete the recommendation form with the parent/carers and Lifelong Learning staff co-ordinate the allocation of places to appropriate Hubs across the city. All primary schools were invited to recommend families.

Fun and learning activities are provided by Lifelong Learning staff as well as citywide providers including the National Museum, National Galleries, Edinburgh University and Historic Scotland.

Food was provided by facilities management catering services and PPP catering contractors. Fairshare also provided food to some of the Hubs and Fairshare membership was arranged for holiday activity where most or all of the children attending met the criteria in the recommendation form.

The first **Discover!** programme (summer 2018) is being treated as a pilot and is currently being evaluated by the Improvement Service with local evaluations also being carried out. Learning from this will inform the October Discover.

Discover! is overseen by a Steering Group with membership including Lothian Association of Youth Clubs (LAYC) and Edinburgh Voluntary Organisations Council (EVOC). There are 2 Discover! sub-groups, one for operational matters and one for evaluation.

3.7 Income maximisation

In partnership with NHS Health Promotion and the third sector (CHAI, Children 1st and Capital City Partnership), income maximisation projects have taken place in the Tynecastle Cluster, Oxfords PS and special schools. This involves co-locating a Welfare Advisor into the schools, giving families direct access to holistic welfare support within the familiar school environment.

Between August 2017 and July 2018, 63 families had received support, resulting in approximately £250,000 being raised in unclaimed benefits for these families. A further project is being established in the South of the city which will include family and employability support as well as Welfare Advisor support provided by third sector partners.

Alongside this Lifelong Learning have developed the 'Cost of the School Day – Financial Support and Information' booklet which has been distributed to all schools and can be downloaded from the Child Poverty page on the City of Edinburgh Council Website.

3.8 Period Poverty

Free sanitary products will be available in all schools from the start of term (15 August). Each school will decide with pupils on the best approach to making sanitary products available.

3.9 School uniforms

Following Education, Children and Family Committee recommendations and with additional investment from the Scottish Government, City of Edinburgh Council has increased the School Clothing Grant to £100 for both primary and secondary school pupils from £43 or £50 respectively. It is anticipated that the extra money will benefit over 6000 children in total and ease the burden on families during the school year. The Transactions Team are also making automatic awards for School Clothing Grants and Free School Meals if parents are on the system as in receipt of other benefits and allowances which will also reduce administrative burden on families.

3.10 Music Tuition

City of Edinburgh Council Edinburgh continues to provide free Instrumental Music Tuition (IMS). Provided in every school in the city means that access to IMS is available to all pupils, albeit as a limited recourse, there is by necessity a selection process for interested pupils. The equity profile of the IMS is captured and

monitored annually with staff accessing relevant training at in-service days, including the impact of child poverty.

Youth Music Initiative (YMI) provision is free, and opportunities are both universal and targeted across the city

3.11 Education Trust

Schools and Lifelong Learning administers and distributes funding of up to £500 per Looked After Children, enabling them to participate in arts, cultural, sporting and outdoor learning activities which benefit their learning, including residential trips and other out of school activities.

Child Poverty Action Unit

3.12 In order to take forward work in this area, it is proposed that a Child Poverty Action Unit is established within City of Edinburgh Council. The purpose of this unit will be to:

3.12.1 Build on existing partnership arrangements and co-ordinate Council action to address Child Poverty in Edinburgh

3.12.2 Identify a Council lead for the development and submission to the Scottish Government of annual Local Child Poverty Action Reports (beginning in June 2019),

3.12.3 Provide a point of liaison with, and support the new Edinburgh Poverty Commission to develop long term direction for work to reduce child poverty in the city, and

3.12.4 Provide a Council focus for the implementation of any new recommendations to address Child Poverty which emerge from the work of the Edinburgh Poverty Commission.

3.13 In doing so the unit will aim to:

3.13.1 Meet the requirements set out by the Council Administration in Coalition Commitment 45, and

3.13.2 Ensure the Council is compliant with new statutory reporting requirements set out in the Child Poverty (Scotland) Act.

3.14 The unit will be established as a cross-council officer and Partnership working group, led by Communities and Families, supported by Strategy and Insight, with representation from all Council services directly involved in action to reduce child poverty and other relevant services and agencies.

3.15 The Executive Director for Communities and Families will act as Senior Responsible Officer for the group and for the delivery of Local Child Poverty Action Reports. Annual reports on the activity of the group and progress towards meeting Scottish Government reporting requirements will be provided to the Education Children and Families Committee.

4. Measures of success

- 4.1 Measures of success will be defined in a Local Child Poverty Action Report to be developed by the working group proposed in this report.

5. Financial impact

- 5.1 There are no significant financial impacts to the City of Edinburgh Council.

6. Risk, policy, compliance and governance impact

- 6.1 The working group proposed in this report will work to ensure Council is compliant with new reporting requirements as set out in the Child Poverty (Scotland) Act.

7. Equalities impact

- 7.1 Integrated impact assessments will be undertaken to assess the equalities impacts of new actions and policies developed as a result of this proposal.

8. Sustainability impact

- 8.1 Integrated impact assessments will be undertaken to assess the sustainability impacts of new actions and policies developed as a result of this proposal.

9. Consultation and engagement

- 9.1 New actions and policies established as a result of this proposal will be developed in consultation with partners and affected communities

10. Background reading/external references

[Every child, every chance – The Tackling Child Poverty Delivery Plan 2018-22, Scottish Government, March 2018](#)

[Edinburgh Poverty Commission, City of Edinburgh Council, June 2018](#)

[1 in 5 documents](#): Top tips for schools; Making education equal for all: Edinburgh's pupil equity framework; Cost of the School Day – Financial Support and Information

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11. Appendices

- 11.1 Appendix 1 – Local Authority Guidance on Local Child Poverty Action Reports
- 11.2 Appendix 2 – Evaluation of ‘1 in 5’: Raising Awareness of Child Poverty in Edinburgh – Executive Summary
- 11.3 Appendix 3 – *Discover!* Parent / Carer Leaflet

Appendix 1 - Local Authority Guidance on Local Child Poverty Action Reports

The Scottish Government has developed local authority guidance for the contents of Local Child Poverty Action Reports (as outlined in section 3.2 of the main report). Step 2 of this guidance directs local authorities to identify and assess child poverty in the local area by gathering evidence on the scale and drivers of poverty.

Scale of poverty

It is recommended that the scale of local poverty is assessed against the national child poverty targets, see Table 1. The Child Poverty (Scotland) Act 2017 established these four statutory, income-based targets (all after housing costs), to be achieved by 2030. Local authorities are expected to contribute to the meeting of these child poverty targets.

Table 1: Child Poverty (Scotland) Act 2017 – National Targets

Child Poverty (Scotland) Act 2017			
Child poverty measure	Interim 2023 Target	2030 Target	Current figures - Scotland (2016/17)
Children in relative poverty	Less than 18%	Less than 10%	23%
Children in absolute poverty	Less than 14%	Less than 5%	20%
Children in combined low income and material deprivation	Less than 8%	Less than 5%	11%
Children in persistent poverty	Less than 8%	Less than 5%	10% (2012-16)

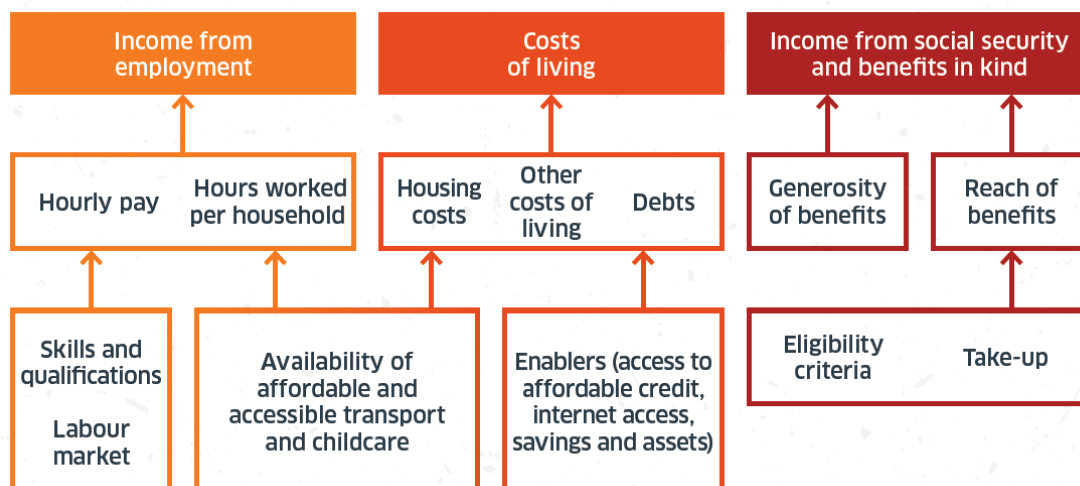
Drivers of poverty

Every Child, Every Chance – the National Tackling Child Poverty Delivery Plan 2018-22 sets out the three key drivers of child poverty (see Figure 1):

- income from employment,
- income from social security,
- costs of living.

The components of the three key drivers will differ by local area. It is recommended that the Child Poverty Local Action Report focus on actions that will contribute towards the targets by influencing one or more of these drivers.

Figure 1 – The three drivers of child poverty and contributing influences



Source: *Every Child, Every Chance – the National Tackling Child Poverty Delivery Plan 2018-22, The Scottish Government, 2018*

Statutory reporting requirements related to child poverty

The Guidance also highlights that Child Poverty Action Reports should be undertaken alongside existing related statutory planning and reporting duties (see section 3.3. of the main report). Table 2 outlines these related reports and their corresponding reporting timescales.

Table 2: Timetable of child poverty and related statutory planning and reporting requirements, 2018-20

Act	Related Reporting Duty	2018			2019				2020			
		Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Child Poverty (Scotland) Act 2017	Child Poverty Local Action Report					X				X		
Children & Young People (Scotland) Act 2014	Children's Services Plans (3-yearly)									X		
	Annual Children's Services Plan Report	X				X				X		
	Children's Rights Reporting									X		
Community Empowerment (Scotland) Act 2015	Local Outcome Improvement Plan		X				X				X	
	Local Outcome Annual Reporting			X				X				X



Evaluation of '1 in 5: Raising Awareness of Child Poverty in Edinburgh' Executive Summary Dr Briega Nugent

Background

22% of children in Edinburgh are living in relative deprivation,¹ affecting around 17,363 children.² Poverty affects all aspects of life and the gap in outcomes remains wide in terms of standard of living, quality of life, health, opportunities and educational attainment. This initiative began in 2015 and was developed by the 1 in 5 project team, a small team within the Children and Families Department, the City of Edinburgh Council. It aims to help schools develop policies and put into practice initiatives that:

- Reduce the cost of the school day
- Promote equal access to opportunities
- Reduce poverty related stigma

What does the project involve?

The core element is the interactive training delivered that explores the scale, impact, causes and stigmatising affects of child poverty. This adopts an innovative 'train the trainer' model, so that the person being trained becomes themselves 'trainers', enabling scaling up. Since the pilot, this approach has led to 1 to 2 staff members leading on the work in 16 High Schools, 3 Special Schools and 52 primary schools. Schools also receive ongoing support and in some areas have come together to form a 'cluster' group, which is an effective way to share ideas and collaborate.

Methodology

The research adopted a mixed methods approach capturing views and testimonies from 27 teachers and 12 parents who had just taken part in training and 163 teachers who filled in a survey around six months afterwards. 23 teachers and two pupils from across three primary, three secondary and one nursery all at different stages of engagement and ends of the spectrum were interviewed. Abductive analysis was carried out drawing on the work of Strauss and Corbin (1998).³

Findings

The Immediate Outcomes: A Call to Action

The overwhelming reaction is that the materials, resources and training are thought provoking and could be defined as 'a call to action', with participants immediately inspired to come up with ideas or 'take it to the next level' to help families.

The Intermediate Outcomes

Of the 163 teachers:

- 92.5% (150) had increased their understanding of the scale of child poverty.
- 91% (147) now understood more about the impact of poverty on children's outcomes.
- 84% (136) said that they understood more about the causes of poverty.
- 78% (126) felt that the financial implications of homework and charitable events were now being considered.

¹ Relative poverty is a measure of whether low income households are keeping pace with middle income households Scottish Government (2017) Poverty and Income Inequality in Scotland: 2015/16. Available at: <http://www.gov.scot/Publications/2017/03/2213/downloads#res515392>

² End Child Poverty (2016) Child Poverty Map of the UK. Available at: <http://www.endchildpoverty.org.uk/poverty-in-your-area-2016/>

³ Strauss, A. and Corbin, J. (1998) *Basics of Qualitative Research Techniques and Procedures for Developing Grounded Theory*. London: Sage Publications.

- 71% (115) reported that this had an impact on social events and 61%(99) on the cost of prom and leavers' dances.

This project has made a significant impact to reduce the costs of the school day and for children and young people to have equal access to opportunities. All of the schools that were the focus of the study have made significant changes to how stationary, uniforms, materials and trips were provided as a result of the training. Stationary was generally being discreetly provided for free, and five of the schools had established 'swap shops' for uniforms marketed as eco-friendly or 'vintage', thereby removing potential stigma. Materials for classes such as home economics continue to cost students and it is advised that procurement policies be reviewed.

In terms of equal access, as a result of the training, in two schools a rule has been established that all children go to all trips and the parent council and funding has been made available for those unable to pay. An audit of trips has led to a more discerning approach in deciding what to do. A significant challenge has been addressing the growing levels of food poverty with schools reaching out to local businesses such as Waitrose and Nairn's Outcakes for support. Sanitary products were also identified as an area of need and not all children have access to the internet at home. There continues to be a significant gap between those who can afford tuition and those who cannot with homework clubs offered to counteract this.

Reducing poverty related stigma is an ongoing challenge although it was felt that progress has been made with staff members. Two schools were trying to 'myth bust' to the wider community using innovative ways, such as showing 'I, Daniel Blake' in the school for free or reframing this issue to be about rights or entitlements.

Challenges

The main challenge is overcoming the shame felt by individuals about what is a structural issue, and to do this by building relationships with families. In St. Ninian's Primary School and Broughton High School a dedicated worker will take this forward.

The long-term outcomes

This research is not able to report on the long-term outcomes but it does appear that this initiative is helping to change the narratives and myths around poverty. It was felt that this has the potential to be a part of a cultural shift and more empathetic and compassionate engagement with the complex issues surrounding inequality.

Conclusion

This project is 'a call to action' with an almost immediate response pursued. It promotes dialogue between teachers, pupils, parents and the wider community to develop initiatives and be responsive to what families in the area need. Both young people interviewed felt that the project had had a marked improvement on their lives, raising their aspirations, attainment and helped them understand their situation and become advocates for change. Schools further on in their engagement with the project recognise that support from the wider community is essential and are making these links. This is helping people to understand that poverty is not a choice, but a form of social injustice. This is not just a project but rather could be better described as 'a movement.' It is recommended that it be expanded to become Scotland wide.

This issue is really important to me because it is so close to home...pupils and teachers are affected by this...this needs to be spoken about and should not be hidden...There should be things put in place to help people get access to equal opportunities...It is very important and integral for our school to be a community. It is important to make people feel that no matter what your background is you can come here and be a part of our community.' (Steven, S6 Pupil)

Discover something new

Discover! A new free holiday programme delivered by Lifelong Learning and partners, aiming to help reduce food stress during school holidays, provide fun learning activities for children and experiences for families to share.



Discover opportunities for children including:

trips to the National Museum, local castles and the National Gallery of Modern Art
fun art, history and science workshops • sports • making a musical • filmmaking workshops

Discover family activities including

cookery workshops • financial advice and support drop-in services • volunteering
family trips and activities and parent/carer workshops



Dates and venues

Craigentenny Community Centre

Monday–Friday
2 July–27 July

Royston Wardieburn Community Centre (P1–P3)

Monday–Friday
9 July–3 August

West Pilton Neighbourhood Centre (P4–7)

Monday–Friday
9 July–3 August

Goodtrees Community Centre

Monday–Friday
9 July–3 August

Braidwood Community Centre

Monday–Friday
9 July–3 August

Oxgangs Primary School

Monday–Friday
9 July–3 August

Discover! is free to attend and all participants receive breakfast and a cooked lunch.

The City of Edinburgh Council in partnership with the third sector and health