



**Northern Ireland  
Executive**

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**DELIVERING SOCIAL CHANGE**

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**Delivering Social Change**

**THE EXECUTIVE'S CHILD POVERTY STRATEGY**

## Delivering Social Change - The Executive's Child Poverty Strategy

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## Foreword

The UK Child Poverty Act 2010 set out a UK-level target to eradicate child poverty by 2020 and required the Executive to have a strategy which set out the measures it was taking to ensure, as far as possible, that children here do not experience socio-economic disadvantage to contribute to this target. We remain fully committed to this work.

The revised Strategy sets out a framework for delivering on this commitment in the future. We recognise that delivery will not happen overnight. It is not an easy task. In 2012, we commissioned research to help government departments understand their role in Child Poverty. As a result of this work, The Child Poverty Outcomes Framework was published. This Framework has helped inform the Strategy, which now uses an outcomes-based approach to tackling child poverty, focused on working towards an outcome, taking some small and some big steps forward, with quantitative indicators to measure progress in the right direction. We want to make sure we are doing the right things and making a difference in the lives of our most vulnerable children.

We were delighted that we received almost 200 responses to our consultation for *Delivering Social Change for Children and Young People*. This consultation process also informed this Strategy. This strategy sets out a new approach to partnership working in tackling child poverty – where government departments and their key delivery partners will work together to deliver its outcomes and monitor progress.

We remain committed to tackling child poverty. Every single child who grows up in poverty is one child too many. We want all of our children and young people to fulfil their potential. We want them to learn and achieve, to be healthy, to be safe and feel safe, free from poverty, living in decent homes, in stable communities and in environments that are welcoming.

This Strategy is about tackling the causes and consequences of child poverty – to ensure families have the incomes to support their households’ needs and that children who grow up in low-income families thrive and look forward with confidence to the future.



**Arlene Foster MLA**  
**FIRST MINISTER**



**Martin McGuinness MLA**  
**DEPUTY FIRST MINISTER**



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**JUNIOR MINISTER**



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**JUNIOR MINISTER**

## Guide to this document

This document sets out the Executive's Child Poverty Strategy. The Strategy is set out in the following sections:

**Chapter 1 - Development of the Strategy** - This section sets out the work undertaken over the last few years that has resulted in the strategy.

**Chapter 2 - Child Poverty Strategy 2011-14** - This section provides a summary of the work undertaken under the previous Child Poverty Strategy as well as other strategies, legislation and policies which have had an impact on this work.

**Chapter 3 - Context for the new Strategy** – This section sets out the Executive's commitment to tackle poverty and social inclusion and provides an overview of current policies which impact on this work and the key challenges we face.

**Chapter 4 - Our Approach** - This section explains the vision, aims and focus of the strategy. It explains the approach the strategy adopts to do this is an outcomes based approach.

**Chapter 5 - Key Elements of the Strategy** - This chapter explains the key elements of the strategy, including the outcomes we are trying to achieve and the indicators we will use to measure progress towards those outcomes.

**Chapter 6 - Implementation of the Strategy** - This section sets out how we will monitor, report on and review the Strategy and who will be responsible for taking forward this work.

**Annex A - Action Plan** - This section sets out what we plan to do. A series of scorecards set out, for each outcome: three indicators we will use to measure progress, the delivery partners who will take action and the key first actions we plan to take forward.

**Annex B - Measurement of Poverty** - This section explains the measurements of poverty and how they are calculated.

**Annex C - Terminology used in the Strategy** – This section explains some of the terminology used in the Strategy.

**Annex D - Equality Screening and Rural Proofing** - Public authorities are required to screen all policies and make an assessment of the likely impact on equality of opportunity and good relations on each of the Section 75 categories set out in the Northern Ireland Act 1998. This section sets out that requirement. A full summary of this screening has been published separately.

**Annex E - Other Strategies which have an impact on children in poverty** – This section provides a list (with hyperlinks) of other Executive or departmental strategies which have an impact on children in poverty. These strategies will provide further detail on strands of this work (such as fuel poverty or rural poverty); programmes of work for specific groups of children (such as disabled or Traveller children or children in care) who may need targeted support; and policies which have a direct impact on our work to improve outcomes for children in poverty (such as the Play and Leisure Implementation Plan or Families Matter Strategy). This list is not exhaustive.

**Annex F – Super Output Areas with Highest Prevalence of Child Poverty** – this section includes data on the Super Output Areas with the highest levels of child poverty.

## **CHAPTER 1. DEVELOPMENT OF THE STRATEGY**

The Child Poverty Act 2010, enacted on 25 March 2010, required us to publish and lay before the Assembly a Child Poverty Strategy by 25 March 2011. The Child Poverty Act 2010 also requires that we prepare and publish annual reports on the strategy and revise the strategy every third year. A Child Poverty Strategy 'Improving Children's Life Chances' was published in March 2011, annual reports have been produced and a review of the strategy was initiated in its third year. Progress has been continually monitored against the targets within the Child Poverty Act 2010 and this document, the Executive's Child Poverty Strategy, takes account of the progress to date.

### **Child Poverty Outcomes Framework**

In 2012, OFMDFM commissioned the National Children's Bureau to assist in establishing an approach for bringing together government departments so that each department has an opportunity to better understand its role in terms of reducing child poverty. A significant amount of research and consultation with stakeholders from across government departments and statutory, community and voluntary sectors was undertaken in the development of an outcomes framework. An International Review was also undertaken to understand the variety of approaches taken to address child poverty in particular case study countries and regions (Denmark, USA and Scotland). This identified key policies and initiatives and various approaches to measuring and monitoring child poverty that have historically been shown to be effective elsewhere.

The National Children's Bureau published a proposed Child Poverty Outcomes Framework in October 2013. This Framework set out a proposed outcomes-based approach, including outcomes and potential indicators. As a result of this work OFMDFM has adopted this approach as a key element of this strategy.

### **Review of the Executive's Child Poverty Strategy 2011-14**

A review of the Child Poverty Strategy 2011-14 was undertaken between October

2013 and January 2014. Most of the recommendations highlighted during the Review were in relation to the approach adopted and delivery of the strategy, rather than the policy initiatives within it. Some specific proposals included ensuring that the new strategy is:

- Fully integrated into the Delivering Social Change Framework;
- Outcomes-focused;
- Measured using clear, agreed indicators (in addition to the targets in the Child Poverty Act 2010);
- Informed by internal and external stakeholders;
- Used to encourage joined-up working;
- Overseen by a group established to take this work forward; and
- Reviewed regularly.

### **Consultation on Delivering Social Change for Children and Young People**

A public consultation process for *Delivering Social Change for Children and Young People* took place between 20 January 2014 and 31 March 2014. The consultation document set out proposals to integrate the Executive's Child Poverty Strategy with the *Ten Year Strategy for Children and Young People* and our work to deliver our commitments under the United Nations Convention on the Rights of the Child. Six public consultation events were held, as well as many consultative events with various groups, including direct consultation with children and young people; parents; and children's sector organisations representing rural interests, persons with disabilities and child poverty.

Almost 200 consultation responses were received. Many of the respondents welcomed the consultation document with a majority of the consultees supporting the use of an outcomes-based approach; the vision and proposed outcomes; and the proposed key actions. However, there were concerns that the consultation document could dilute the three individual policy areas; not fully deliver on our obligations under the UNCRC; not adequately encompass the work and experience of the Children and Young People's Strategic Partnership; and not include sufficient indicators or actions specifically in relation to children in vulnerable groups. Many respondents felt



that the Child Poverty Strategy should be a separate strategy with more time needed to consider and develop a children and young people's strategy for post 2016 – when the current strategy was due to end.

Consequently, a decision was made, to firstly, put in place a separate Child Poverty Strategy and, secondly, to engage further with stakeholders and departments in the development of a new strategy to replace the Ten Year Strategy for Children and Young People post 2016 using a co-design approach. The concerns expressed by stakeholders in relation to the child poverty element of DSC for Children and Young People have been taken on board in the development of the Child Poverty Strategy and the plans on taking this work forward.

### **The Child Poverty Strategy**

This document is the Executive's Child Poverty Strategy. It has been informed by the Child Poverty Outcomes Framework, the review of the Executive's Child Poverty Strategy 2011-14; and pertinent points from the consultation on the wider *Delivering Social Change for Children and Young People* document.

The *Ten Year Strategy for Children and Young People* runs through 2016. A new strategy for children and young people is in development.

## CHAPTER 2. CHILD POVERTY 2011-2014

### HISTORICAL CONTEXT

The Executive's overall number one priority was, and is, to grow the economy whilst at the same time tackling social and economic disadvantage.

*Lifetime Opportunities*, and the *Ten Year Strategy for Children and Young People* were published in 2006. Both set out the Executive's overarching policies on poverty and children and young people.

In 2010, the UK Child Poverty Act was enacted requiring the Executive to publish a separate child poverty strategy. Accordingly, the Executive's Child Poverty Strategy 2011-14: *Improving Children's Life Chances*, was published in 2011. Annual Reports on the strategy have been produced.

A lot of good work has been undertaken, across departments, since the publication of the Executive's first child poverty strategy. Much of this has been documented in the Annual Reports on the Strategy. A review of the Strategy was conducted between October 2013 and January 2014 and learning points have informed the development of a revised Child Poverty Strategy.

This chapter provides a brief summary of the work undertaken under the previous Child Poverty Strategy. It also references other strategies, legislation and policies which have had an impact on this work.

## Lifetime Opportunities

In 2006, *Lifetime Opportunities* was published. This was designed to tackle poverty and social inclusion and deprivation and is structured around a number of priorities for future policy and action. These are as follows:

Eliminating Poverty	Shared Future – Shared Challenges
Eliminating Social Exclusion	Tackling Inequality in the Labour Market
Tackling Area Based Deprivation	Tackling Health Inequalities
Eliminating Poverty from Rural Areas	Tackling Cycles of Deprivation

Lifetime Opportunities defines specific goals and targets for each stage of life, starting with Early Years and Children and Young People as set out below. It recognises that children who are born into poverty are at greater risk of underachieving, growing into adults living in low incomes and becoming parents of children born into poverty.

**Early Years (0-4) – Our goal is to ensure that every child should have the chance to develop their full potential in infancy regardless of social background.**

The importance of Early Years experience in helping shape positive, social, psychological and educational development is well recognised in research. Maximising provision and support, therefore for children in their early years is an investment which will help lay a solid foundation for their future.

**Children and Young People (5-16) – Our goal is to ensure all children and young people experience a happy and fulfilling childhood, while equipping them with the education, skills and experience to achieve their potential to be citizens of tomorrow.**

Poverty has a negative impact on children's upbringing and can reduce the chances of children enjoying a happy childhood, achieving skills and qualifications and therefore affecting outcomes in later life. Research shows that chances of escaping from poverty are greatly improved by educational attainment. Therefore the focus is and will remain on breaking the link between poverty and educational underperformance.

Consultation on the development of an anti-poverty strategy as far back as 2004 demonstrated a broad consensus about the need to prioritise child poverty and to maintain a focus on promoting social inclusion.

The Child Poverty Strategy seeks to implement these goals specifically in relation to children and young people and their families.

The Lifetime Opportunities Monitoring Framework Report was published in October 2010 and updated in August 2013, September 2014 and October 2015. The Report presents a range of statistical targets and indicators which illustrate the direction of travel in terms of key poverty-based indicators for NI.

### **Ten Year Strategy for Children and Young People 2006-16**

The Ten Year Strategy for Children and Young People was published in 2006 with the aim of ensuring that all our children and young people are fulfilling their potential. It sets out a vision that ‘all children and young people living in Northern Ireland will thrive and look forward with confidence to the future’.

The Ten Year Strategy sets out six high level outcomes for children and young people:

- Healthy
- Enjoying, learning and achieving
- Living in safety and with stability
- Experiencing economic and environmental well-being
- Contributing positively to community and society
- Living in a society which respects their rights

The Ten Year Strategy aims to deliver for all children and young people. However, it recognises that we must take actions to improve the lives of those children and young people and their families who need our help most. The Ten Year Strategy helped inform this Child Poverty Strategy, which sets out targeted interventions for children and young people in poverty and their families.

The Ten Year Strategy is underpinned by a number of supporting themes outlined below, which have helped inform this Strategy:

'Whole-Child' approach - We will seek to recognise the complexity of children's lives by adopting a 'whole-child' approach in all areas of policy development and service delivery relevant to children and young people.

Working in partnership - We will work to ensure a co-ordinated, partnership approach to policy development across government and the coherent delivery of services for all children and young people to produce improved outcomes.

Responding to the challenges of a society emerging from conflict - In recognising that Northern Ireland is emerging from a prolonged period of conflict, we will ensure that our children and young people are supported to grow together in a shared, inclusive society where they respect diversity and difference.

A gradual shift to preventative and early intervention practice - We will promote a move to preventative and early intervention practice without taking attention away from our children and young people currently most in need of more targeted services.

Developing a culture of involving children and young people in decisions which affect their lives. In accordance with the UN Convention on the Rights of the Child, we will be proactive in obtaining the views of children on matters of significance to them.

Needs-driven and evidence-based practice - To deliver improved outcomes for all children and young people, we will ensure that all future policies developed and services offered to and accessed by children and young people, are based on identified need and on evidence about what works.

A drive towards a culture which respects and progresses the rights of the child or young person. We are committed to respecting and progressing the rights of children and young people in Northern Ireland and will be guided and informed by the UN Convention on the Rights of the Child.

The Health and Social Care Board established the Children and Young People's Strategic Partnership (CYPSP) as a mechanism for delivering integrated planning and commissioning across key agencies. The CYPSP brings together a range of agencies, including voluntary and community sector organisations, that aim to improve the lives of children and young people and put in place integrated planning and commissioning in relation to these six high-level outcomes.

### **Child Poverty Act 2010**

The Child Poverty Act 2010 requires us to publish a strategy which sets out the measures which our departments propose to take for the purpose of (a) ensuring as far as possible that children here do not experience socio-economic disadvantage; and (b) contributing to compliance by the Secretary of State to meet the UK targets (set out below).

The Child Poverty Act 2010 sets out targets for the UK Government to eradicate child poverty by 2020, based on four measures. These are set out below

Measure	Definition	UK Target
Absolute low income	Number of children in households with income less than the poverty line (60% of the UK median) for 2010-11 (adjusted year on year for inflation)	5%
Relative low income	Children living in households with income less than 60% of the median UK income (in the year in question)	10%
Combined low income and material deprivation	Children in households with an income below 70% of the contemporary UK median household income and with a material deprivation score of 25 or more (measured by a lack of adult and child goods and services) <i>(See Chapter 4 for further detail on this measure)</i>	5%
Persistent Poverty*	Children in households with an income less than 60% of the UK median household income (before housing costs) in at least three years out of four.	7%

The Child Poverty Act measures are all based on income Before Housing Costs (BHC). The Child Poverty Act required the UK Government to set a target for persistent poverty by 2015. The UK Government set a persistent poverty target, in accordance with the Act, of below 7 percent by 2020. The new target officially commenced on 31 December 2014. However, there has never been an official measure of persistent poverty here and we await official data from the UK Government. We will report on this target when this information is available.

The Child Poverty Act requires us to publish annual reports on the strategy and, every three years, review the strategy and lay before the Assembly a revised strategy. Three Annual reports were published. OFMDFM carried out a review of the Strategy between October 2013 and January 2014.

### **United Nations Conventions**

The strategy also seeks to progress the rights of children and young people as outlined in United Nations Conventions.

The [United Nations Convention on the Rights of the Child](#) is an international human rights treaty that grants all children and young people (aged 17 and under) a comprehensive set of rights. The guiding principles of the Convention include non-discrimination; adherence to the best interests of the child; the right to life, survival and development; and the right to participate. All children, regardless of their household income, have a range of rights, including a right to education, health care, and a clean and healthy environment. This Child Poverty Strategy intends to progress the rights of children and young people as outlined in the UN Convention on the Rights of the Child (UNCRC) and, in particular, articles 26 and 27 of this convention.

<b>Article 26</b>	Children - either through their guardians or directly – have the right to help from the government if they are poor or in need.
<b>Article 27</b>	Children have the right to a standard of living that is good enough to meet their physical and mental needs. Governments should help families and guardians who cannot afford to provide this, particularly with regard to food, clothing and housing.

The [UN Convention on the Rights of Persons with Disability](#) (UNCRPD) came into force on 8 July 2009 to promote, protect and ensure full and equal enjoyment of all human rights by all persons with disabilities. The Executive’s Disability Strategy, published in February 2013, provides a framework for the implementation of the UNCRPD to take forward work to improve the lives of children and adults with a disability. The Disability Strategy includes strategic priorities around support for families and carers with children or a family member with a disability, support for parents and carers with a disability and transition to adulthood for young people with disabilities.

### **Improving Children’s Life Chances**

Within this context, the Executive’s first child poverty strategy, *Improving Children’s Life Chances*, was published on 24<sup>th</sup> March 2011. This strategy set out the key areas considered crucial to address the causes and consequences of child poverty. Two

key strands of work emerged relevant to the causes and the consequences of child poverty:

- Reducing poorly paid work and unemployment amongst adults with children; and
- Improving longer term prospects through child based interventions which are designed to tackle the cyclical nature of child poverty.

Focusing on the **priority policy areas** of education, early years, childcare, health and social care, family support, housing, neighbourhoods, financial support and parental employment and skills, the strategy identified four strategic priorities to reduce child poverty. Thirty priority action areas were set out in the Strategy under these four strategic priorities. These **strategic priorities** are to:

- Ensure, as far as possible, that poverty and disadvantage in childhood does not translate into poorer outcomes for children as they move into adult life;
- Support more parents to access reasonably paid work;
- Ensure the child's environment supports them to thrive; and
- Target financial support to be responsive to family situations.

## MEASURES TAKEN OVER THE PERIOD OF THE 2011-14 STRATEGY

Some examples of the measures taken since the publication of the Child Poverty Strategy in 2011 are listed below:

- The Youth Service provided a number of programmes for young people not in education, employment or training. 288 young people participated in the 'Youth Works' programme (Sep 2011 – November 2013), 70% of which gained 1 or more essential qualifications.
- DEL introduced the Youth Employment Scheme in July 2012 for 18–24 year old unemployed young people. From the launch of the scheme until 31<sup>st</sup> March 2014, a total of 7,878 opportunities were secured including 1,640 employment opportunities. 3,702 young people have participated on the programme.



- Additional resources were provided to help ensure that at least one year of [pre-school education](#) is available for every family that wants it for the 2012-13 applications process. Pre-school providers are required by law to prioritise the admission of children from socially disadvantaged circumstances. At the conclusion of the 2013-14 admissions process over 23,000 (99.8%) of children obtained a funded pre-school place in 2013-14 (whose parents engaged with the process to the end).
- 3,461 students were supported through the Additional Support Fund in the 2012-13 academic year. The fund enables colleges to provide [additional technical and personal support to students with learning difficulties and/or disabilities](#) (SLDD) and helps meet the cost of providing tailored discrete programmes for SLDD. The Additional Support Fund (ASF) was increased by £500k in 2013-14.
- £12m of additional funding was made available in 2013-14 via the [Extended Schools \(ES\) programme](#) to support schools serving areas of greatest social disadvantage, enabling over 470 eligible schools to provide for additional learning opportunities and a wide range of interventions and support activities-services outside of the normal school day which focus on improved educational outcomes.
- In September 2013, the Education Minister extended the provision of free school meals to eligible pupils attending independent schools from the 2013-14 school year. In 2013-14, funding of £37.7m was provided for [free school meals](#) for approximately 82,000 children.
- The means tested [Educational Maintenance Allowance](#) (EMA) for 16-19 year olds in full time education at school or Further Education College was changed from the start of academic year 2013-14. Better targeted Education Maintenance Allowance support at low income households encourages these students to stay on in post compulsory education. Around 22,000 students (provisional figure) received an EMA in the 2013-14 academic year.
- In 2013-14, the Local Employment Intermediary Service (LEMIS) supported 1,028 young people aged 16-24 not engaged in education, employment or training and moved 327 into positive destinations: 130 entered employment,

180 entered training and 17 into education. LEMIS aims to provide information, mentoring advice and guidance to young people to support them progress to positive designations in education, employment and training.

- The first phase of the Bright Start Childcare Strategy was launched in September 2013. This included 15 Key First Actions to address the main childcare priorities identified during consultation and research. These Actions are being taken forward via a [Childcare Grant Scheme](#) that was launched on 27 March 2014. The Grant Scheme will run for three and half years and will assist childcare providers serving disadvantaged and rural communities, and those who wish to use the school estate as a base for school age childcare services.
- Expansion of the Sure Start Programme to the top 25% most disadvantaged wards is substantially achieved. The [Sure Start](#) Programme supports children and parents from the most disadvantaged areas to ensure children can flourish at home and when they get to school. 39 Sure Start projects provide services to over 43,000 children aged under 4 and their families. Sure Start Programmes provide a [developmental programme for 2-3 year olds](#) to enhance social and emotional development, build on communication and language skills and encourage imagination through play.

## **LEARNING POINTS FROM THE 2011-14 STRATEGY**

Although a lot of good work has been undertaken, across departments, to tackle child poverty, the most recent official figures show an increase in the number and proportion of children in poverty here, and no discernible change in child poverty levels here over the last decade. It is difficult therefore to ascertain the impact of individual policies and programmes on the official measurements of child poverty as set out in the Child Poverty Act. Whilst relative and absolute income measures provide an estimate of the percentage of child poverty here, incomes are influenced by factors outside of the control of the Executive e.g. changes to taxes and benefits. Improving economic factors such as increasing the number of people in employment could result in a reduction of the number of workless households, which is then likely to reduce both absolute and relative poverty rates, though the impact on absolute

poverty will be offset by lower earnings growth. Research has shown slower growth in employment in Northern Ireland than in other parts of the UK which may contribute to higher poverty rates here.

In order to address the causes and consequences of child poverty, it is necessary to examine and measure, not only the number of children in poverty, but the economic circumstances of families in poverty and the impact of poverty on children's lives and life chances.

A formal review of the Child Poverty Strategy 2011-14 was undertaken between October 2013 and January 2014 and highlighted this point. The review also included an assessment of the other child poverty strategies within the UK, a survey of officials across departments responsible for delivery of the strategy and a review of recent research findings.

Most of the recommendations highlighted during the Review were based on the approach of the strategy, rather than the policy initiatives within it. It was recommended that the strategy demonstrate an understanding of the various economic, social and demographic factors that underlie child poverty; what policies and programmes can influence these factors; and what indicators can measure them. It was also recommended that innovative, new approaches be considered.

Some specific proposals included ensuring the new strategy is:

- Fully integrated into the Delivering Social Change Framework;
- Outcomes-focused;
- Innovative and uses new approaches;
- Measured using clear, agreed indicators (in addition to the targets in the Child Poverty Act 2010);
- Informed by internal and external stakeholders;
- Used to encourage joined-up working;

- Overseen by a group established to take this work forward; and
- Reviewed regularly.

All of these points have been fully taken on board in development of this new Strategy.

Public consultation on Delivering Social Change for Children and Young People also highlighted stakeholder recommendations. The Analysis Report on the consultation set out the full range of recommendations which arose during consultation.

One recommendation was the need to establish linkages between the child poverty strategy and other strategies. This new Strategy provides clear links (through both references in the Action Plan and Annex E) to other strategies which have an impact on children in poverty.

More specific issues included the need to focus on the gap in educational achievement between low income families and their peers and to recognise poverty within working households. Both of these issues have been addressed in this new strategy.

This Child Poverty Strategy builds on the progress of the Child Poverty Strategy 2011-14 and these significant learning points.

It is recognised that a new approach is needed for this strategy which:

- Examines (with measurable data) not only the number of children living in poverty, but the impact of poverty on children's lives and life chances;
- Encourages joined-up working across departments and with those delivering programmes and policies to both reduce poverty and mitigate its impact; and
- Evaluates this work using population indicators and performance measures to report not just on what actions were taken, but the effect and impact of those actions.

The strategy will be taken forward through the Delivering Social Change Framework, using an outcomes-based approach with clear and agreed outcomes and indicators. The monitoring framework will encourage clearer accountability and greater engagement across departments and with external stakeholders. This work will be monitored and reviewed on an ongoing basis, using quantitative measures, to ensure we are doing the right things.

## CHAPTER 3. CONTEXT FOR THE NEW STRATEGY

### POLICY & STRATEGY CONTEXT

A significant amount of the societal, legislative and policy context of the Child Poverty Strategy 2011-14 continues forward into the period of this new strategy.

#### **United Nations Convention on the Rights of the Child (UNCRC)**

This Child Poverty Strategy continues to seek to progress the rights of children and young people as outlined in the UNCRC, particularly articles 26 and 27 of this convention.

#### **The Programme for Government**

The Programme for Government 2011-15 set out the Executive's priority to grow the economy whilst at the same tackling social and economic disadvantage, with specific commitments to:

- Help reduce poverty, promote equality and tackle existing patterns of disadvantage through the Delivering Social Change Framework (Commitment 34); and
- Fulfil our commitments under the Child Poverty Act 2010 (Commitment 37).

#### **Delivering Social Change Framework**

By co-ordinating actions between Departments, Delivering Social Change aims to achieve: a long-term reduction in poverty, across all ages, and an improvement in children and young people's health, wellbeing and life opportunities.

The Delivering Social Change Framework recognises that child poverty can only be addressed effectively through an integrated and comprehensive suite of social policies and associated interventions built around the life cycle approach which are closely monitored and related to desired outcomes.

The Children and Young Persons Early Action Document identified five priority work programmes for the current Programme for Government period:

- Early Years and Early Interventions;
- Literacy and Numeracy;
- Transitions;
- Integrated Delivery; and
- Joined Up Planning and Commissioning.

### **Other Relevant Executive Strategies**

As well as the Child Poverty Strategy, a range of other Executive or departmental strategies and policies are in place which have an impact on children in poverty. *As we move forward with tackling child poverty, it is important that we bring together and recognise the strategies from across all Departments and the contribution they can bring in our efforts to tackle child poverty.*

The table in Annex E sets out a number of other strategies all of which have either a mitigating impact or help to reduce poverty. The list is not exhaustive.

### **The UK Child Poverty Strategy 2014-17**

The Child Poverty Act also requires that the UK Government produce a UK-wide child poverty strategy. This will be relevant here in so far that it covers reserved policy measures which apply and impact here.

Many of the levers which influence child poverty are held at Westminster. The UK Government retains key policy responsibility for fiscal and macro-economic policy, including the national minimum wage, taxation and financial services.

The UK Government published a Child Poverty Strategy 2014-17 on 26 June 2014. It sets out four main areas of work:

**Tackling Child Poverty Now** - helping families move into work, to work enough hours and earn enough to escape poverty

**Supporting families' living standards** - improving the living standards of low-income families, focusing on increasing incomes, reducing costs of necessities and preventing problem debt

**Preventing poor children from becoming poor adults** - ensuring poor children do better at school, the key to breaking intergenerational poverty

**Working with businesses and local areas** - action that is needed by employers, local agencies and the voluntary and community sector to end child poverty

The UK Child Poverty Strategy commits the UK Government to review zero hours contracts, enforce the minimum wage, continue to support low-income families out of the tax system, reduce fuel costs, promote competition in business, help parents who experience mental health issues, encourage employers to pay decent wages, support flexible working and help staff progress at work.

Given that many of the factors that influence poverty directly and immediately are outside our control, it is even more important that we do all we can and that we measure our performance with respect to outcomes. Our effectiveness will depend on our capacity to do things differently and to maximise the impact of what we do by being more outcome focused and joined up across departments and with our partners. The Executive will continue to press for UK policies which benefit children here and will endeavour to maximise the use of resources.

## **ECONOMIC CONTEXT**

### **Challenges we face**

The ability of the Executive to rapidly make a difference is constrained by macro economic conditions and the already marked imbalance between public and private sectors here. However, the ability of the Executive to make a material difference in the lives of children and families to ameliorate the impact of income poverty is much less constrained, with many of the potential levers under local control – albeit subject to normal budget pressures.



This strategy and its action plan deals with the current situation and will be reviewed and revised, as necessary, on an ongoing basis.

The Institute for Fiscal Studies (IFS) published 'Child and Working Age Poverty in Northern Ireland 2010-2020' in November 2014. This research suggests that child poverty will rise over the coming years to 2020. This Report provides an update to the April 2013 report which presented projections of relative and absolute income poverty among children and working –age non-parents in every year to 2016-17 and in 2020-21. An update was previously published in January 2014. This final update takes account of the most recent macroeconomic forecasts and new tax and benefit policies announced in the March 2014 budget, which were not included in the previous release.

The Executive has put in place measures to mitigate the impact of Welfare Reform following on from the recommendations in the Welfare Reform Mitigations Working Group Report established under the Fresh Start Agreement.

## CHAPTER 4: OUR APPROACH

### Vision

Our vision is to eradicate child poverty, in the future.

We wish to take children out of poverty, improve the well-being of children in low income families and reduce the risk that children in poverty will grow up to be poor adults. We are focused on breaking the intergenerational cycle of disadvantage – where children start in life should not determine where they end up.

### Aims

The aims of the strategy are therefore to:

- Reduce the number of children in poverty; and
- Reduce the impact of poverty on children.

### Focus on children and young people in poverty and their families

The Child Poverty Act 2010 measures child poverty by household income. As such, actions to reduce child poverty must include actions focused on improving the economic well-being of parents, families and households with children. However, not all children experiencing poverty share the same characteristics or experiences. Accordingly, this strategy looks at various elements of poverty (e.g. material deprivation, worklessness and homelessness).

Children in poverty are also four times as likely to become poor adults, becoming the parents of the next generation of children. There are a range of factors that increase the risk of a poor child growing up to be a poor adult. The most influential factor is child educational attainment. Other main factors include: low parental qualifications, parental ill health, child ill health, the home environment, children's cognitive skills

and child poverty itself<sup>1</sup>. In seeking to reduce the impact of poverty on children, this strategy contains **actions to improve children’s educational attainment, health and environment** to improve their life chances.

## Outcomes Based Approach

The Child Poverty Outcomes Framework proposed the use of an outcomes-based approach. Outcomes Based Accountability™ (OBA) is a method of planning and assessing performance that focuses on the results – or outcomes – that we intend to achieve.

OBA is a method that:

1. Helps stakeholders to agree on a common language by clearly defining core concepts (such as ‘outcome’, ‘population indicator’ and ‘performance measure’);
2. Brings together key stakeholders and provides them with a structured approach to help improve outcomes; and
3. Provides a framework enabling discussions to take place about how to continually measure and improve outcomes.

OBA helps to make a clear distinction between two levels of accountability – population accountability and performance accountability.

<b>Population Accountability</b> At regional/national level, these are the outcomes /conditions of wellbeing we want for our children, families and communities, such as a safe neighbourhood or a clean environment. These outcomes are population outcomes as they refer to whole populations of a city, region or country.	<b>Population Outcome –</b> Condition of well-being for a population or sub-population	EXAMPLE: Children in poverty learn and achieve
	<b>Population Indicator –</b> Measurable data which helps quantify the Population Outcome	EXAMPLE: The Number of young people who are not in education, employment or training (NEETs)

<sup>1</sup>[An evidence review of the drivers of child poverty for families in poverty now and for poor children growing up to be poor adults, HM Government, February 2014.](#)

<p><b>Performance Accountability</b> This relates to how well particular services or programmes perform. Each programme would typically have a set of performance measures which would relate to whether programme participants are any better off as a result of participating in the programme</p>	<p><b>Performance Measures -</b> measurable data which helps quantify the impact of an action</p>	<p><b>EXAMPLE:</b> Number of young people taking part in an employment scheme and percentage of those young people who are employed 6 months later</p>
----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------	-------------------------------------------------------------------------------------------------------	------------------------------------------------------------------------------------------------------------------------------------------------------------

The strategy is fundamentally based on an outcomes based approach. Definitions of key concepts are noted in Annex C.

It is our intention that this approach will help us to:

- Set the baseline information relative to where we are at present in relation to meeting our outcomes;
- Ensure that the actions taken are measurable, through clearly established indicators; and
- Observe emerging trends and respond accordingly and, if need be, reconsider the actions to take.

### **Implementation Approach**

The next chapter sets out the key elements of the strategy:

- the four outcomes which we would like to achieve; and
- the population indicators we will use to measure progress.

The Action Plan in Annex A sets out the key first actions which we propose to take forward. After Executive agreement of this Strategy, Outcome Groups will be established for each of the four outcomes. These groups will review these actions and revise them as necessary. As well as reporting on each of the population indicators, annual reports will focus on performance accountability, reporting on each action using performance measures. Chapter 6 sets out how we will monitor, report on and review the strategy.

## CHAPTER 5. KEY ELEMENTS OF THE STRATEGY

### Key Elements

To ensure that we achieve our vision to eradicate child poverty in the future, the Strategy has two key aims: to reduce the number of children who live in poverty and to reduce the impact living in poverty has on children's lives and life chances.

Immediate action is needed to help families to be better off, improve the lives of children in low income families and to break the intergenerational cycle of poverty.

In order to achieve our two aims we will seek to:

- Ensure programmes and policies provide extra support for children in poverty to improve outcomes for children in low-income families and take children out of poverty;
- Encourage joined up working across departments and with stakeholders to maximise the effectiveness of this work; and
- Evaluate this work, using OBA to measure the impact of programmes and policies, to ensure that we are doing the right things.

As set out in the last chapter, OBA is a tool which helps stakeholders to agree on a common language by clearly defining core concepts. Accordingly, the terminology used in this section and the detailed action plan at Annex A is explained in Annex C.

This chapter sets out the key elements of the strategy:

- the four outcomes which we would like to achieve; and
- the population-level indicators we will use to measure progress.

### Outcomes

The four high-level outcomes we are working towards are, that:

- Families experience economic well-being;
- Children in poverty learn and achieve;
- Children in poverty are healthy; and
- Children in poverty live in safe, secure and stable environments.

These outcomes were informed by the Child Poverty Outcomes Framework, the Ten Year Strategy for Children and Young People and consultation and represent where we wish to focus our efforts.

The first of these outcomes 'Families experience economic well-being', will be the most significant in the short term, in reducing poverty and positively impacting the headline indicators of absolute and relative child poverty.

### Delivery Partners

These outcomes are quite broad and multi-faceted in nature, and cannot be achieved by a single organisation working in isolation. Rather, it takes sustained and concerted action from many agencies and organisations and key stakeholders through effective partnership working. This Strategy encourages joined up working across departments and with stakeholders.

### Indicators

Indicators will be used to measure the achievement of this work. The headline indicators set out in this section are two of the measures set out in the Child Poverty Act 2010 as the official measures of child poverty. These headline indicators will be used to measure achievement of our aim of reducing the number of children in poverty. For each of the outcomes, three further population indicators will be used to illustrate whether we are moving in the right direction and towards our aspirational outcome.

The purpose of defining a set of relevant indicators is to understand whether policies/programmes being delivered on the ground are having a positive impact in terms of improving outcomes. The goal is to 'turn the curve' – changing the trend of the data in the right direction. For example, for the number of children in absolute poverty to go down and/or for school attendance rates to go up.

The outcomes we are seeking to achieve and the population indicators we will use to measure progress reflect the various economic, social and demographic factors relating to child poverty. They are set out over the next two pages.

An overview of the vision, headline indicators and outcomes with associated population indicators

# Our vision: is to eradicate child poverty in the future

Our Aims: 1. Reduce the number of children in poverty  
2. Reduce the impact of poverty on children

## Reduction of Poverty - Headline Indicators - (Before Housing Costs - BHC)

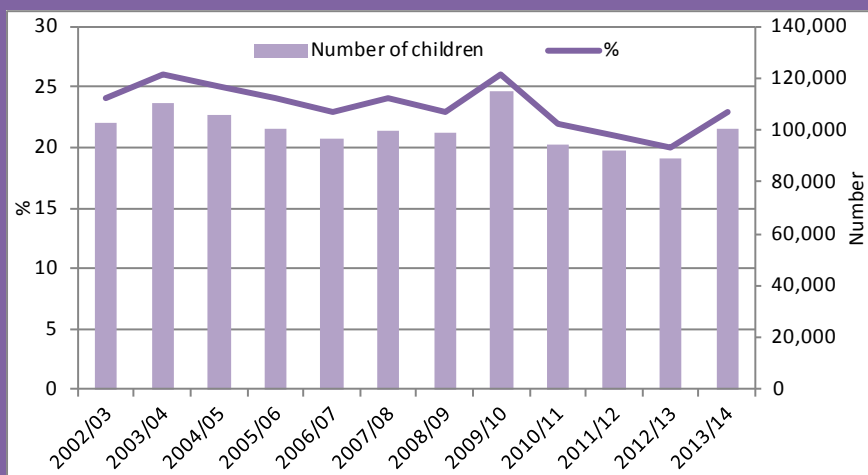
Absolute Child Poverty	Relative Child Poverty		
<b>Outcome:</b> That families experience economic well-being	<b>Outcome:</b> That children in poverty learn and achieve	<b>Outcome:</b> That children in poverty are healthy	<b>Outcome:</b> That children in poverty live in safe, secure and stable environments
<b>INDICATORS:</b> Combined low income and material deprivation (BHC)	<b>INDICATORS:</b> Proportion of school leavers entitled to free school meals achieving at least 5 or more GCSEs at Grades A*-C or equivalent (including Maths and English)	<b>INDICATORS:</b> Number of patients 0-17 yrs who had at least one treatment for dental caries per 1,000 registered patients	<b>INDICATORS:</b> Recorded number of criminal offenses per 10,000 population
Proportion of children living in workless households	Proportion of 16-24 year olds not in Education, Employment or Training	Proportion of Year One pupils who are obese	Number of child admissions to hospital due to an accident in the home or on the road, rate per 100,000
Percentage of all households with children where at least one adult is in work and the household is in poverty	Proportion of pupil enrolments in primary and post-primary schools with less than 85% attendance	Number of hospital admissions of 0-17yrs with self-harm diagnoses (rate per 100,000)	Number of families presenting to the NI Housing Executive as homeless

## Children in Poverty – Headline Indicators

The Child Poverty Act 2010 uses Relative Child Poverty (Before Housing Costs) and Absolute Child Poverty (Before Housing Costs) as two of its headline measures of child poverty. These measures will be used as headline indicators for this strategy and will be reported on in the annual reports. The table below gives a description of these two headline indicators with graphs showing statistics up to 2013-14. The targets set out in the Child Poverty Act 2010 for the UK Government to meet by 2020 are set out below the graphs. Annex F references sub-regional areas with the highest prevalence of Child Poverty.

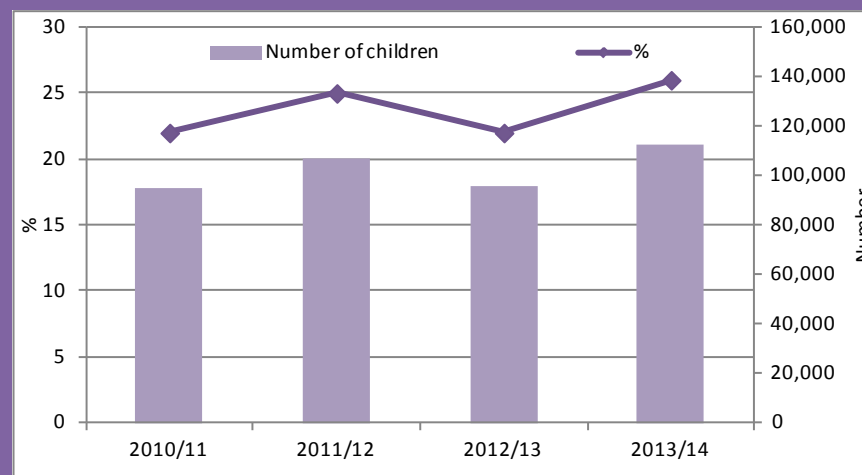
### Relative Child Poverty (Before Housing Costs)

Children living in households with income less than 60% of the UK median income in that year. This adjusts income for household size and composition.



### Absolute Child Poverty (Before Housing Costs)

Children living in households with incomes less than the poverty line (60% of the UK median) for 2010-11 (adjusted year on year for inflation).



Source: DSD, Family Resources Survey / Households Below Average Income Reports

#### UK Child Poverty Act Target:

By 2020, Less than 10% of children should live in qualifying households below the income poverty level (household income less than 60% of the median UK income).

#### UK Child Poverty Act Target:

By 2020, Less than 5% of children should live in income poor households (income less than the income poverty line for 2010/11 adjusted year on year for inflation).



## Action

In working to achieve these outcomes, this strategy contains initial actions focused on improving the economic well-being of parents, families and households with children and actions to improve children's educational attainment, health and environment to improve both their well-being and life chances, aiming to reduce both the number of children in poverty and the impact of poverty on children.

This strategy contains initial actions to:

- Create jobs;
- Upskill the workforce and support young people and their family members into higher skilled, more secure and better paid employment;
- Reduce living costs;
- Ensure families avail of all the benefits they are entitled to;
- Provide financial and other support to parents;
- Ensure childcare is accessible and affordable;
- Ensure children are ready for school;
- Improve literacy and numeracy;
- Support young people in periods of transition;
- Engage (or re-engage) young people in education, employment or training;
- Provide additional support to vulnerable groups at risk of poverty and/or social exclusion;
- Encourage parental engagement;
- Promote health and well-being;
- Promote child, road, home and community safety;
- Prevent crime and anti-social behaviour and reduce re-offending; and
- Provide early intervention support in times of need.

**A detailed Action Plan is set out in Annex A.** For each outcome, the Initial Action Plan sets out: the actions we plan to take forward, the high-level targets we are working towards and the delivery partners who will take this work forward. The initial Actions in the Strategy represent action currently undertaken or planned by departments. One of the first actions of this strategy will be to bring together relevant officials and delivery partners for each outcome to discuss the key issues and review and revise the action plan accordingly.

## CHAPTER 6. IMPLEMENTATION OF THE STRATEGY

### **Project Board**

The Project Board will be chaired by OFMDFM and include representatives of the Office of the Commissioner for Children and Young People (NICCY), the Children and Young People's Strategic Partnership (CYPSP), the Child Poverty Alliance (CPA), and the National Children's Bureau (NCB), who developed the Child Poverty Outcomes Framework. The Project Board will be responsible for overseeing the work of the Outcomes Groups to ensure that work is progressing and is working towards the agreed outcomes. The Chair of the Project Board will report directly to the Delivering Social Change Programme Board, chaired by Junior Ministers, and comprising representatives of each department. The Project Board will also liaise with officials from the English, Scottish and Welsh administrations.

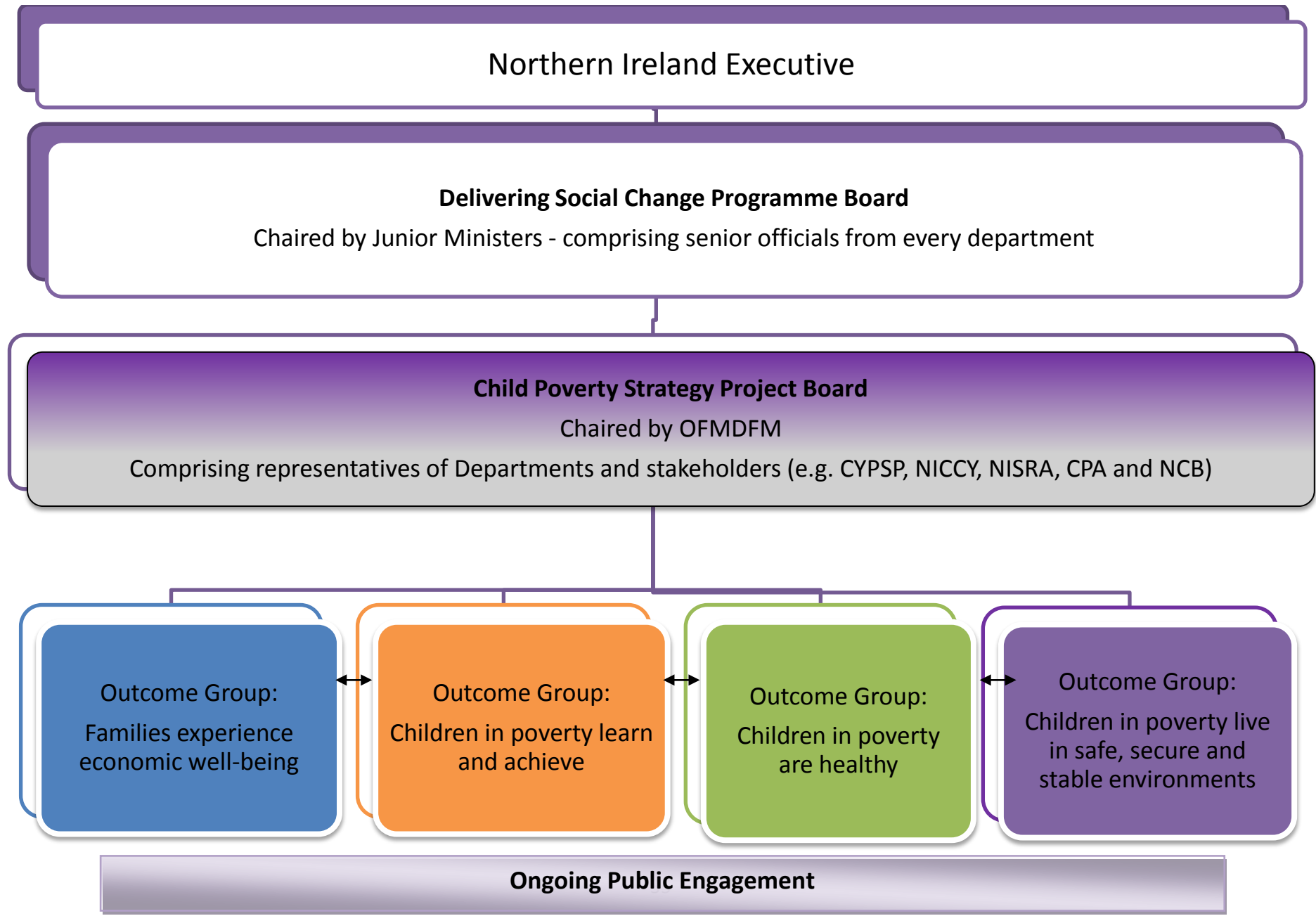
### **Ongoing Public Engagement**

Mechanisms will be put in place – primarily using co-design principles, to allow the public to contribute their views and encourage input from children, young people and their families. We will also continue to engage with community and voluntary organisations and other stakeholders to help inform the direction of the work of the Outcome Delivery Groups.

### **Outcome Groups**

Four Outcome Delivery Groups will be established to implement and monitor the work of each outcome. These groups will comprise relevant departmental officials and their key delivery partners. Departmental representatives will include both policy officials and statisticians from the NI Statistics and Research Agency (NISRA). The members of this group will initially be drawn from the 'Delivery Partners' listed on each scorecard. These Groups will review action taken on an ongoing basis and assess the impact of that action, with a view to changing actions, if appropriate, to deliver more positive and direct impacts and results. As part of the implementation and ongoing review of this strategy, Outcome Groups will consider requirements for collecting additional data to fill evidence gaps. These Outcome Groups will report to the Project Board.

# Monitoring Framework



## Reporting

Annual Reports will be made to the Executive and subsequently laid in the Assembly reporting progress on:

- a) The actions in the strategy;
- b) Most recent data on the indicators for each outcome; and
- c) The measures set out in the Child Poverty Act 2010.

We will report on actions using performance accountability measures (explained in Chapter 4), to evaluate how well a project, programme or service is performing at the participant level. These will answer the questions: *How much did we do? How well did we do it? and Is anyone better off?*

*Performance Measure Categories*

	<i>Quantity</i>	<i>Quality</i>
<i>Effort</i>	How much did we do?	How well did we do it?
<i>Effect</i>	<b>Is anyone better off?</b>	
	Number who are better off	% who are better off

## Ongoing Review

This strategy, its outcomes, indicators and actions, will be reviewed and evaluated on an ongoing basis. This is a 'live' document and is subject to change during this review process. Changes will be made to monitoring arrangements should departmental restructuring require.

## Data Development Agenda

Outcomes Groups will ensure that data for the proposed outcomes and associated indicators is kept up-to-date. In parallel, they will consider requirements for collecting

additional data to fill evidence gaps and where no data exists. A data development agenda will be constructed flowing from this. This may generate cost pressure in relation to the collection of data.

## **ANNEX A**

### **INITIAL ACTION PLAN**

(The initial Actions in the Strategy represent action currently undertaken or planned by departments. One of the first actions of this strategy will be to bring together relevant officials and delivery partners for each outcome to discuss the key issues and review and revise the action plan accordingly).

## Key Elements

The previous chapters set out the outcomes we are trying to achieve, the indicators we will use to measure progress and how we will implement the strategy. This Chapter sets out what we are going to do.

In order to reduce the number of children in poverty and reduce the impact of poverty on children, we will use an outcomes-based approach to seek to:

- Ensure programmes and policies provide extra support for children in poverty to improve outcomes for children in low-income families and take children out of poverty;
- Encourage joined up working across departments and with stakeholders to maximise the effectiveness of this work; and
- Evaluate this work, measuring the impact of programmes and policies to ensure that we are doing the right things.

This Action Plan comprises a series of scorecards found in the following pages. These Scorecards set out, for each outcome:

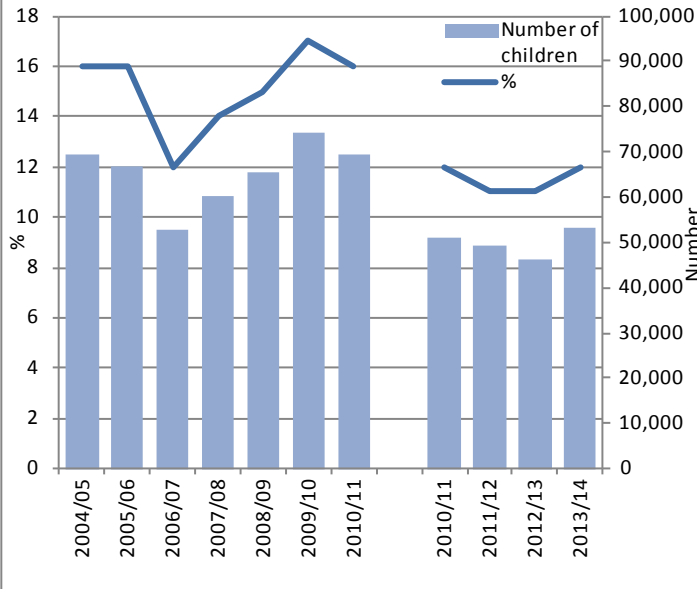
- three population **indicators** to help measure achievement;
- The '**story behind**' the baseline and its **implications** for children and young people; and
- '**What works to do better**' - the activities that have been shown (in NI or elsewhere) to have a positive impact;
- The **delivery partners** who will take action on each outcome;
- The **high level targets** we are working towards; and
- The **key first actions** we plan to take forward to achieve our aims.

An explanation of the terminology used in this strategy is provided at Annex C. As well as reporting on each of the population indicators, annual reports will focus on performance accountability, reporting on each action using performance measures. These actions will be reviewed on a regular basis and retained, modified, replaced or abandoned on the basis of their delivery. Chapter 6 sets out how we will monitor, report on and review the strategy.

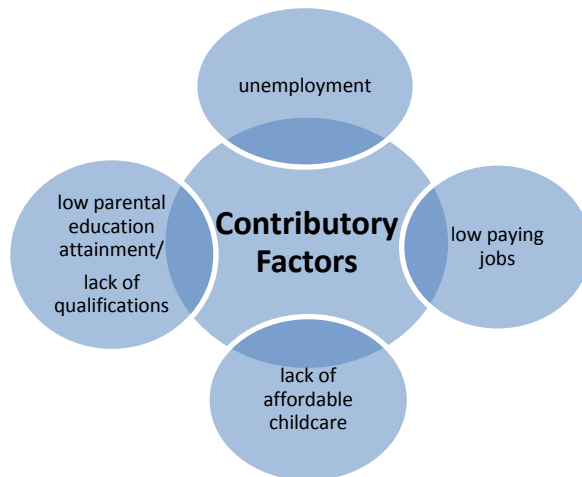
## Outcome: Families experience economic well-being

**Indicator**  
Combined low-income and material deprivation –before housing costs

(see further detailed explanation of this measure in [Annex C](#))



Source: DSD, Family Resources Survey / Households Below Average Income Reports



### Story behind the baseline

In 2013-14, 12% of children in Northern Ireland were in combined low income and material deprivation, which equates to 53,000 children. This has remained fairly stable for the past four years since a new suite of questions was introduced.

### Implications

Children in poverty are more likely to: suffer more from poor health; get involved in alcohol, drugs and crime; and not do as well in school.

(Source: Barnardos [http://www.barnardos.org.uk/what\\_we\\_do/our\\_projects/child\\_poverty.htm](http://www.barnardos.org.uk/what_we_do/our_projects/child_poverty.htm))

### What works to do better?

#### *The economy*

- Jobs creation initiatives
- Target resources specifically at areas of high social deprivation and vulnerable groups eg disabled and LAC
- Social Clauses in Public Procurement Contracts
- Social economy

#### *Accessible, Affordable and sustainable Childcare*

- Childcare for school age children
- Rural provision
- Better information about childcare options

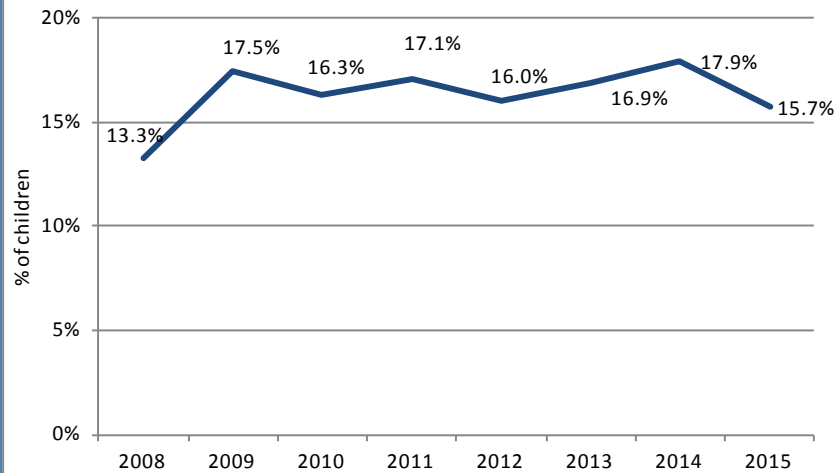
#### *Early interventions (future parents)*

- Youth employment schemes
- Education

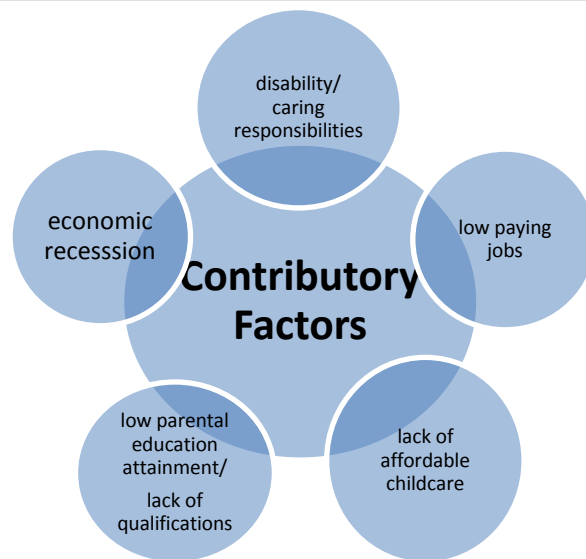


## Outcome: Families experience economic well-being

**Indicator**  
Proportion of children living in workless households



Source: DFP, NISRA, Economic and Labour Market Statistics, Labour Force Survey (Quarter 2 data used)



### Story behind the baseline

The proportion of children in workless households has fluctuated in recent years. In 2015, 15.7% of children in Northern Ireland lived in workless households, a decrease from 17.9% in 2014.

### Implications

Children in workless families were much more likely to live in low income households than those in families with at least one adult in work. In 2013-14, those living in workless households were approximately five times more likely to be in relative poverty than children living in households with all adults in work, 50% compared to 11% (BHC) (Source: DSD, Family Resources Survey / Households Below Average Income Report, 2013-14)

### What works to do better?

*Job Creation initiatives*

*Inward investment*

*Accessible and Affordable and sustainable Childcare*

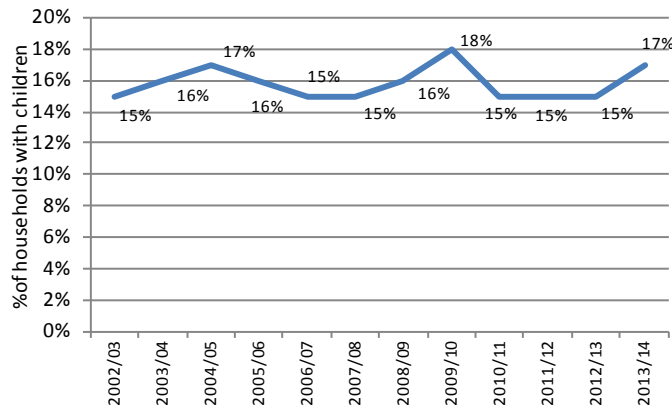
*Skills/personal development*

- Essential skills training
- Employment schemes
- Apprenticeships
- Training to overcome barriers to employment

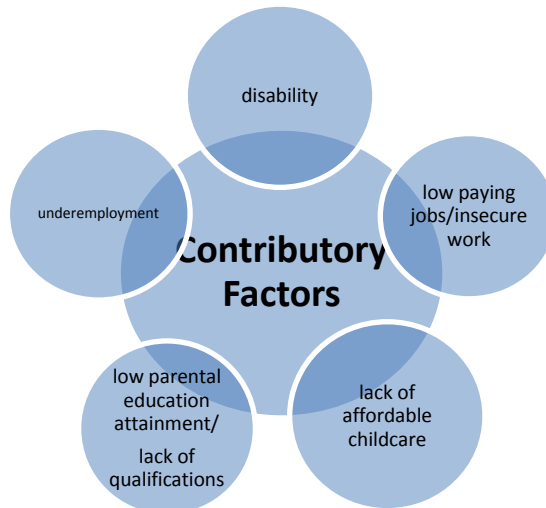
# Outcome: Families experience economic well-being

**Indicator**  
Percentage of all households with children where at least one adult is in work and the household is in poverty

(‘in poverty’ means that income is less than 60% of UK median income before housing costs)



Source: DSD, Family Resources Survey / Households Below Average Income Reports



## Story behind the baseline

The percentage of all households with children where at least one adult is in work and the household is in poverty has fluctuated between 15% and 18% since 2000/03; in 2013-14 the figure was 17%, an increase from 15% in 2012-13.

## Implications

Children whose parents work but are in poverty are more likely to need quality, affordable and accessible childcare. (Source: Joseph Rowntree Foundation – Eradicating Child Poverty 2008).

## What works to do better?

*Reduce living costs (including childcare, fuel etc)*

*Financial and other help for parents*

- Free School Meals
- Uniform Grants
- Working Tax Credit
- Specific help to parents of children with disabilities and parents in rural areas

*Accessible and affordable childcare*

*Upskilling the workforce*

## DELIVERY PARTNERS

- Department for Enterprise, Trade and Investment
- Department for Employment and Learning
- Department for Social Development
- Department of Education
- Department of Health, Social Services and Public Safety
- Office of the First Minister and deputy First Minister
- Employers
- Schools /Further Education colleges

## HIGH LEVEL TARGETS

- Less than 5% of children living in a household characterised by combined low income and material deprivation (with an income below 70% of the contemporary UK median household income and has a material deprivation score of 25 or more reflected by enforced lack of adult and child goods and services) by 2020. (UK Child Poverty Act).
- Help 25,000 people off benefits into employment in 2014-15. (DEL, PfG commitment)
- Achieve £1 billion of investment in NI economy by 2015 (based on 2012 baseline) and ensure 90% of large scale investment planning decisions are made within 6 months and applications with job creation potential are given additional weight. (DETI, DOE; PfG Commitments)
- Achieve at least 20% representation from the most deprived areas in DEL Provision ( employment and training programmes, further education and higher education) over 2014-15. (DEL)
- Introduce and support a range of initiatives aimed at reducing fuel poverty across Northern Ireland including preventative interventions (9000 homes in 2012-13, 9000 in 2013-14 and 9000 homes in 2014-15). (DSD; PfG Commitment)

## KEY FIRST ACTIONS

- 1.1 Create 11 Social Enterprise Hubs offering business advice and practical support to social enterprise entrepreneurs to encourage social enterprise business start ups within local communities. (DSD-DETI; DSC Signature Project)
- 1.2 Promote 25,000 new Jobs by April 2015. (DETI; PfG Commitment)
- 1.3 Help young people aged 18-24 who are unemployed and seeking permanent work to prepare for work by providing work experience opportunities to develop skills, gain experience and develop confidence and provide (subject to eligibility) financial support to cover travel and childcare costs. (DEL; Youth Employment Scheme)
- 1.4 Over a three year period to 31 March 2016, provide advice for people to ensure they are getting full benefit entitlement, securing at least £30 million in additional benefits for a minimum of 10,000 people. (DSD, Social Security Agency, Maximising Incomes and Outcomes)
- 1.5 Provide dedicated support to help young people in rural areas gain skills needed for employment and develop business potential. (DARD, DEL with the Rural Development Council and Advantage Ltd; Rural Youth Entrepreneurship Programme, Youth Employability Programme)
- 1.6 Provide Essential Skills training for adults-which must be accessible to people from highly deprived areas-to improve their literacy, numeracy and ICT skills, upskilling the working age population by delivering Essential Skills. This will include 7,500 Level 2 qualifications in Academic Year 2015-16. (DEL)
- 1.7 Create up to 7,000 new school age childcare places serving disadvantaged communities, on the schools estate or serving rural communities, creating approximately 750 new childcare jobs. Enhance the information on childcare services available online (including a social media app) and promote existing financial assistance to increase uptake, enable more informed decisions and reduce costs for parents. (OFMDFM; Bright Start School Age Childcare Grant Scheme)

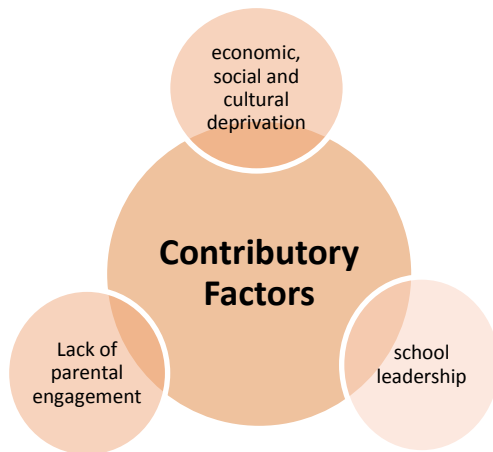
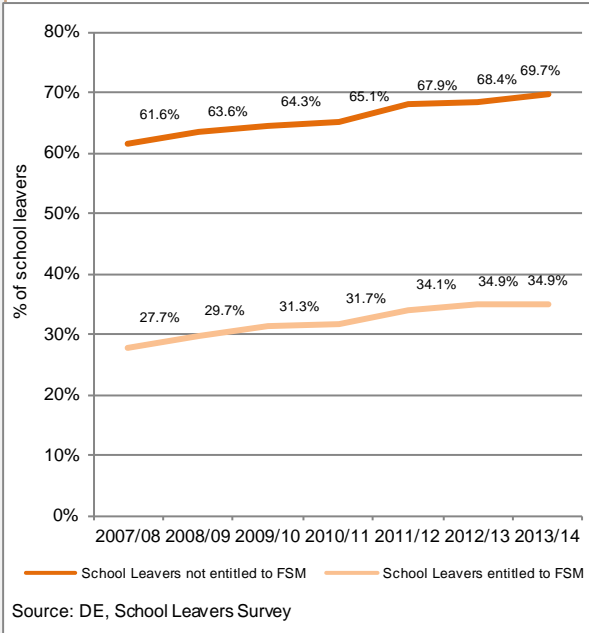
## KEY FIRST ACTIONS

- 1.8 Provide training and small grants to enable childcare providers to meet the needs of children with a disability (DHSSPS; Improved Outcomes for Disabled Children; OFMDFM, Bright Start).
- 1.9 Provide childcare places through 14 Women's Centres to assist parents in low income families to increase their skills and gain education and training to avail of paid employment. (DSD; Women's Centre Childcare Fund)
- 1.10 Invest £5m to tackle rural poverty and isolation during 2014-15 and provide support and advice to residents of rural communities regarding energy efficiency and other measures to tackle fuel poverty, financial matters and access to services, grants and benefits. (DARD, DSD; Tackling Rural Poverty and Social Isolation Framework).
- 1.11 Up until 31 March 2015, provide home energy improvements to help people who receive a qualifying benefit and who own or rent their home from a private landlord to reduce heating costs. (DSD with Bryson Charitable Group and H&A Mechanical; Warm Homes Scheme) From 1 April 2015, the Affordable Warmth Scheme will offer energy efficiency improvement measures to low income households with an annual income of less than £20,000. (DSD, 11 Local Councils, NIHE; Affordable Warmth Scheme)
- 1.12 Ensure full double glazing in Housing Executive properties. (DSD; PfG Commitment)
- 1.13 Provide Free School Meals and Uniform Grants to low income families, extending eligibility criteria from 2014 to include post-primary school children (whose parents receive Working Tax Credit and whose annual taxable income of £16,190 or less) to help reduce costs for low-income working families. (DE)
- 1.14 Provide grant support to low-income families raising disabled and/or seriously ill children to help with essential items such as fridges and clothing and other items such as sensory toys (DHSSPS; The Family Fund)
- 1.15 Develop a database which accesses and links diverse information on household income to improve the assessment of and therefore inform efforts to tackle child poverty. (DSD)

# Outcome: Children in poverty learn and achieve

**Indicator:**  
Proportion of school leavers entitled to Free School Meals (FSM) achieving at least 5 GCSEs at grades A\*-C (or equivalent) including GCSE English and Maths

*Children entitled to Free School Meals are compared to children not entitled to Free School Meals (see Annex C for FSM eligibility)*



**Story behind the baseline**  
The proportion of school leavers entitled to Free School Meals (FSM) achieving at least 5 GCSEs at grades A\*-C (or equivalent) including GCSE English and Maths has increased from 27.7% in 2007-08 to 34.9% in 2013-14. The proportion of school leavers entitled to FSM achieving at this level is around half that of those not entitled to FSM (69.7% in 2013-14).

**Implications**  
Young people without 5A\*-C GCSE (or equivalent) including GCSE English and Maths are more likely to be:

- Unemployed; or
- In low-paid employment.

(Source: <http://www.poverty.org.uk>)

## What works to do better?

### Early Years/Early Interventions

- Pre-school education
- Early years provision
- Parental involvement in the child's education.
- High quality childcare

### Measures to improve Literacy and numeracy

### Integrated delivery and joined up planning and commissioning

### Schools

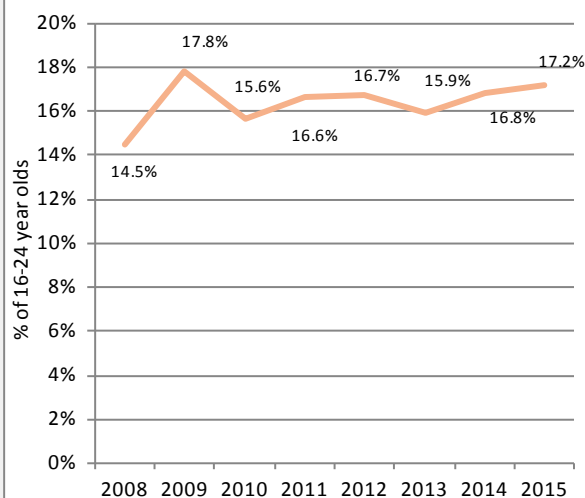
- Target additional resources at young people
- Improve the quality of school buildings and facilities (refurbishment/renewal programmes).
- Raising standards in schools

### Youth Services

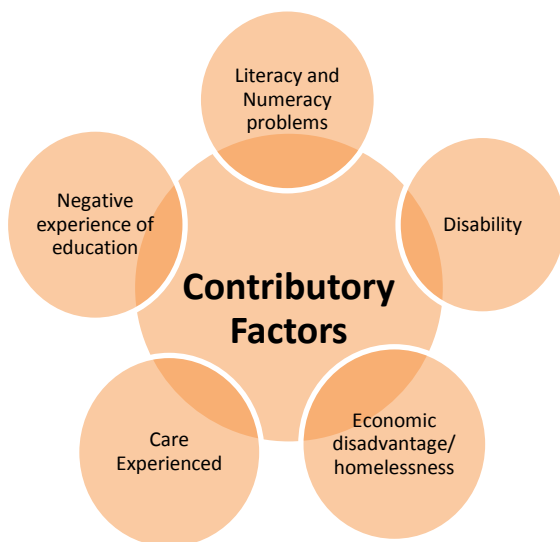
- Generic and targeted youth services based on identified need

## Outcome: Children in poverty learn and achieve

**Indicator**  
Proportion  
of 16-24 year  
olds not in  
Education,  
Employment  
or Training  
(NEET)



Source: DFP, NISRA, Economic and Labour Market Statistics, Labour Force Survey (Quarter 3 data used)



### Story behind the baseline

The proportion of 16-24 years olds not in education, employment or training has increased from 14.5% in 2008 to 17.2% in 2015, fluctuating in the intervening years.

### Implications

A young person 'who has not been in education, employment or training for six months by the age of 21 is more than four times more likely to be out of work, three times more likely to have depression and mental health issues, five times more likely to have a criminal record and six times less likely to have any qualifications.'

(Source: 'Pathways to Success, 2012)

### What works to do better?

#### *Early interventions (0-16)*

- Early Years Provision
- access to a broad range of subjects including vocational subjects
- Life skills
- Parental engagement
- Involve children in their communities /decision making

#### *Re-engagement (16-18)*

- Skills programmes
- Mentoring
- Work experience
- Careers advice
- Education Maintenance Allowance

#### *Support in periods of transitions*

- School leavers
- Care leavers

#### *Additional Support to groups with particular needs, including:*

- Care Leavers
- Students with disabilities and/or Learning Difficulties and/or disabilities Children from minority ethnic communities
- Children of Refugees and Asylum Seekers

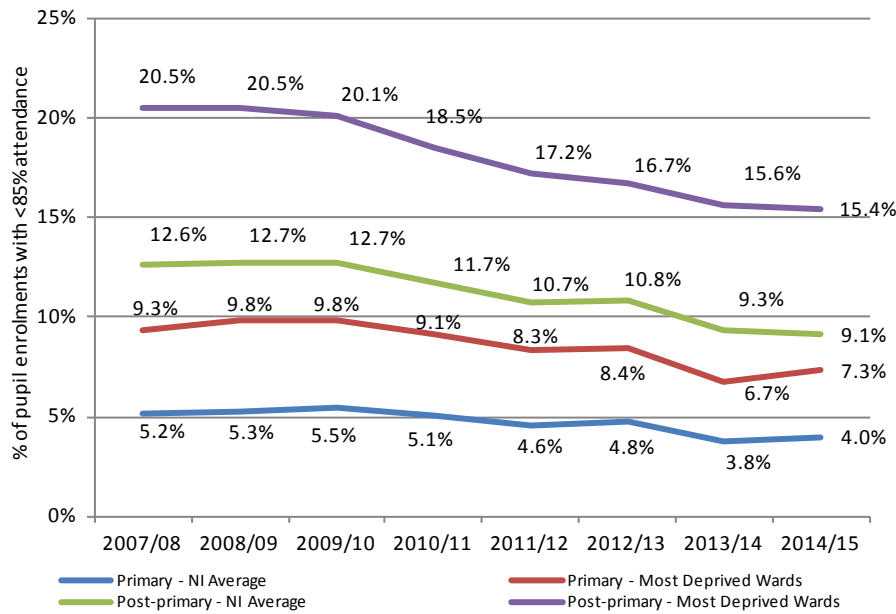
#### *Youth Services*

- Generic & targeted youth services based on identified need.

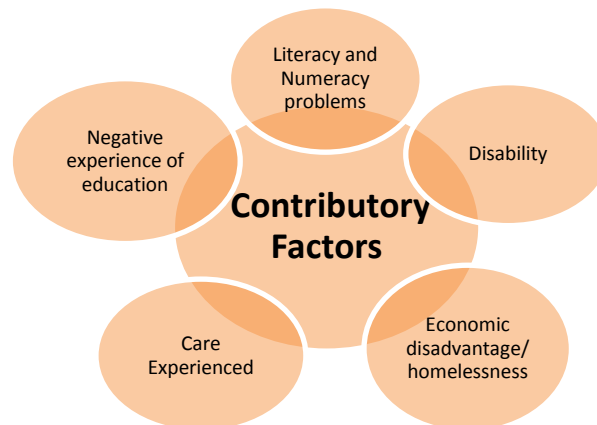
# Outcome: Children in poverty learn and achieve

## Indicator Proportion of pupil enrolments in primary and post-primary schools with less than 85% attendance

*The NI average is compared to the 20% most deprived wards based on the NI Multiple Deprivation Measure (see further detailed explanation of this measure in [Annex C](#))*



Source: DE, School Census



## Story behind the baseline

While the proportion of pupil enrolments with less than 85% attendance has decreased since 2009-10 overall, the data show that the proportion of pupil enrolments with high absence levels is consistently higher in the most deprived wards than the NI average.

## Implications

Attendance and attainment are inextricably linked. Promoting and supporting good attendance at school is essential to learning and attainment.

(Source: DE: Improving attendance in School – RSM McClure Watters report 2012)

## What works to do better?

*Parental engagement in education*

*Additional Support to vulnerable children and young people including:*

- Looked after children
- Students with disabilities and/or Learning Difficulties and/or disabilities
- Newcomer pupils
- School Aged Mothers
- Children from Ethnic minorities



## DELIVERY PARTNERS

- Department of Education
- Department for Employment and Learning
- Department of Culture, Arts and Leisure
- Office of the First Minister and deputy First Minister
- Department for Social Development
- Employers
- Schools (Principal, teaching staff and young people) / Further Education Colleges
- Libraries
- Other education representatives
- CYPSP / Health Trusts

## HIGH LEVEL TARGETS

- Increase the proportion of young people from disadvantaged backgrounds who achieve at least 5 GCSEs at A\*-C or equivalent including GCSEs in Maths and English to 49% by end 2014-15. (DE; PfG Commitment)
- Increase the % of school leavers eligible to Free School Meals who achieve at least 2 A levels A\*-E (or equivalent) to 30.5% by 2014-15. (DE)
- Engage a total of 6,000 young people who are not in education, employment or training in collaborative and innovative activity by March 2015. (DEL)
- Reduce the % of half days missed because of unauthorised absence in Primary schools by 0.5% and in Post-primary schools by 0.5%. (DE)
- Secure an increase in the overall attendance rate to 94.3% and secure an increase in the overall attendance rate in schools with currently less than 90% attendance. (DE)

## KEY FIRST ACTIONS

- 2.1 A new two-year programme (September 2013 to June 2015) to employ 80 recently graduated teachers to deliver tuition to primary school pupils who are struggling with reading and maths at Key Stage 2 and 150 recently graduated teachers to deliver tuition to post primary pupils who are not projected to get a 'C' grade in English and/or Maths. (DE; DSC Signature Project, DE Expansion Programme)
- 2.2 Support 30 Nurture Units in local primary schools, with trained staff to select the children who will benefit most from additional support and develop individual learning plans agreed with teachers and parents. (DE; DSD; DSC Signature Project / Nurture Units)
- 2.3 Provide a targeted community family intervention programme to support disadvantaged families address educational, employment, training, health, social and economic issues that impact on their daily lives. Provide support to prevent young people from falling into the NEET category and help other young people who find themselves in this situation to re-engage with education, training or employment. (DEL, DHSSPS, DSD, DE; DSC Signature Programme)
- 2.4 Support training to improve and enhance skills across the childcare workforce. (OFMDFM; Bright Start)
- 2.5 Create 10,000 one-year placements in the new 'United Youth' good relations programme offering young people, particularly those in the NEETs category, flexible, high-quality, young-person centred opportunities. (DEL, OFMDFM; TBUC' United Youth Programme)
- 2.6 Provide assistance and support to young people aged 16-18 to secure and sustain suitable employment, education or training provision; including a guaranteed training place for all 16-17 year old school leavers, tailored mentoring and support, childcare support for young parents and help with costs in special circumstances. (DEL; Careers Service, Community Based Access Programme, Training for Success, FE Award, Care to Learn Scheme, Hardship Fund)
- 2.7 Make at least one year of pre-school education available to every family that wants it. (DE; PfG Commitment)
- 2.8 Extend Sure Start to the 25% most deprived wards (including the provision of a developmental programme for age group 2-3 in each Sure Start project) to promote the physical, intellectual, social and emotional development of pre-school children, particularly those who are disadvantaged, to ensure they can thrive at home and when they get to school (DE; Sure Start Programme)
- 2.9 Work with community-based organisations to maximise the impact and reach of iPad and digital technology supported approaches to education and lifelong learning, including further development of pilot training programmes for community organisations in specified disadvantaged areas and support to regional educational and social inclusion activities led by Ulster Rugby. (DCAL)

## KEY FIRST ACTIONS continued

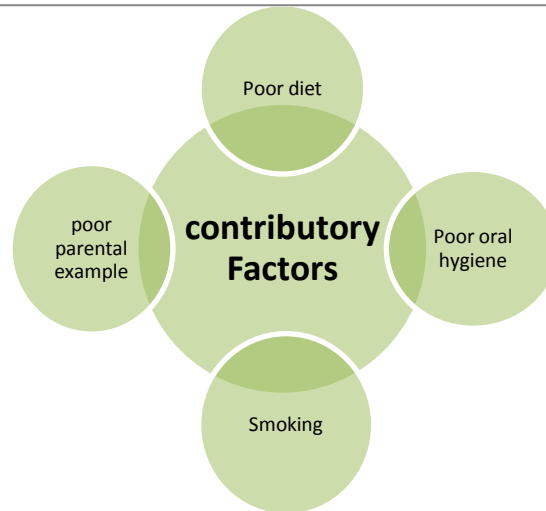
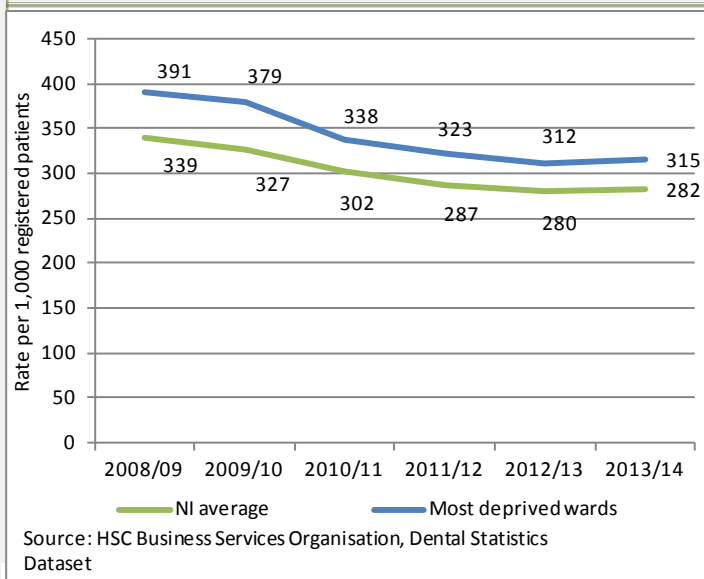
- 2.10 Provide access to books and educational programmes in Libraries and through outreach in other community settings, deliver more children's activities in deprived areas and borrowing services in rural communities with no library. (DCAL with Libraries NI)
- 2.11 Provide additional support for newcomer pupils and Traveller children. (DE; Inclusion & Diversity Service, Traveller Education Support Service)
- 2.12 Empower and enable parents to develop a supportive home learning environment at an early stage and encourage families to play, read and count with their child and get involved in their child's education. (DEL, DOJ, DE, DHSSPS, DSD, OFMDFM with Atlantic Philanthropies; Early Intervention Transformation Programme, Education Works Campaign)
- 2.13 Provide additional support to young people with learning difficulties and/or disabilities to enable them to seek further education and qualifications, including providing sign language and personal development programmes for deaf children. (DEL, DCAL with National Deaf Children's Society and NI Deaf Youth Association)
- 2.14 Provide funding to schools in areas of the highest social disadvantage to provide activities, classes and support for learning (including film clubs through NI Screen) outside the normal school day to meet the needs of children and their parents, families and local communities as well as Full Service Provision in two specific areas of socio-economic deprivation to enhance the educational attainment of disadvantaged young people. (DE, DEL; Extended Schools Programme)
- 2.15 Provide additional support for children and young people in care and foster care to help them achieve GCSE level qualifications, including developing personal Education Plans and Care Plans (specifying education and training requirements as agreed with the young person). ( DE, DEL; Pathways to Success)
- 2.16 Use an alternative approach to learning, including (1) enterprise and employability programmes and (2) Creative Learning Centres to provide the use and understanding of new digital technologies and new media, to engage and excite pupils. (DE, DCAL with NI Screen; 'Pathways to Success' Strategy, Creative Learning Centres)
- 2.17 Provide funding in 2013-14 and 2014-15 to support community-based initiatives with a specific focus on positive educational outcomes, to join up community-based and school-based activity in communities with particular concentrations of educational disadvantage. (DE; Community Education Initiatives Programme)
- 2.18 Support young people to attain educational outcomes through Youth Work, including targeted provision for those who have barriers to learning, are disadvantaged, in areas of deprivation and who are at risk of disengagement. (DE; Priorities for Youth)

## Outcome: Children in poverty are healthy

### Indicator

No. of patients 0-17 (registered with a dentist and receiving dental treatment) who had at least one treatment for dental caries per 1,000 registered patients.

*The NI average is compared to the 20% most deprived wards based on the NI Multiple Deprivation Measure (see further detailed explanation of this measure in [Annex C](#))*



### Story behind the baseline

Overall in NI, rates for treatment of dental caries are decreasing. However, there still remains a gap between the level of treatments in deprived areas and the NI average. This gap has, overtime, reduced slightly but requires further closing.

### Implications

Research suggests that dental decay is a good proxy for levels of nutrition. Research suggests that young people suffering from tooth decay are more likely to have:

- higher levels of school absence.
- difficulty concentrating.
- other illnesses in the longer term, e.g. diabetes, heart disease, and low-birth weights.

(Source: <http://www.cdc.gov/chronicdisease/resources/publications/aag/doh.htm>)

### What works to do better?

#### *Early intervention*

- Parental engagement

#### *Preventative treatments-programmes*

- Holistic approach to health promotion

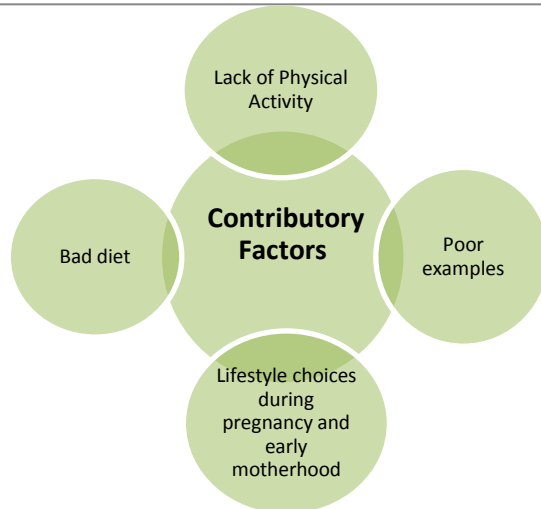
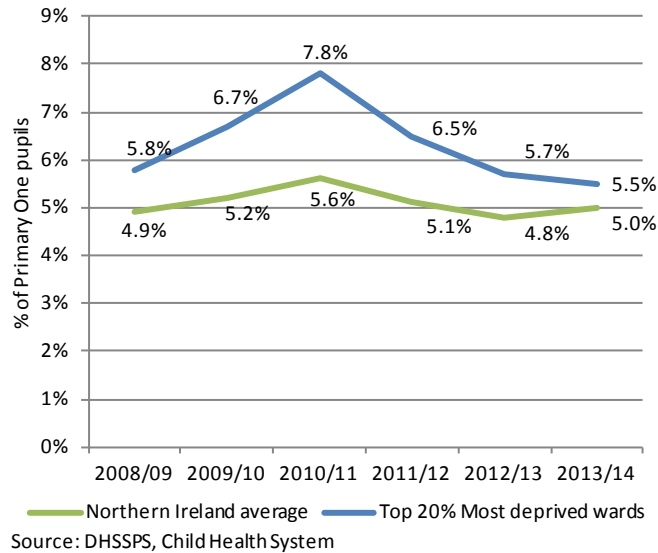
#### *Integrated delivery*

- Community-based support

## Outcome: Children in poverty are healthy

### Indicator Proportion of year one pupils who are obese

*The NI average is compared to the primary one population in the 20% most deprived wards based on the NI Multiple Deprivation Measure (see further detailed explanation of this measure in [Annex C](#))*



### Story behind the baseline

Over the period 2008-09 to 2013-14, there has been higher levels of obesity among year one pupils from deprived areas compared to Northern Ireland as a whole. Since 2010-11, however, rates have decreased in deprived areas, reducing the gap to the Northern Ireland average.

### Implications

Obesity can affect a child's growth and development. Children and young people who are overweight or obese are also at increased risk of: heart disease; raised blood pressure, cholesterol and blood sugar; social and psychological bullying; low self-esteem; depression; and social discrimination. These can have a significant impact upon their future health and wellbeing, especially mental health.  
(Source: Fitter Futures for All Framework, DHSSPS)

### What works to do better?

#### Early intervention

- Health workers to support new parents
- Parental engagement & Parenting programmes
- Antenatal health promotion
- Promotion of/Support for Breastfeeding and delay in weaning
- Childcare/Programmes which promote healthy children

#### Health promotion

- Play and Leisure
- Physical activity in schools and childcare
- Promotion of a healthy diet in schools / Food in Schools Policy
- Sport and physical recreation
- Promote active lifestyle for whole family

#### Integrated delivery

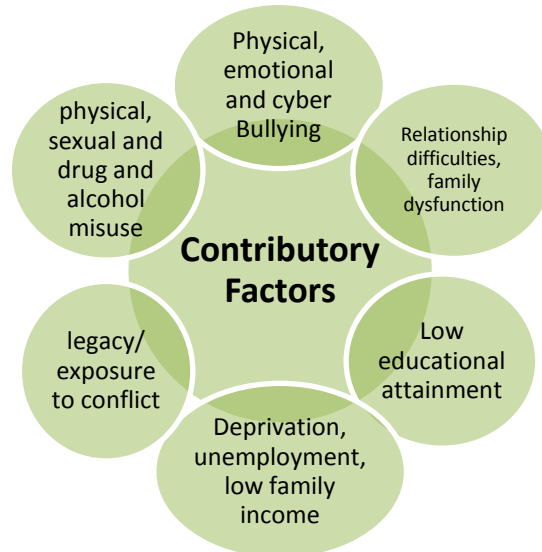
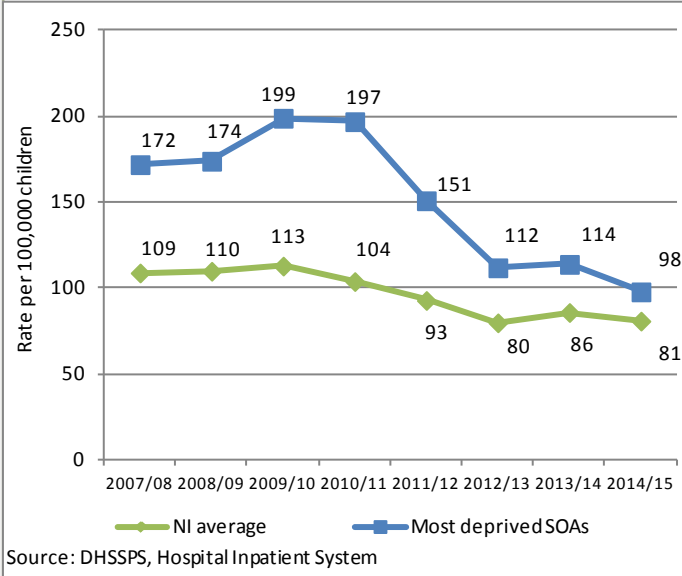
- Community-based support

# Outcome: Children in poverty are healthy

## Indicator

Number of hospital admissions of those aged 0-17 with self-harm diagnoses (rate per 100,000)

*The NI average is compared to the 20% most deprived Super Output Areas (SOAs) based on the NI Multiple Deprivation Measure (see further detailed explanation of this measure in [Annex C](#))*



## Story behind the baseline

Over the period 2007-08 to 2014-15, the self harm admissions rates among 0 to 17 year olds from deprived areas have been consistently higher than the Northern Ireland average for this age group. These rates have declined since 2009-10, with the rate among those from deprived areas declining faster, thus reducing the gap between the most deprived areas and NI as a whole.

## Implications

Self harm is a key indicator of mental health issues and can be a pre-warning for future suicide attempts.

(Source: DHSSPS health Inequalities Monitoring System 2014)

Risk factors of stigma, isolation and lack of support can also be exacerbated through self-harm.

## What works to do better?

- Mental health promotion
- Building emotional resilience from the early years
- Parenting support

## Early Intervention

- Support for children and young people

## DELIVERY PARTNERS

- Department of Health, Social Services and Public Safety
- Department of Education
- Department for Culture, Arts and Leisure
- Department of the Environment
- Department for Employment and Learning
- Department for Social Development
- Department for Regional Development
- Office of the First Minister and deputy First Minister
- CYPSP /Health Trusts /Health and Social Care Board
- Public Health Agency
- Local Government
- Schools
- Higher Education Institutions
- Parents/carers
- Local communities
- Youth Organisations

## HIGH LEVEL TARGETS

- A 3% reduction of obesity and 2% reduction of overweight and obesity (from 8% obesity and 27% overweight and obese in 2010-11) in children (aged 2-15 years) by 2022. (DHSSPS; Fitter Futures for All Framework)
- Create the conditions to facilitate at least 36% of primary school pupils and 22% of secondary school pupils to walk or cycle to school as their main mode of transport by 2015. (DRD; PfG commitment)

## KEY FIRST ACTIONS

- 3.1 Provide positive parenting programmes, including additional health workers, to support new parents living in areas of deprivation. (DHSSPS; DSC Signature Project)
- 3.2 Provide support for families through Family Support Hubs, bringing together representatives from statutory, voluntary and community sector organisations who work in local areas to provide early intervention services locally to help families address a range of issues, such as poor attachment or engagement with baby; improving the level of play/communication; poverty; and substance misuse. (DEL, DOJ, DE, DHSSPS, and DSD with Atlantic Philanthropies; Early Intervention Transformation Programme)
- 3.3 Invest resources to support initiatives in championing play; greater local access to space for play and leisure; and planning and support for play at a community level. (OFMDFM; DSC Signature Programme, Play and Leisure Implementation Plan)
- 3.4 Provide Infant Mental Health Training to develop the skills and ability of those in contact with vulnerable families and babies to recognise children at risk of conduct disorder and intervene early and effectively. (DHSSPS; DSC Signature Programme)
- 3.5 Extend the Family Nurses Partnership to all Health and Social Care Trusts to deliver preventative support to vulnerable first time, young parents to improve antenatal health, child development and parents' economic self-sufficiency. (DHSSPS; Family Nurses Partnership)
- 3.6 Pilot a cross-community sports programme aimed at 11-16 year olds from all sections of the community to enhance individual and community development and tackle disadvantage through sporting activities and facilities and promoting equality/improving good relations. (DCAL, OFMDFM; Together: Building a United Community)
- 3.7 Provide funding to support communities to tackle issues of mental and physical health, use of drugs and alcohol, becoming a young mother, and anti-social behaviour. (OFMDFM; Social Investment Fund)
- 3.8 Provide support to parents of children 0-4 years old in the 25% most disadvantaged ward areas, promoting physical, intellectual, social and emotional development of pre-school children, including parenting advice on nutrition, breastfeeding and healthcare. (DE; Sure Start Programme)



## KEY FIRST ACTIONS continued

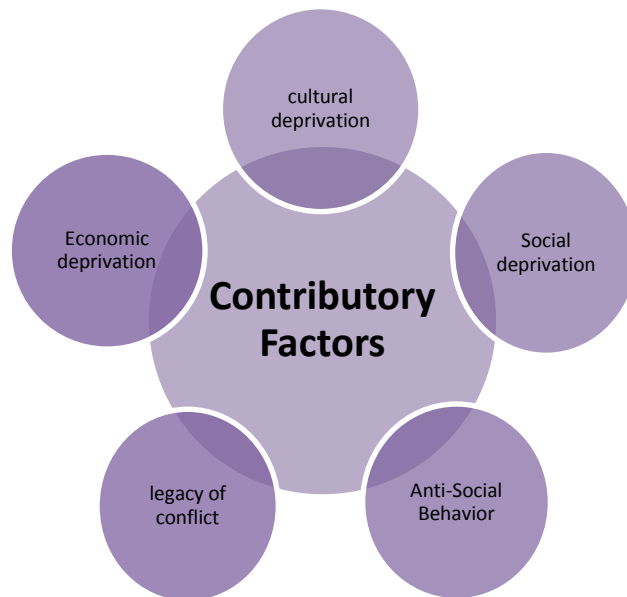
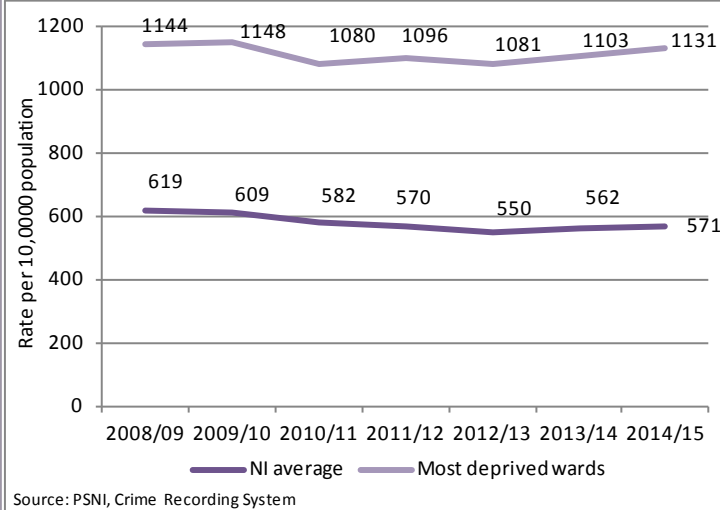
- 3.9 Provide independent counselling support in post-primary schools to promote mental health and emotional well-being and support for pupils facing problems such as difficult home circumstances, self harm and bullying. (DE; i-Matter Programme)
- 3.10 Promote positive mental health and provide frontline crisis intervention to prevent suicide. (DHSSPS)
- 3.11 Invest £2.8 million in programmes to tackle obesity in 2014-15. (DHSSPS)
- 3.12 Train, support and resource midwives to deliver key messages to parents about how to promote and nurture healthy infant development. (DE, DHSSPS, and DSD with Atlantic Philanthropies; Getting Ready for Baby –Early Intervention Transformation Programme)
- 3.13 Provide lessons about a healthy diet and how to plan and cook healthy meals safely as part of the required curriculum for children in years 8-10. (DE, DHSSPS and Public Health Agency; Food in Schools Policy, School Food Top Marks Initiative)
- 3.14 Deliver training to school children in relation to walking and cycling skills to encourage active and safe travel. (DRD and the Public Health Agency)
- 3.15 Promote healthy eating/nutrition and good mental health through football by communicating with and educating players, managers, coaches, parents, fans and admin staff from football clubs on key messages. (DCAL; The Irish Football Association (IFA) Health Programme)
- 3.16 Continue the DE Curriculum Sports Programme in schools which aims to develop the physical literacy skills of the youngest pupils (years 1-4) and instil in them a love of physical activity and sport. (DE; Curriculum Sports Programme)
- 3.17 Promote positive mental health and emotional well-being for our most disadvantaged and hard to reach young people through arts activities. (DCAL; The Young People and Wellbeing Arts Programme)

# Outcome: Children in poverty live in safe, secure and stable environments

**Indicator**  
Recorded number of criminal offenses per 10,000 population

*The NI average is compared to the 20% most deprived wards based on the NI Multiple Deprivation Measure*

*(see further detailed explanation of this measure in [Annex C](#))*



## Story behind the baseline

The number of recorded criminal offenses per 10,000 population dropped slightly between 2008-09 and 2014-15, although it has increased since 2013-14. The crime rate in the 20% most deprived wards has been consistently higher than the NI average over this period.

## Implications

Young people living in an environment where crime is high are potentially not likely to feel safe and/or secure and are at risk. (Source: DSC consultation for children & young people)

## What works to do better?

### *Joined-up approach*

- Policing & Community Safety Partnerships
- Community involvement
- Youth organisation involvement

### *Early Intervention*

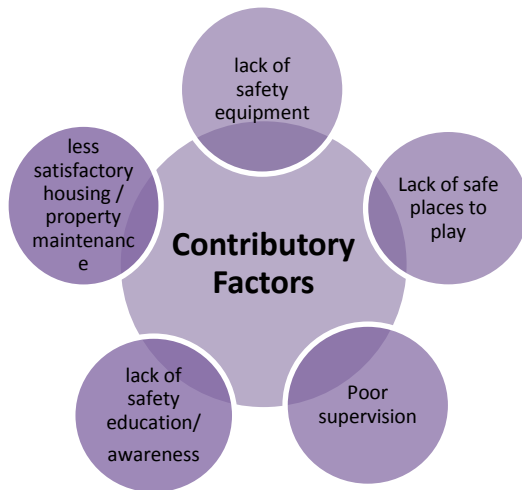
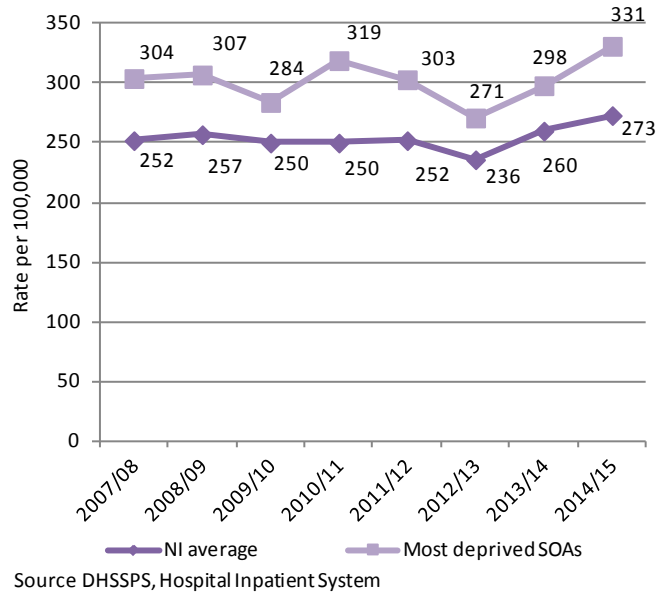
### *Prevention*

- Reduce reoffending

# Outcome: Children in poverty live in safe, secure and stable environments

**Indicator**  
 Number of child admissions to hospital due to an accident in the home or on the road (rate per 100,000)

*The NI average is compared to the 20% most deprived SOAs based on the NI Multiple Deprivation Measure (see further detailed explanation of this measure in [Annex C](#))*



## Story behind the baseline

Over the period 2007-08 to 2014-15, the number of child admissions to hospital due to an accident in the home or on the road per 100,000 population, has been consistently higher in the most deprived areas compared to NI as a whole. Over this period, this rate has fluctuated, with the figures for 2014-15 being the highest over the time series for both the most deprived areas and NI as a whole.

## Implications

Accidental injuries are a major health problem. They are the most common cause of death in children over one year of age. They can leave children disabled or disfigured and affect future prospects. (Source: ROSPA)

## What works to do better?

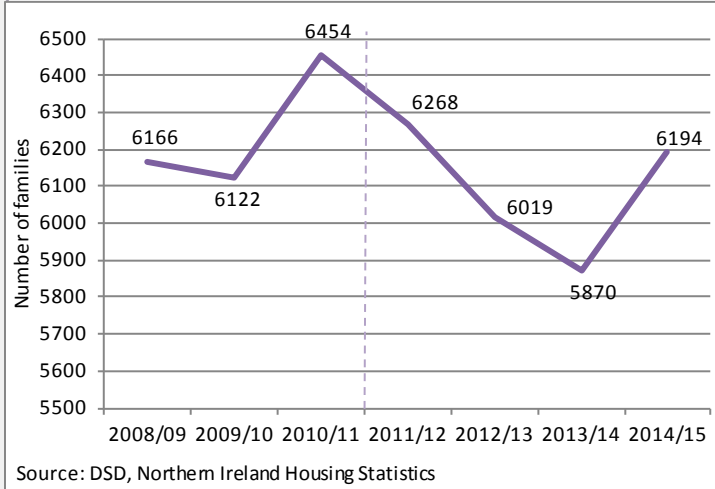
*Prevention/early intervention*

- Safety awareness programmes
- Support parents to get the right balance right between encouraging play and physical activity whilst minimising the risk of injury
- Safeguarding
- Farm Safety
- Safe spaces
- Safe Housing
- Safe play areas
- Home Safety checks

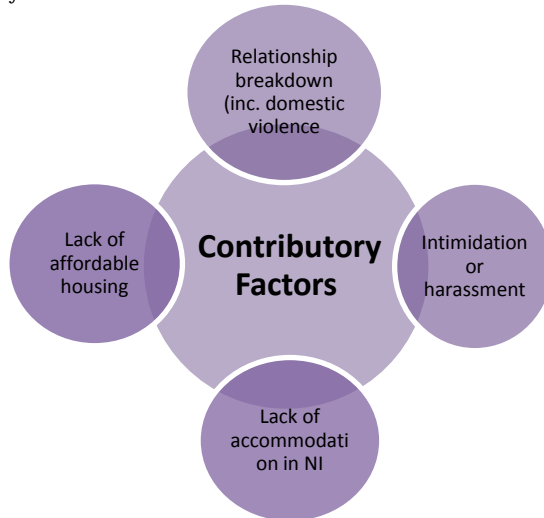
## Outcome: Children live in safe, secure and stable environments

**Indicator**  
Number of families presenting to the NI Housing Executive as homeless.

(see further detailed explanation of this measure in [Annex C](#))



Note: Data from 2011-12 onwards are not directly comparable with previous years.



### Story behind the baseline

The number of families presenting as homeless decreased between 2011-12 and 2013-14 (from 6,268 to 5,870), before increasing to 6,194 in 2014-15.

### Implications

Children living in poor housing are more likely than others to:

- Suffer more from poor health as other children.
- have lower levels of academic achievement.
- have low self-esteem.

(Source: JRF cost of child poverty for individuals in society 2008)

### What works to do better?

#### Prevention

- Family support
- Advice/assistance pre-crisis
- Tenancy support arrangements to help maintain vulnerable people in current accommodation
- Joined up service provision
- Provision of services (e.g. counselling)

#### Financial resources

- Investment in temporary accommodation and social housing

#### Support during transitions

- Finance or the provision of services

## DELIVERY PARTNERS

- Department for Social Development
- Department of Justice
- Department of Health, Social Services and Public Safety
- Department of the Environment
- Office of the First Minister and deputy First Minister
- Department of Agriculture and Rural Development
- Northern Ireland Housing Executive
- Public Health Agency, Children and Young People's Strategic Partnership & Health and Social Care Trusts / Board
- Local/district councils
- NI Fire and Rescue Service
- Health and Safety Executive
- Housing Associations

## HIGH LEVEL TARGETS-COMMITMENTS

- Deliver 8,000 social and affordable homes by 2015. (DSD; PfG Commitment)
- Reduce the average length of time in temporary accommodation from 46 weeks to 40 weeks. (DSD; Homelessness Strategy)
- Improve the percentage of people whose quality of life is affected by their experience of Anti-Social Behaviour and the percentage of people who perceive the level of Anti-Social Behaviour in their area is high. (DOJ; PfG Commitment)
- Reduce the number of children (aged 0 to 15 and aged 16 to 24) killed or seriously injured in road collisions by at least 55% by 2020 (DOE; Northern Ireland Road Safety Strategy).

## KEY FIRST ACTIONS

- 4.1 Deliver intergenerational projects and priority youth intervention through Policing and Community Safety Partnerships to improve community safety and tackle anti-social behaviour. (DOJ; Policing and Community Safety Partnerships)
- 4.2 Provide specific support in rural communities, including farm families health checks and community development. (DARD, DSD, DHSSPS; Tackling Rural Poverty and Social Isolation Framework)
- 4.3 Promote road safety amongst children and young people by providing material and resources to schools, delivering practical child pedestrian training, and enhancing the Cycling Proficiency Scheme. (DOE)
- 4.4 Through the Social Investment Fund, provide £80 million to address dereliction and promote investment in the physical regeneration of deprived areas and to improve pathways to employment, tackle systemic issues linked to deprivation and increase community services. (OFMDFM; Social Investment Fund)
- 4.5 Deliver 5,500 new social homes over the three year period 2014/15 to 2016/17. (DSD)
- 4.6 Deliver projects designed to promote social, economic, physical and community renewal in the 36 Neighbourhood Renewal Areas. (DSD)
- 4.7 Target young parents being discharged from justice and care settings to promote employment opportunities alongside building their ability to parent well. (Early Intervention Transformation Programme; Jointly delivered by DEL, DOJ, DE, DHSSPS, DSD, OFMDFM with Atlantic Philanthropies)
- 4.8 Provide tenancy support and temporary accommodation, where necessary, for young mothers. (DSD; Homelessness Strategy)
- 4.9 Provide primary school pupils with safety and community awareness training, including how to prevent everyday accidents and dangerous situations and how to deal with them safely should they occur. (Western Health and Social Care Trust; Bee Safe Scheme)

## KEY FIRST ACTIONS continued

- 4.10 Develop four Urban Village Schemes bringing the local community together to work on enhancing the built environment and developing good relations. (DSD, OFMDFM; Together: Building a United Community)
- 4.11 Provide specialist housing and debt advice to households having difficulty paying their mortgage, directly preventing some from being made homeless. (DSD; Mortgage Debt Advice Service)
- 4.12 Provide comprehensive housing and homelessness advice to all who require it, free of charge, including pre-release housing advice and tenancy sustainment to all prisoners at all prisons/detention centres. (DSD/NI Housing Executive with the Housing Rights Service; Homelessness Strategy)
- 4.13 Enhance partnership working amongst the core agencies in relation to young people in the juvenile justice system. (DSD, DOJ, NI Housing Executive, Youth Justice Agency; Homelessness Strategy)
- 4.14 Provide Tenancy Support Assessments for all new Housing Executive tenants including a financial health check and identification of other needs (debt advice, budgeting, daily living skills, mental illness, addictions), signposting tenants to floating support services and other organisations to obtain the support required. (DSD, NI Housing Executive; Homelessness Strategy)
- 4.15 Target the most prolific offenders, monitoring them closely but also helping them access education and training, find housing and combat addictions. (DOJ with PSNI, Probation Board NI, NI Policing Service and Youth Justice Agency; Reducing Offending in Partnership)

## **ANNEX B**

### **MEASUREMENT OF POVERTY**



## Measurement of Poverty using Before Housing Costs or After Housing Costs

There are currently four key measures of poverty in the UK:

- **Relative poverty** – the proportion of individuals who live in relative low income (i.e. with incomes below 60% of the median)
- **Absolute poverty** – the proportion of individuals with incomes below a fixed monetary value or threshold. This threshold equates to an income below 60% of the (inflation adjusted) median income in 2010/11
- **Combined low income and material deprivation** – the proportion of individuals who live in material deprivation and have a low income below 70% of the median
- **Persistent poverty** – the proportion of individuals that experience long periods of relative poverty (i.e. are in relative poverty for at least 3 out of the last 4 years) \*There has never been an official measure of persistent poverty here and we await official data from the UK Government. We will report on this target when this information is available.

The annual National Statistic publications derived from the results of the Family Resource Survey (FRS) provide standalone estimates for the first three of these measures in NI. The FRS is a cross sectional survey and therefore cannot produce information on the persistent poverty measure.

While the three main measures of poverty can be presented on a Before or After Housing Costs basis, it is important to note that the Child Poverty Act 2010 refers only to poverty on a Before Housing Costs basis. For this reason, the Department for Social Development would strongly recommend that all poverty related measures and indicators linked to the agreed poverty targets (as detailed in the NI Executive's Child Poverty Strategy) are presented on a Before Housing Costs basis.

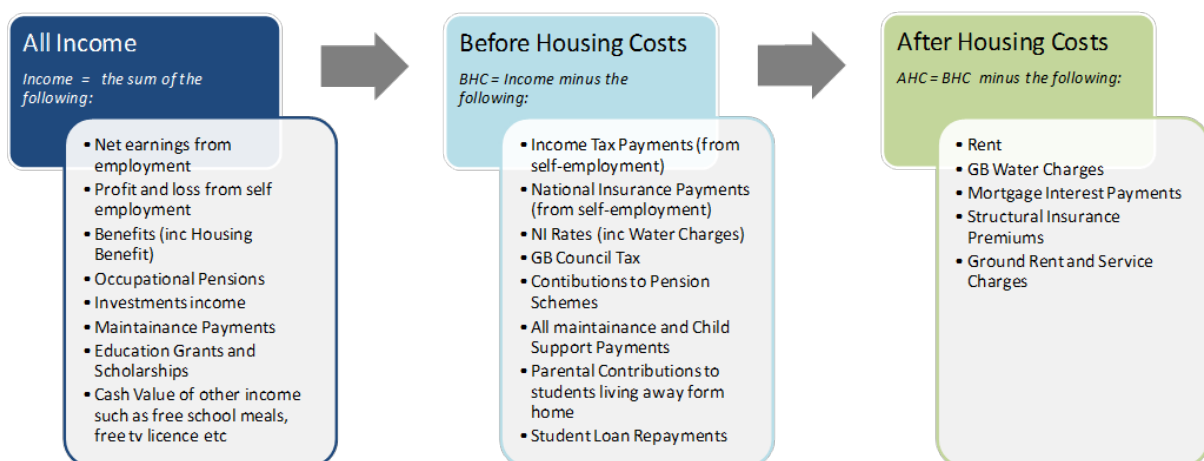
It is recognised however that there may be some circumstances whereby the use of poverty measures on an After Housing Costs basis is more appropriate. This is related to the fact that water charges are treated differently in NI compared to the

rest of the UK. In NI water charges are incorporated into domestic rates. The equivalent of these rates in the rest of the UK is Council tax. However this tax does not include water charges which are billed separately to each GB household. This poses challenges from a comparability perspective.

This Annex provides further detail on these issues and offers guidance to users in deciding which measure to use. The use of each measure will need to be assessed on a case by case basis.

### How are Housing Costs Calculated?

All of the aforementioned poverty measures require an assessment of the level of income that an individual/household receives. The following chart provides further detail as to the various components of income that are taken into account. It also illustrates the calculation of the Before and After Housing Cost measures.



Before Housing Costs (BHC) are defined as weekly net income (including Housing Benefits) after adjustments for household size, composition and certain compulsory costs (as detailed in the chart above). By contrast, After Housing Costs (AHC) deducts housing costs from the BHC measure. These Housing costs include rent, water charges (for GB only), mortgage interest, structural insurance premiums, ground rent and service charges.

## **Issues to Consider When Deciding on Which Measure to Use**

Before Housing Costs (BHC), by its definition, does not differentiate between the choices made by some individuals with regard to housing. Indeed, if individuals independently choose to spend a significant amount of their income on housing it is possible that they would not be regarded to be in poverty on a BHC basis (if their actual base income exceeds the relevant poverty threshold). They may however fall below the threshold after housing costs have been deducted.

The converse can also apply. For example, an individual who owns their property outright may have a base income that is below the relevant BHC poverty threshold. When housing costs are taken into account for the entire population, the threshold will naturally adjust and the income of the individual may subsequently exceed the revised AHC threshold (given that they will have minimal housing costs).

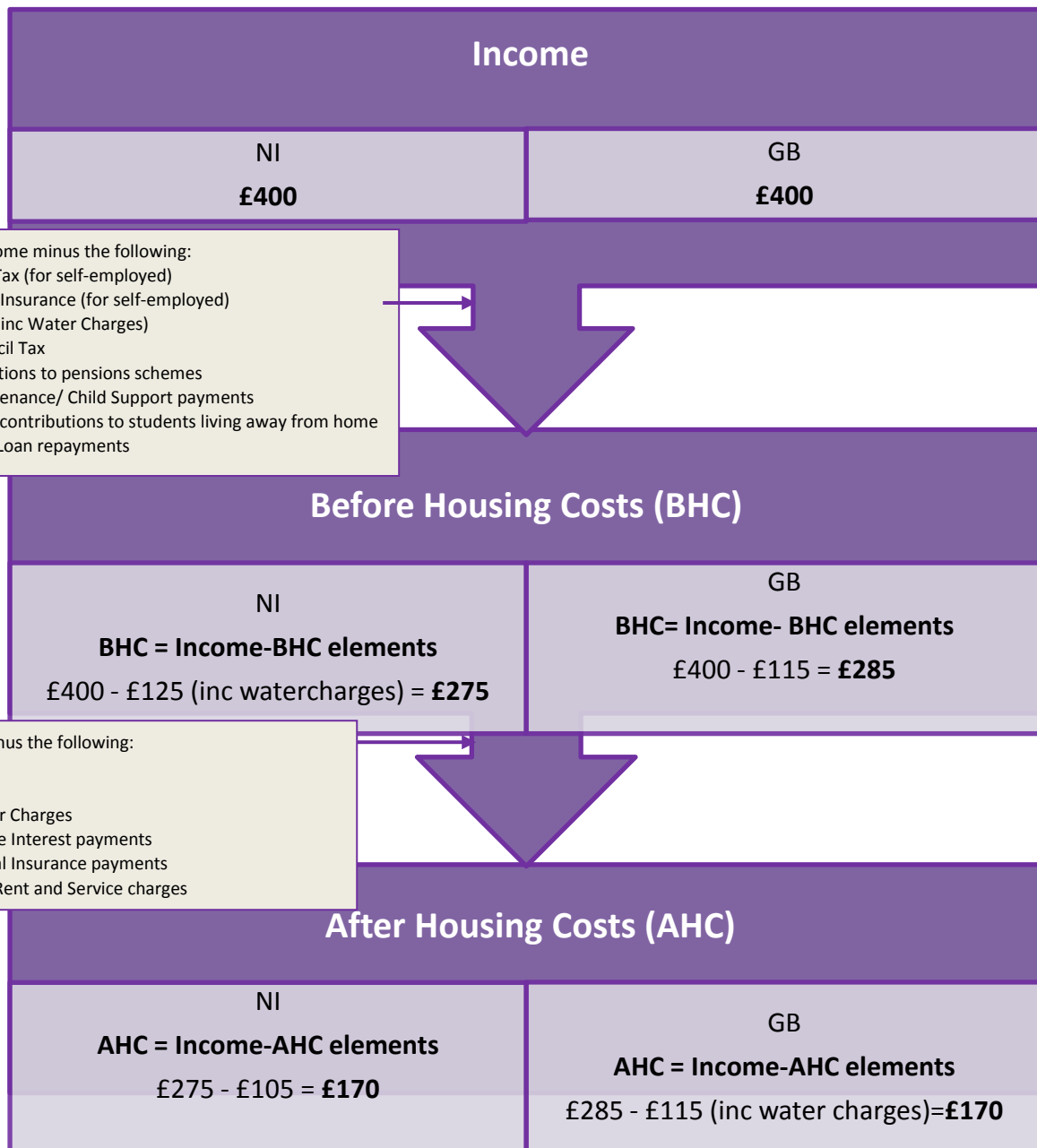
It is important to note that the cost (rent and mortgage interest) of essentially the same housing can vary widely between areas across the UK. It can also vary between owners and tenants and by age group (older owner-occupiers tend to have lower costs than younger ones). Over time this can mean that some families with the same income and the same quality of housing may have different amounts to spend on day to day living. The After Housing Costs measure will therefore provide a more comparable estimate between all UK regions of the amount of money that individuals or households have available to spend on day to day living once essential housing costs have been taken into account.

Linked to the previous point is the fact that housing costs will also vary between countries. BHC is widely adopted in poverty research in the European Union because it does not rely on a universally recognised definition of housing costs across countries and thus increases comparability.

The decision as to which measure to use will therefore be dependent on a number of factors such as whether regional or cross country comparisons are required or

whether the focus is on performance against Child Poverty targets. This decision can only be taken by the user.

**Calculation of BHC and AHC incomes for identical households in NI and GB with household income of £400**



**ANNEX C**  
**TERMINOLOGY USED IN THIS STRATEGY**

<b>Terms</b>	<b>What does this mean?</b>
<b>VISION</b>	Our desired outcome is no child here is disadvantaged by poverty.
<b>OUTCOMES</b>	Conditions of well-being for children, adults, families or communities. Outcomes set out what the desired result would look like.
<b>POPULATION INDICATORS</b>	Measures we will use to help quantify the achievement of an outcome. Indicators provide a measure as to whether, collectively, services and programmes being delivered on the ground might be having a positive impact in terms of improving outcomes.
<b>THE BASELINE</b>	The baseline is our starting position for measuring success. 'The Story behind the baseline' section outlines the factors that contribute to and the implications of each indicator.
<b>PARTNERS</b>	Partners are the departments and their delivery partners who can contribute to actions to improve the situation. These partners will form Outcome Groups (one for each outcome) to implement and monitor the work of each outcome.
<b>WHAT WORKS TO DO BETTER</b>	The activities that have been shown (in NI or elsewhere) to have a positive impact
<b>HIGH LEVEL TARGETS</b>	Long-term overarching targets to which actions are working towards.
<b>KEY FIRST ACTIONS</b>	The Initial Actions in the Strategy represent action currently undertaken or planned by departments. One of the first actions of this strategy will be to bring together relevant officials and delivery partners for each outcome to discuss the key issues and review and revise the action plan accordingly.
<b>PERFORMANCE MEASURES</b>	Performance measures will be used to evaluate how well a project, programme or service is performing. These will answer the questions: <i>How much did we do? How well did we do it? and Is Anyone better off?</i> Performance measures will be used in the annual reports to set out progress against the actions to provide quantitative and qualitative data of what the actions are achieving in all quadrants identified. How we are going to report on the Strategy is set out in Chapter 6.

## TURNING THE CURVE

Turning the baseline or trend line in the right direction

**Residence in 20% most deprived wards/Super Output Areas (SOAs)**

**(NI Multiple Deprivation Measure)**

Most deprived wards/SOAs refer to the 20% of these geographies in Northern Ireland which have scored highest across a range of domains that comprise the 2010 Northern Ireland Multiple Deprivation Measure.

This Measure provides an area based assessment of the most deprived areas based on seven domains which are individually weighted:

- Income Deprivation (25%)
- Employment Deprivation (25%)
- Health Deprivation and Disability (15%)
- Education Skills and Training Deprivation (15%)
- Proximity to Services (10%)
- Living Environment (5%)
- Crime and Disorder (5%)

It is important to note that only the Income Deprivation Domain is intended to measure poverty in terms of monetary poverty. The remaining six domains focus on other types of deprivation, such as the lack of educational skills and training deprivation or poor health.

**Combined Low income and material deprivation**

This measurement is used to combine the measurement of low income along with material deprivation in families. It is sourced in the Family Resources Survey where families are asked about income poverty and also if a range of indicators apply. For example, some of the indicators under this measure include the ability of a family to replace broken electrical goods, the ability to make choices such as going on holiday away from home one week a year not with relatives, or being behind on any household bill. If a family has a household income below 70% of the median income and a certain number of these indicators are met, then that family is considered in combined low income poverty. This measure attempts to demonstrate the everyday impact of low income on families and is an indication of family disposable income.

**Pupils' Eligibility for Free School Meals**

A pupil is entitled to Free School Meals if:

- parent/guardian is in receipt of Income Support, Income-Based Jobseeker's Allowance, Income-Related Employment and Support Allowance, or a

- pupil claims Income Support in their own name; or,
- the parents receive the Child Tax Credit; and are ineligible for the Working Tax Credit; and have an annual taxable income of £16,190 or less; or,
  - the parents receive Working Tax Credit; and have an annual taxable income of £16,190 or less and whose child/children are born on or after 2 July 2002 and attends full-time nursery school, primary school or special school\*; or
  - he/she has a statement of special educational needs and is designated to require a special diet; or
  - he/she is a boarder at a special school; or,
  - he/she is the child of an asylum seeker supported by the Home Office National Asylum Support Service (NASS)
  - the parent receives the Guarantee element of State Pension Credit.

\*The Working Tax Credit criterion has been extended to post-primary pupils (whose parents receive Working Tax Credit and have an annual taxable income of £16,190) from September 2014

## Homelessness

Homelessness does not just describe people sleeping on the streets. It can happen to anyone, for any number of reasons. Even if you have a roof over your head, you may still be homeless. You may be homeless if you are:

- Sleeping on the streets;
- Staying with friends or family;
- Staying in a hostel;
- Staying in a bed and breakfast;
- Living in very overcrowded conditions;
- At risk of violence if you stay in your home;
- Living in poor conditions that are damaging your health; or
- Living in a house that is unsuitable for you.



**ANNEX D**

**EQUALITY SCREENING AND RURAL PROOFING**

Section 75 of the Northern Ireland Act 1998 requires all public authorities in carrying out their functions relating to Northern Ireland, to have due regard to the need to promote equality of opportunity between –

- Persons of different religious belief, political opinion, racial group, age, marital status or sexual orientation;
- Men and women generally;
- Persons with a disability and persons without; and
- Persons with dependents and persons without.

In addition, without prejudice to the above obligation, public authorities must also, in carrying out their functions relating to Northern Ireland, have regard to the desirability of promoting good relations between persons of different religious belief, political opinion or racial group.

Public authorities are required to screen all policies and make an assessment of the likely impact on equality of opportunity and good relations. A full summary of that screening process is provided in a separate document published alongside this strategy.

On the basis that we have not identified potential adverse impact on any of the section 75 groups; and on the basis that the strategy is intended to address inequalities, tackle social inclusion, and operates on the basis of objective need; and on the basis that equality screening on implementation of the strategy including decisions on policies, programmes, projects and funding take place with full equality impact assessments as appropriate; we are not proposing to screen the Child Poverty Strategy in and conduct a full equality impact assessment.

We have consulted with children, young people, parents and the public. During this consultation, we ensured the consultation groups included representatives of all Section 75 categories. We have commissioned research in this area to inform the strategy. Where concerns have been raised during the consultation, the revised strategy has been amended accordingly.

Minor impacts have been identified in relation to this strategy; however, these are intentional because they are specifically designed to promote equality of opportunity

for particular groups of disadvantaged people. For these reasons, we consider that an EQIA is not required at this stage but the option to carry one out remains open at any stage.

We will continually review the strategy and re-screen if significant evidence or issues are raised. Should we become aware of significant equality issues remaining we will reconsider the question of carrying out an EQIA. The strategy will remain a 'live' document. We will establish Outcome Groups comprising departments and their key delivery partners who will continue to monitor and review the strategy. These groups will also liaise with children and young people and other stakeholders and seek to respond to needs identified by this beneficiary group, safeguard the rights of particularly vulnerable groups and promote equality of opportunity.

### **Rural Issues**

All Departments are signed up to undertake Rural Proofing of all major policies and strategies to ensure that rural needs and circumstances are fully considered during the policy making process.

During consultation, we met with representatives of rural areas during public consultation events in Irvinestown, Fermanagh as well as specific consultative events with the Rural Community Network and Rural Development Council in Stewartstown, County Tyrone. Residents of rural areas were also represented at other consultative events, including events in Ballymena and Derry/Londonderry. Focus groups with parents included those living in rural areas and consultation with children included young people from all wards in Northern Ireland. We also received responses from rural residents. Outcome Groups will liaise with residents of rural areas.

While area-based deprivation, which can focus on heavily populated urban areas, is used as a measure, a number of different measures of deprivation are also used including eligibility for Free School Meals, worklessness, homelessness and material deprivation. Actions have been included specifically to target people living in rural areas (including Actions 1.5, 1.7, 1.10, 2.10 and 4.2). A separate strategy also

specifically addresses rural poverty. Where possible, actions target objective need. Additional actions will be considered as appropriate.

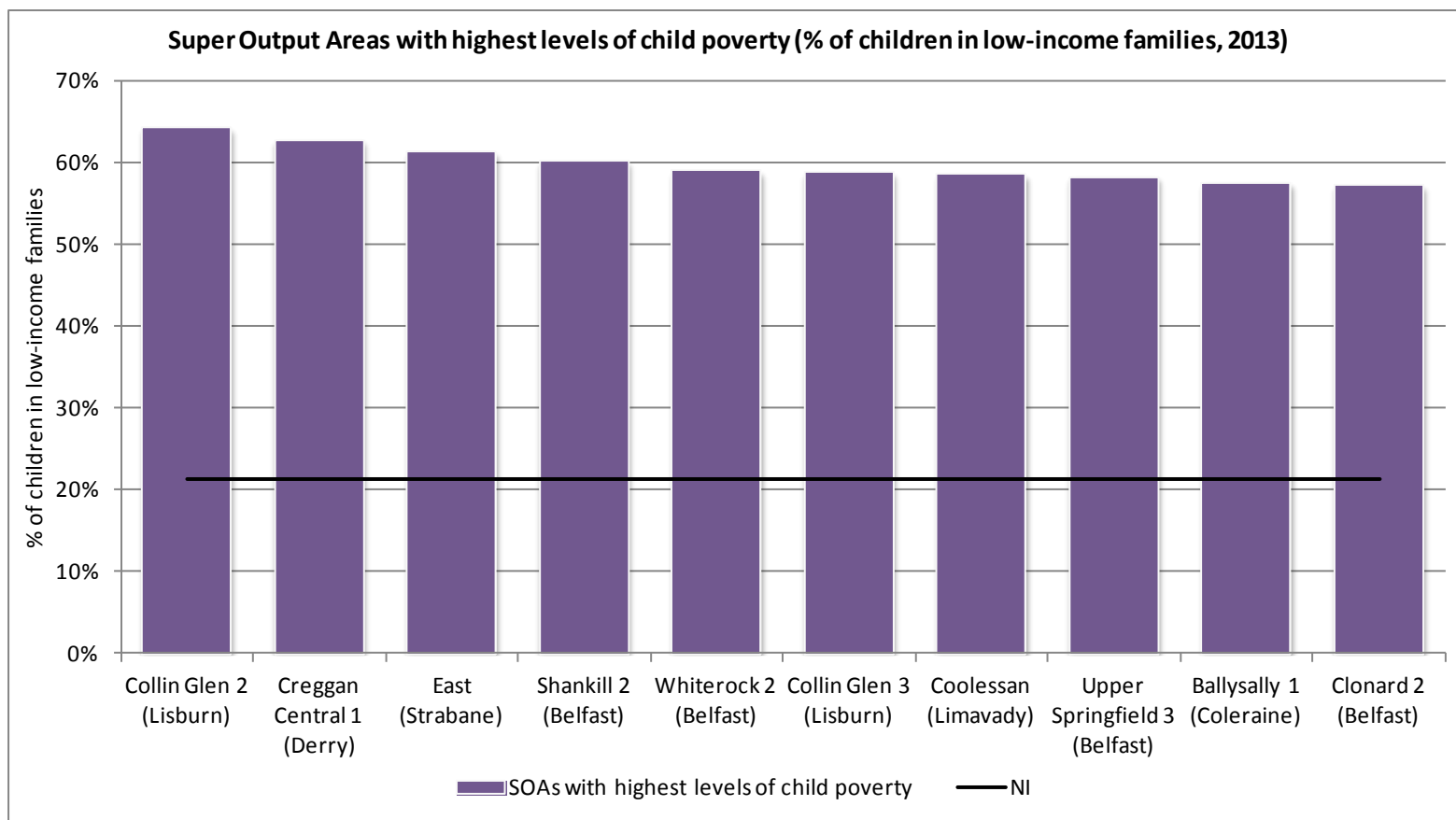
## **ANNEX E**

### **OTHER RELEVANT EXECUTIVE STRATEGIES WHICH HAVE AN IMPACT ON CHILDREN IN POVERTY**

<b>REDUCE POVERTY</b>
The NI Economic Strategy
Homelessness Strategy
The Investment Strategy
Fuel Poverty Strategy
Tackling Rural Poverty and Social Isolation Framework
<b>MITIGATING IMPACT</b>
The Executive's Disability Strategy
Together: Building a United Community
Enabling Success: A strategy to tackle economic inactivity in Northern Ireland
The Essential Skills Strategy
Families Matter Strategy
Neighbourhood Renewal Strategy
Bright Start: The NI Executive's Programme for Affordable and Integrated Childcare
Play and Leisure Implementation Plan
Ensuring a Sustainable Transport Future – A New Approach to Regional Transportation
Home Accident Prevention Strategy (2014-2024)
Priorities for Youth
Learning to Learn - A Framework for Early Years Education and Learning
Traveller Child in Education Action Framework
Every School a Good School – A Policy for School Improvement
Every School a Good School – Supporting Newcomer Pupils
The Revised Curriculum and the Entitlement Framework
Racial Equality Strategy for Northern Ireland 2015-25
Libraries NI Children's and Young People's Services Policy 2014-17
Sport Matters: The NI Strategy for Sport & Physical Recreation
Care Matters – A Bridge to a Better Future
Gender Equality Strategy

## **ANNEX F**

### **SUPER OUTPUT AREAS WITH HIGHEST PREVALENCE OF CHILD POVERTY**



Source: HMRC, Personal tax credits: Children in low-income families local measure: 2013 snapshot as at 31 August 2013, <https://www.gov.uk/government/statistics/personal-tax-credits-children-in-low-income-families-local-measure-2013-snapshot-as-at-31-august-2013>

Note: 'Children' refers to all dependent children under the age of 20

Data relate to 2013 and the associated Local Government District 1992 (LGD) boundaries. These LGD boundaries changed on 1st April 2015. As a result of this change the Collin Glen 2 and 3 SOAs have moved out of Lisburn LGD into the new Belfast LGD. Creggan Central 1 and East are now in the Derry and Strabane LGD, Coolessan and Ballysally 1 are now in the Causeway Coast and Glens LGD, and the remaining SOAs which were part of the old Belfast LGD are now part of the new Belfast LGD.





**Northern Ireland  
Executive**

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**DELIVERING SOCIAL CHANGE**

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**Office of the First Minister and deputy First Minister**

**Child Poverty**

**Castle Buildings**

**Stormont Estate, Belfast BT4 3SR**