

Herefordshire Council

Child Poverty: Local Needs Assessment



2010

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Child Poverty Needs Assessment

Executive Summary

Child Poverty is one of the key issues facing us today. Almost one in three children in the UK is living in poverty, one of the highest rates in the industrialised world. The latest published data for the county of Herefordshire show that 14.4% of children under 16 are currently living in poverty¹. In numbers this equates to 4,370 individuals. The government has continued the longstanding pledge to end child poverty by 2020. Poverty can have a fundamental effect on the child, their family, others in society and on their future. It can result in problems in education, employment, mental and physical health, and can lead to a range of problems within communities.

In Herefordshire we are tackling the problem of Child Poverty by developing our understanding of local issues and then putting in place actions with a range of partners to make sure that we are focusing on what works to make a difference to the lives of children and young people experiencing poverty. This Child Poverty Needs Assessment helps us to be clear about the issues in Herefordshire.

A number of small areas feature time and again throughout this document, which examines Child Poverty by the impacts that it may have on the life chances of an individual in a number of areas which are explored under the themes of:

The Money In My Pocket

My Job Prospects

My Education and Skills

My Physical and Mental Wellbeing

My House

The Area In Which I Live

Crime And disorder In My Area

Insufficient income can be addressed through additional benefits however; the current economic climate is likely to mean that these are unlikely to be either sufficient or sustainable. Those areas of Herefordshire recording the highest levels of child poverty² for children under 16 are Golden Post – Newton Farm and Leominster – Ridgemoor, both of which are mentioned consecutively within the theme areas studied. A key factor in Herefordshire is the number of part time workers and especially female workers, who receive mean wages below both the regional and national averages. The challenge we face is ensuring that work really pays, something which the present coalition government clearly sees as a priority.

¹ Source HM Revenue & Customs 2008 snapshot as at 31/08/2008

² DWP measure NI 117 2007

Whilst employment is one of the most successful routes out of poverty it is not a guarantee. A combination of low wages in low skilled jobs may limit total earnings. A child's risk of being in poverty falls from 58 per cent to 14 per cent when one or both parents is working³ however various constraints exist, not least transport costs to work and availability of affordable child care, which may prevent parents entry to employment. Herefordshire is fortunate in that its unemployment rates are comparatively low with some 76.2% of all people in employment and just 5.3% unemployed⁴. Comparative unemployment rates regionally and nationally are 9.3% and 7.9% respectively. Golden Post – Newton Farm records the highest level of employment deprivation⁵ and is the only local area within the top decile nationally.

Poor development in childhood and negative experiences can impact on educational attainment and ultimately employability. The result? - it is more likely that children in poverty will face poverty and increased levels of deprivation in later life, leading to intergenerational cycles. Whilst the attainment of pupils eligible to free schools meals at key stage 4 has risen consecutively in recent years in Herefordshire, an unacceptable gap still exists between these children and their peers. In 2010, this gap⁶ stood at 30 percentage points, slightly wider than the 28% recorded nationally. In the areas of Redhill – Belmont Road and Newton Farm – Brampton Road less than 13% of the cohort achieved 5 A*-C GCSE (or equivalent) including English & maths.

Whilst it is true that the highest levels of child poverty are recorded in Hereford city and the market towns, poverty can be particularly prevalent in rural areas where it may be harder or more costly for families to access services and opportunities⁷ Families will be more reliant on transport to access services, work or leisure activities, which introduces additional difficulties and costs. People in the lowest income group in rural areas spend, on average, almost 50 per cent more than urban equivalents on transport⁸. The impact of rurality is a key theme in this document due to the relative geographical isolation faced by many families in the county.

Whilst much social housing is modern and well insulated, many rural properties are old and poorly equipped. Fewer possess central heating and ongoing maintenance costs are often high. Almost half of the areas in Herefordshire fall in the top 20% national decile when it comes to social and private housing in poor condition and houses without central heating. The impact of poverty associated poor quality housing on a child's life chances, cannot be underestimated, and children living in poor homes usually have associated health issues which can impact on all other areas of their lives such as education and job prospects. Herefordshire is a predominantly rural county, with particular issues of poor conditions in the private rented sector and hard to heat hard to treat homes. The energy efficiency of much of the private sector housing is poorer than that found nationally. The most common hazards recorded are damp & mould, excess cold falls, fire, electrical safety & overcrowding.

³ Ending Child Poverty everybody's business

⁴ NOMIS – employment and unemployment (Apr 2009 – Mar 2010)

⁵ Index of Multiple Deprivation 2007

⁶ Percentage of pupils attaining 5 A*-C GCSE (or equivalent) including English & maths

⁷ *Report of the Rural Advocate, Commission for Rural Communities: Tackling Rural Disadvantage, 2007*

⁸ Ending Child Poverty everybody's business

Proximity to services, both safeguarding and preventative as well as entertainment and play has a marked impact on families in rural communities. Young people in these areas are less likely to engage in after school activities, prevented from doing so by the time and money required to access these. Similarly, when help is required such as family support, the distance to access such services often means that early intervention simply doesn't happen.

In his recent report "The Foundation Years: preventing poor children becoming poor adults", Frank Field highlights the fact that there is much more beyond just improving short-term family incomes in determining the life chances of poor children. A healthy pregnancy, positive parenting, high quality childcare, a positive approach to learning at home and an improvement in parents' qualifications together can transform children's life chances and trump class background and parental income. A child growing up in a family with these attributes, even if the family is poor, has every chance of succeeding in life⁹.

Frank Field's words should inspire all us that the current generation of poor children should indeed be the last. This Child Poverty Needs Assessment will focus partners on the work that needs to be done to eradicate Child Poverty in Herefordshire by 2020. It also contributes to Herefordshire's overall Joint Strategic Needs Assessment for the county and provides evidence for the Herefordshire Child Poverty Strategy.

⁹ The Foundation Years: preventing poor children becoming poor adults

Introduction

The previous government's ambition of eradicating child poverty by 2010 was one of the most challenging ambitions set by any Government. To achieve the goal will require one of the most significant changes in the modern welfare state since its creation following the 1942 report by William Beveridge. Whilst the current coalition government, has confirmed its commitment to the child poverty agenda, the current economic climate is certain to make this ambition even more challenging.

Childhood experience lays the foundations for later life. Growing up in poverty can damage physical, cognitive, social and emotional development, which are all determinants of outcomes in adult life. While some children who grow up in low income households will go on to achieve their full potential, many others will not. Tackling child poverty will help to improve children's lives today, and it will also enhance their life chances: enabling them to make the most of their talents, achieve their full potential in life and pass on the benefits to their own children¹⁰.

At this stage it is appropriate to look at the definition of Child Poverty. Following extensive consultation, Measuring Child Poverty¹¹ set out a new tiered approach to measuring child poverty in the UK over the long-term.

- **absolute** low income: this indicator measures whether the poorest families are seeing their income rise in real terms. The level is fixed as equal to the relative low-income threshold for the threshold for the baseline year of 1998-99 expressed in today's prices;
- **relative** low income: this measures whether the poorest families are keeping pace with the growth of incomes in the economy as a whole. This indicator measures the number of children living in households below 60 per cent of contemporary median equivalised household income; and
- **material** deprivation and low income combined: this indicator provides a wider measure of people's living standards. This indicator measures the number of children living in households that are both materially deprived and have an income below 70 per cent of contemporary median equivalised household income.

The Government monitors child poverty against all three measures with a target attached to the relative low-income measure, recognising that when family income falls below that of others in society, this has additional negative outcomes including inequality of opportunity and social exclusion¹².

The most familiar definition of Child Poverty and one which will be referenced many times in this document is:

Number of children living in families in receipt of Child Tax Credit whose reported income is less than 60 per cent of the median income or in receipt of Income Support or (Income-Based) Job Seekers Allowance, divided by the total number of children in the area (determined by Child Benefit data). National indicator 116 defines children as individuals under the age of 16.

¹⁰ Ending Child Poverty: everybody's business March 2008

¹¹ Measuring Child Poverty, department for Work and Pensions Dec 2003

¹² Ending Child Poverty: everybody's business March 2008

Assessing Child Poverty in Herefordshire

There are a huge number of measures which could potentially be used to indicate pockets of need in the community; however the point of this assessment is to focus the reader on particular areas evidenced by local intelligence and statistics and thus help direct the local Child Poverty Strategy.

The Index of Multiple Deprivation (IMD) provided the fuse to light the sparks of the Herefordshire Needs Assessment. The Index identifies areas of multiple deprivation for small areas and is composed of a number of distinct dimensions, or domains. These domains are then aggregated up to provide an overall measure, with each being allocated a deprivation score, which is then ranked against all areas in England.

The domains of the IMD include:

- Income
- Employment
- Health
- Education
- Barriers to housing and services
- Living environment / Rurality
- Crime

Using the domains, a number of themes were developed which might be described as the main influencing factors on a child's life chances. The themes are shown below:

- The money in my pocket
- My job prospects
- My education and skills
- My physical and mental wellbeing
- My house
- The area in which I live
- Crime and disorder in my area

A number of additional local measures were then added to the data from the IMD to develop a matrix, providing what might be described as a poverty map of the county. The matrix is based on similar principles to the successful Vulnerability Matrix; in that for each of a number of measures those LSOA's displaying the highest 10% scores were hi-lighted as significant. Data contained in the matrix was that available at Lower Super Output Area (LSOA). Lower Super Output Areas (LSOAs) are areas with fixed geographical boundaries that nest into current wards, designed by the Office of National Statistics (ONS). There are 116 of these in Herefordshire, each with a population of about 1,500. LSOA names are those given by Herefordshire Council Research Team – to be more meaningful than codes used by ONS for release of data. Super Output Areas give an improved basis for comparison because the units are more similar in size of population than, for example wards. Further intelligence at either county or regional level has also been taken into account and suggests areas for further investigation.

A copy of the data matrix is attached as an appendix to this document (appendix 1).

A map showing the location of LSOA's within the county is shown in appendix 2.

The Money In My Pocket

As we have observed earlier, the official definition and indeed the most commonly held concept of poverty involves a lack of money. Without sufficient income, two parent families with children, single mothers and fathers, working and non-working family units are all candidates for income poverty. Without sufficient income we cannot buy the essentials needed for survival and whilst this situation is rarely evidenced in today's Britain, the effects of relative poverty are significant and substantial.

Evidence from children reveals an astute awareness of economic and material disadvantage. Key areas of concern identified by children include anxiety about the adequacy of income coming into the family and worries that this was insufficient for them and their families needs. The lack of important possessions, like toys and games, bicycles and books as well as concerns about the shortage of everyday items such as towels, bedding and clothing are all very real to children of low income families. Without the cash to pay for days out, school trips or having friends around mean that children risk social exclusion and miss out on opportunities afforded to their more affluent peers. The inability to afford revision guides, study books and exam materials put children at a disadvantage before they walk into the examination room. Children show a keen insight into the challenges faces by their parents due to inadequate income. They are concerned about parents well being and will modify their own needs in response to the families financial difficulties. Children are not simply passive victims of income deprivation. Instead many employ coping strategies, taking on additional responsibilities such as care of siblings or finding part-time work to ease financial pressure at home or to gain access to some money of their own.

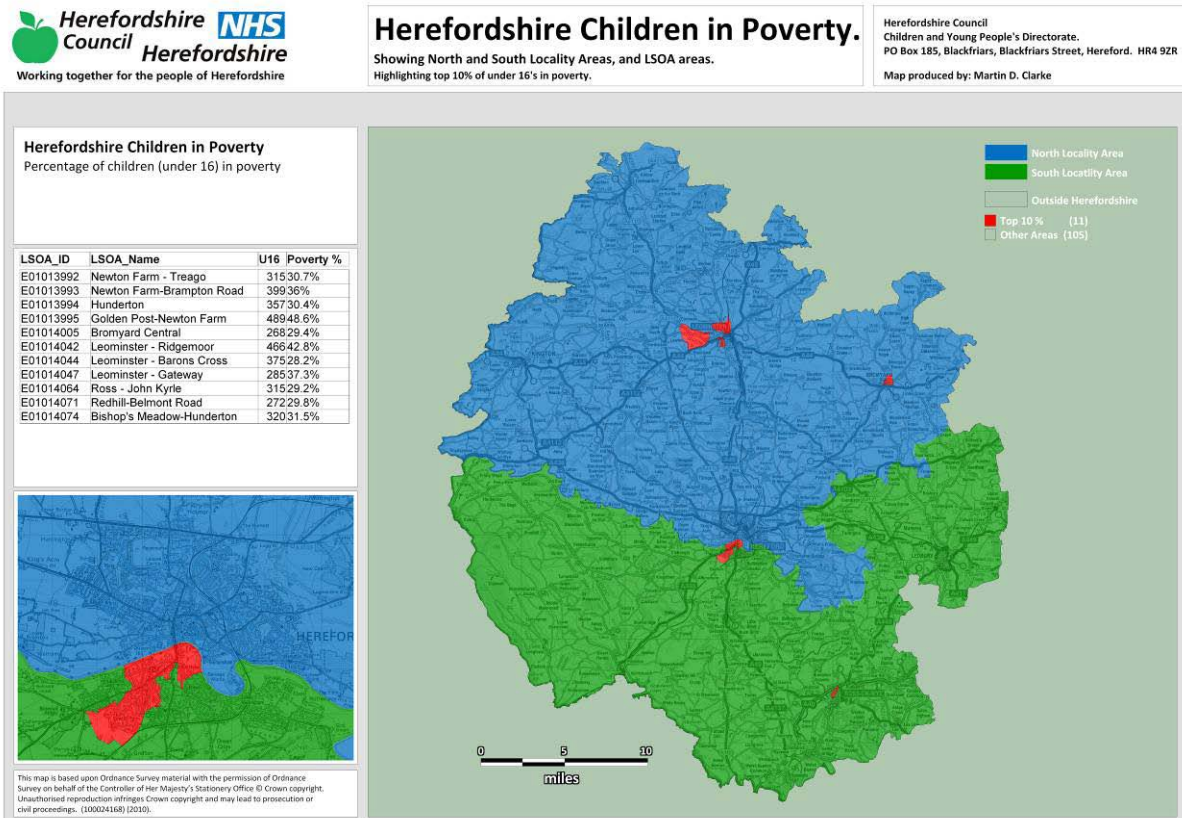
Whilst insufficient income can be addressed through additional benefits, during a time of austerity this is unlikely to be either sufficient or sustainable. The challenge is to create the opportunities for individuals to increase their income, whilst at the same time ensuring that there is sufficient support to ensure that work pays. Insufficient or expensive child care or removal of existing out of work benefits must be managed so as to support individuals into work and not keep them entering the job market.

Focussing on the local situation in Herefordshire, the percentage of children in poverty across lower super output areas ranged from a low of 1.3% in Ross – Archenfield to a high of 48.6% in Golden Post – Newton Farm. A map showing the areas with the highest percentage of children in poverty is shown in fig1. The disparity amongst areas in a relatively small county is a stark reminder of the inequalities that still exist. A snapshot of all Known Children¹³ in Herefordshire was established from NHS Herefordshire allowing percentage indicators to be converted into numbers of children and vice versa. As of August 2008, 4,600 children (under 16 years) were living in poverty. There were ten areas with fewer than 10 children living in poverty whereas at the other end of the scale there were three areas with around 100 children in poverty (two in Hereford City South of the river, Hunderton and Newton Farm-Brampton Road and the Leominster Gateway area) and two areas that had around 200 children living in poverty, Leominster Ridgemoor area and in the South Wye area of Hereford City, Golden Post Newton Farm.

¹³ Children registered with a General Practitioner

The highest five areas in percentage terms all have over one hundred children living in poverty¹⁴. In the South of Hereford City these areas included Newton Farm – Brampton Road and Hunderton, whilst in Leominster both Leominster – Gateway and Leominster Barons Cross featured. The two areas showing 200+ children living in poverty included Golden Post – Newton Farm in the South of Hereford City and Leominster – Ridgemoor.

Fig1: LSOA's with the highest percentage of children in poverty



The Income domain of the IMD is further broken down into sub-domains of Older People¹⁵ and Children¹⁶. The two LSOA's presenting the highest percentage of children in poverty are both in the top 10% national decile of the income deprivation sub-domain children. Leominster Ridgemoor records the highest national rank of 982 out of almost 32,500 LSOA's nationally.

A further key measure of income deprivation is the percentage of pupils eligible to free school meals in the area. Free school meals are currently awarded to the parents of pupils in receipt of the following benefits¹⁷:

- Income Support
- income-based Jobseeker's Allowance
- an income-related employment and support allowance
- support under Part VI of the Immigration and Asylum Act 1999

¹⁴ HM Revenue & Customs – snapshot August 2007

¹⁵ People aged 60 and over living in income deprived households

¹⁶ Children ages 0-15 living in income deprived households

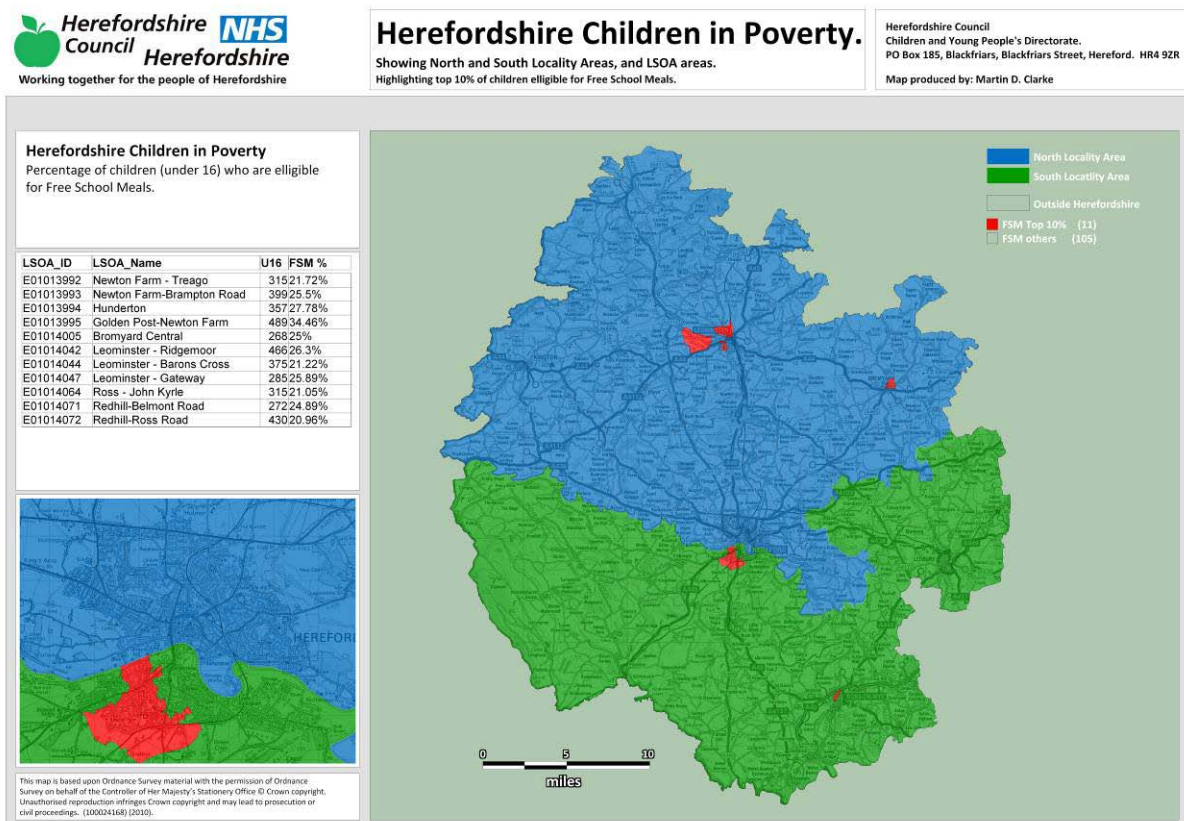
¹⁷ From 6 April 2010

- Child Tax Credit (provided they are not entitled to Working Tax Credit) and have an annual income that does not exceed £16,190 as assessed by Her Majesty's Revenue and Customs*
- the Guarantee element of State Pension Credit

Children who are also in receipt of qualifying benefits in their own right are also eligible to receive free school meals.

The School Census conducted once a term collects a record of pupils eligible for free school meals and is therefore both a very current and accurate measure. At the same time, however, it should be remembered that the current system relies upon a parent actually applying for the benefit and there may be a number of reasons why this does not happen, including fear of bullying, lack of awareness, illiteracy and most commonly social stigma. Those LSOA's with the highest percentage of pupils eligible to free school meals is shown in Fig2.

Fig2: LSOA's with the highest percentage of children eligible to free school meals



With the exception of Bishop's Meadow Hunderton, the top eleven LSOA's with the greatest percentage of pupils eligible to free school meals matched the top eleven LSOA's with the highest percentage of children in poverty. Golden Post – Newton Farm showed a figure of 34.46% pupils eligible which was some way ahead of Hunderton at 27.78%. This suggests that in Herefordshire the benefit is being taken-up in proportion to need. Redhill – Ross Road stood out as an anomaly with a take-up of 20.96% for free school meals with a 'children in poverty' percentage of just 17.0%. This could be attributed to a local school targeting qualifying parents to take up the benefit.

The numbers claiming Income Support with a child under 16 and no partner again shows a strong correlation to the percentage of children in poverty. Golden Post – Newton Farm heads the list of LSOA’s by some margin, displaying a total of 70 children compared to Leominster – Ridgemoor in second position with 50 children. The LSOA of Redhill – Ross road again showed up as anomaly representing the sixth highest score for this measure but, only the thirty seventh highest recorded percentage for children in poverty.

Further relevant information, not available at small area level, shows that earnings¹⁸ in Herefordshire for both full and part-time workers, male and female are below both regional and national levels. The subject of rurality and its effects is discussed later in this document but a brief reference is pertinent at this stage. For families living in many parts of Herefordshire, the cost of transport to access services is disproportionate to those living in more urban authorities. This is true of both health and leisure facilities such as A&E, cinemas and swimming pools.

The local authority is currently engaged in a number of specific projects attempting to address poverty through engagement in employment. A prime example is the awarding of business grants to support job creation. Funding through a number schemes including the Rural Enterprise Grant, Redundant Building Grants and Business Booster hope to stimulate investment and provide a kick-start to prospective businesses or those wishing to expand.

Whilst employment is the surest way out of poverty for families, this will only be successful where jobs are sustainable and earnings equitable. The tables below show a number of statistics regarding earnings of workers living in Herefordshire. Median earnings, by definition reflect the middle value whereas mean values show average earnings and suffer from being skewed by those high-earning employees. Similarly, it should be understood that whilst annual changes are based on relatively small samples and therefore not statistically significant, they do provide a useful comparison.

Gross Weekly pay (full time workers)

	Median £
England	496.00
West Midlands	457.40
Herefordshire	426.80

	% change from 2006
England	+10%*
West Midlands	+10%*
Herefordshire	+12%

*significant increase

Compared to both regional and national figures, the weekly work-based earnings of Herefordshire residents compares poorly and appears to be worsening. The gap between local, regional and national earnings appears to be growing wider. In 2006, Herefordshire's earnings were 6% lower than the West Midlands, whereas in 2009 this gap had widened to 16% lower. The gap between Herefordshire and England’s earnings is wider, 14% lower in 2006 increasing to 23% lower in 2009.

Gross weekly pay (full time male)

	Median £
England	538.50
West Midlands	492.40
Herefordshire	457.60

	% change from 2006
England	+9%*
West Midlands	+9%*
Herefordshire	+9%

*significant increase

¹⁸ Earnings by place of residence ASHE survey of hours and earnings 2009

Female full-time earnings were 0.87 of male earnings, 13% lower. This comparatively high ratio is largely due to Herefordshire's male workers having relatively low earnings compared to other authorities. The 2008 Child Sufficiency Assessment highlighted a supply gap in rural areas in childcare for under 2's and for families in these areas it is likely that the full time male wage is the only income coming into the household as mothers struggle to find employment due to the need to care for children at home.

Gross weekly pay (part time female)

	Median £		% change from 2006
England	154.90	England	+11%*
West Midlands	151.20	West Midlands	+12%*
Herefordshire	142.10	Herefordshire	+5%

*significant increase

For those mothers who do manage to find employment, many will do so on a part time basis. For a single mother with children attending an Early Years Childcare Setting or primary school, the financial pressures become obvious and when the rurality aspect is added to this, then these pressures become further exacerbated.

When individuals and families are short of cash there is a heightened probability that they will turn to any and every available source to find extra cash to 'see them through'. Low income families are more likely to experience difficulty in obtaining access to conventional forms of credit such as 'high street' credit and are therefore, more likely to rely on the subprime finance market and or, illegal forms of money lending such as 'loan sharking'. Subprime is the making of loans that are in the riskiest category of consumer loans and are typically sold in a separate market from conventional lending.

Typically such debtors will often have a history of higher default rates on previous loans, a lack of officially recorded credit history or a record of excessive debt, a history of missed payments on various agreements, potentially previous bankruptcy and a record of failing to pay some debts at all. They are also likely to be claiming benefit and or have low incomes, as well as living in social housing.

The subprime finance market can cause a devastating effect on families, especially those with low incomes. A common result being that they enter a vicious circle of debt, which they find difficult to escape, or at worse, may never get out of. The resultant stresses and arguments debt causes puts a huge strain on families with children likely to be adversely affected in some way or another.

One of the most common reasons for taking out relatively small high interest loans is to pay for presents, especially for birthdays and at Christmas. Doorstep unsecured loans are the most common such as, Provident cash loans, but the loans can easily spiral out of control as people take out further loans to pay off previous ones.

These however, are by no means the worst types of legal loans we have found that are readily available. Arguably, the 'log- book' type loan is the worse and this is where a cash loan typically with 400% interest, is secured on the debtors car. Where the debtor defaults and this leads to having the car repossessed and sold at auction for a small fraction of the original loan, the debtor is still left with virtually the whole loan to repay and now has no car.

A reported example to Hereford Council's Environmental Health & Trading Service concerned a consumer living in social housing with a girlfriend and 3 children, who took out a £600 log book loan with £1900 to repay over 70 weekly payments. He made £900 or so in repayments, but as is often the case could not keep them up, fell behind and the car was repossessed. The car which was worth £800 was sold at auction for £300. The repossession charges and default charges exceeded £500, which resulted in the consumer not only losing his car but was also still left with a debt of over £1000 to pay.

Although Trading Standards intervened in this case and with various legal arguments did manage to get the debt written off, in most cases however, this does not happen.

As a consequence, Herefordshire Trading Standards have been actively involved with the Office of Fair Trading in attempting to revoke the credit licence of one particular log book loan company which is currently going through the appeal stages. In addition, we have also submitted a comprehensive report on the subprime car finance market to the Office of Fair Trading, which also highlighted the abuses of low income families who buy cars on credit from large out of county car supermarkets.

The average cash price of the cars sold is £5000 but consumers are taken advantage of by the cars being overpriced by £1000, forcing them to take out insurances such as PPI [Personal Protection Insurance] and the whole finance agreement will have around £15000 to repay. Again, with the subprime market, defaults are around the 15-20% mark, and when payments are missed the car is repossessed and the victim is left with no car and a typical debt of £10,000 to repay. Such debt is often extremely difficult to repay and often bankruptcy is the only option for the family.

It is estimated that there are approximately 165,000 households using illegal money lenders in the UK, with around half of these in the most deprived areas as measured by the top 5% of the government's index of multiple deprivation (IMD) scores. This represents 0.44% of the adult UK population, 3% of low-income households [bottom quintile of household income] and 6% of households in the most deprived areas. This compares to 2.3 million users of high-cost licensed home credit lenders in 2005, 6.15% of the UK adult population. On the most deprived estates, 50% of residents have used home credit lenders within the last 5 years. This is based on claimed level of use and is therefore likely to understate the actual level of illegal lending use.

Illegal lenders seek to control their victims primarily in order to create an ongoing income stream over a continually extended term, essentially for as long as it can be sustained. They therefore obfuscate both the cost of the loan and the terms on which it is made, through a range of mechanisms. The most important of these are disproportionate and often arbitrary penalty charges for missed payments and small "top up" loans – often to enable payments on the loan that might otherwise be missed. Paperwork is rarely provided and as a result, and in the light of the mechanisms just described, borrowers cannot calculate what they owe or for how long they may have to go on paying the lender. Amounts actually paid to the lender can bear little relation to the amounts advanced or to the borrower's understanding of price at the outset. Sums advanced are low, averaging close to £250, but can also be very small sums (as low as £30-£50, particularly in Scotland) to be repaid the following week.

Researchers have found users of illegal lenders are markedly less likely than other residents of deprived estates to have any meaningful engagement with mainstream financial services. On deprived estates which are not served by the home credit lenders, illegal lenders are the leading source of cash credit. On similarly deprived estates which are served by the home credit lenders, Home credit is the leading source of credit by a considerable margin. There is a significant degree of cross-over between use of illegal lenders and use of both high-cost licensed lenders and the Social Fund. Around one in ten home credit users in the most deprived estates admit to using an illegal money lender. A little more than half of those using illegal money lenders have had a home credit loan in the last year. Half of those using illegal lenders have had a Social Fund loan in the last year. There is only patchy use of credit unions among either those using illegal lenders or at risk of doing so (i.e. those being turned down by the high-cost home credit lenders). That said, some credit unions, particularly in Scotland, have developed considerable expertise and experience in lending to very high-risk borrowers, including those using illegal lenders.

Nationally, debt problems have reached epidemic proportions with total UK personal debt now amounting to some £1 ½ trillion. The problems associated with personal debt are well documented and therefore not something that will be reported in any depth within this document. Whilst the majority of personal debt is on secured dwellings (85% nationally), consumer credit, including problems with credit cards, store cards, charge cards, unsecured personal loans, bank and building society overdrafts, catalogue and mail order debts, remain the biggest problem area in terms of volume of enquiries. Debts relating to mortgages, rent arrears and secured loans are a growing area in terms of enquiries.

In 2009-10 the number of enquires dealt with by the CAB in Herefordshire for debt related issues was relatively low when compared with England and Wales as a whole - just 8.3 enquiries per 1,000 population aged 16+ compared to 14.6 for England and Wales. Inevitably the number of enquiries will be largely affected by the ability of the individual to access the CAB service. The number and capacity of CAB offices and outreach services as well as the rural nature of Herefordshire maybe a limiting factor in the number of enquiries that are dealt with compared to CAB's elsewhere in the country. Although CAB Herefordshire has seen increases quarter on quarter in the number of enquiries these numbers are constrained by the capacity of the CAB to handle increased volumes. Locally, enquiries to CAB regarding debt were up by 16% on the same point in the previous year – similar to trends regionally and nationally. Enquiries relating to credit/store cards, unsecured personal loans, catalogue and mail order, and hire purchase debts were down 4%, whilst enquiries relating to mortgages/secured loans were up 78%. Also of concern is the large increase in bankruptcy and debt relief order enquiries up 91%. The devastating psychological affect on individuals and families of debt related problems can lead to family breakdown as well as lasting problems due to ruined credit ratings. Debt advisors have noticed particular problems associated with residents living in rural areas. The increasing costs of petrol and diesel combined with VAT increases have a disproportionate effect on those living in isolated areas. The use of a car is mandated by the lack of adequate public transport and the limited facilities that are available within the immediate vicinity. Residents rarely have access to mains gas and are reliant on expensive oil for heating. During the winter months there is often a real choice to be made between heating or eating.

Emerging points

The main points emerging from this section include:

- Education and awareness of the risks involved in sourcing credit from the subprime market
- Encourage, support and assist access to more stable forms of credit such as credit unions or 'My Home Finance'
- Increasing families income in real terms
- Ensuring that entry into the job market is facilitated
- Avoiding the benefit trap. Working has got to pay
- Understanding children's worries about the family's economic situation
- Ensure young people have aspirations and not accept the status quo
- Breaking the generational benefits chain.

Hi-lighting Herefordshire

Significant LSOA's include

- Golden Post – Newton Farm
- Newton Farm – Brampton Road
- Hunderton
- Leominster – Barons Cross
- Leominster – Ridgemoor
- Leominster - Gateway

My Job Prospects

Parental employment is the single biggest determinant of family income. Living in a household where no adult is working puts a child at a 63 per cent risk of poverty¹⁹. Work continues to be the best route out of poverty although it is not a guaranteed exit strategy. In-work poverty is a particular challenge with workers who are low paid in one period, much more likely to be low paid in later life²⁰. Both the economic climate and the labour market are important determinants of employment opportunities, as are other factors such as transport and childcare, both of which are mentioned in this document. Recognising that work is the surest and most sustainable way to escape poverty, the Government has set itself the aspiration that working families should see a clear path out of poverty with parents supported into work, improving their skills, increasing their earnings and moving into full-time work where appropriate²¹. The challenge in Herefordshire is not only support parents into work but, to ensure that children from poorer families aspire to find careers that will ultimately lead to full time, well paid employment.

In a recent residents survey 23% of respondents thought “Job Prospects” to be one of the most important factors of quality of life and 26% also thought “Job Prospects” was one of the factors that most needed improving.

The employment domain of IMD measures employment deprivation conceptualised as involuntary exclusion of the working age population from the labour market. To arrive at a total score, a number of individual factors are considered. These include, recipients of Jobseekers Allowance (JSA)(both contribution and income-based), men aged 18-64 and women aged 18-59, Recipients of Incapacity Benefit, men aged 18-64 and women aged 18-59, Recipients of Severe Disablement Allowance, men aged 18-64 and women aged 18-59, Participants in the New Deal for the 18-24s who are not in receipt of JSA, Participants in the New Deal for 25+ who are not in receipt of JSA and participants in New Deal for Lone Parents.

One LSOA lies in the top 10% national decile for employment deprivation. That LSOA is Golden Post – Newton Farm. A further seven areas fall in to the top 20% national decile including Bishop’s Meadow – Hunderton, Hereford City Centre, Redhill – Belmont Road, Leominster – Ridgemoor, Hunderton, Leominster Grange and College Estate.

The source of the measures of employment deprivation is DWP 2005. It is interesting to note that the LSOAs with the highest numbers of JSA claimants in June 2010 showed a very strong correlation to the 2005 IMD employment data, reinforcing the belief that areas do not change rapidly over time and may need sustained support over a number of years to realise impacts.

The percentage of those not in education, employment or training (NEET) aged 16-19 in 2009 indicates highest levels in central Hereford plus the market towns of Ross and Leominster. Ross – Chase recorded the highest level in the county (16.98%) with Ross – John Kyrle in third position (12.70%). Leominster Grange was sixth highest (12.12%) and Leominster Gateway eleventh (11.32%). There was a significant concentration of the highest NEET levels recorded south of the River Wye in Hereford. Golden Post – Newton Farm, Redhill – Belmont Road, Newton Farm –

¹⁹ Ending Child Poverty Making It Happen

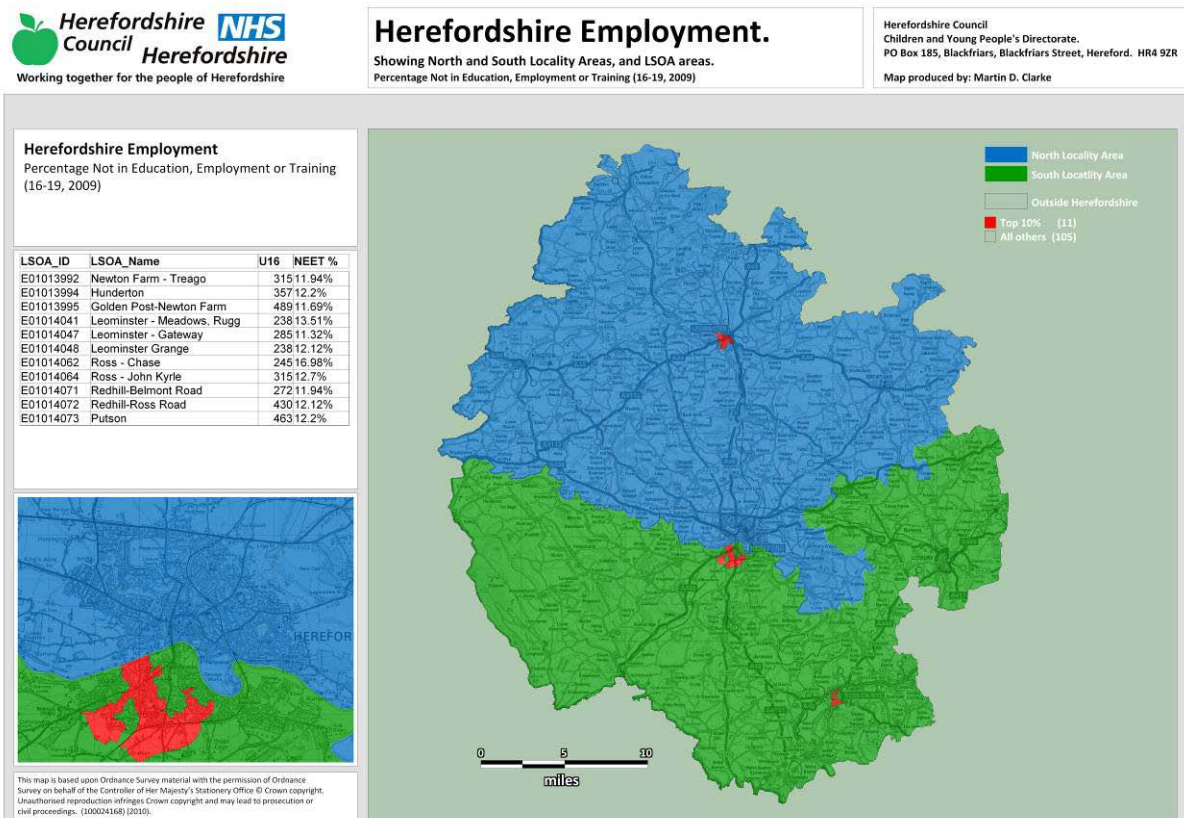
²⁰ *Nice work if you can get it: Achieving a sustainable solution to low pay and in-work poverty*, IPPR, 2009

²¹ *Ending Child Poverty: Everybody’s Business*, HM Treasury, DWP, DCSF, 2008

Tredego, Hunderton, Redhill – Ross Road and Putson all featured in the highest 10% NEET recorded in the county. A map showing those areas with the highest percentage of NEET is shown in Fig3.

The significance of NEET figures is obvious when considering the long term nature of poverty. Clearly, where high levels of NEET are occurring in those same areas that are already income deprived and experiencing higher levels of child poverty then the danger is that this situation is simply handed down to the next generation. The challenge is to break the cycle and ensure that the next generation in such areas become EET (in employment, education or training).

Fig3: LSOA's with the highest percentage of NEET (16-18 year olds not in education, employment or training).



Access to affordable childcare is a significant factor in determining the employment prospects for many parents. Where either the costs of childcare itself or the transport costs involved in accessing crèches, nursery childcare settings or childminders absorbs a significant proportion of household income, evidence shows that non-take up of services is greatly increased.

Herefordshire's 2008 Childcare Sufficiency Assessment showed non-users of childcare tended to be on lower incomes with users likely to be employed (or self employed) and working over 16 hours per week. Rurality and transport issues were raised by both parents and childcare settings as a restriction upon parents and their ability to maintain care for their children outside of school hours and return to work, increase hours at work or study. The assessment found that childcare settings in rural areas were likely to be less sustainable than those in town. Parents in these areas are either faced with increased charges or having to travel greater distances to access childcare, (which

amounts to the same thing when the costs of transport are taken into account). A copy of the 2008 Child Sufficiency Assessment is shown as an appendix to this document (appendix 3).

A study of rural Children's Centres commissioned in 2009 by CRC found that more than a quarter of parents interviewed did not feel that the childcare available locally adequately met their needs. A shortage of crèches and of childminders was highlighted by many²². Finding suitable childcare to enable parents to work was reported as a barrier by many of the families interviewed. The recent CRC update shows on average, a rural Children's Centre serves 1,218 children compared to an urban centre which serves 959 children²³.

Recruitment and views about young people from employers as part of the Herefordshire Business Survey revealed valuable intelligence. The recruitment of young people straight from education (under 24) declined between 2007 and 2009 both regionally and nationally, by 3 percentage points in both. In 2009 18% of enterprises in Herefordshire had recruited from this group compared to 23% across England. Looking at the age at which employers recruit people under 24 the greatest proportion reported recruiting people aged 17 to 18 straight from school or college (10%), followed by under 24s straight from Higher Education (7%) and 16 year olds straight from school (5%). The proportion of enterprises recruiting from these age groups was smaller for all three compared to nationally. When asked how prepared people under 24 were for work, it was 17 and 18 year olds that were the least prepared for work with 20% of employers reporting this compared to 14% for people aged 16 straight from school and 9% for employees recruited from higher education. The skilled trade vacancies accounted for the greatest proportion of vacancies that were hard-to-fill due to a lack of skills in the labour market²⁴.

The reason for recruits being poorly prepared varied depending at what stage they were recruited. For 16 year olds recruited straight from school it was a lack of working world, life experience or maturity that was reported by 100% of employers. For 17 and 18 year olds it was poor attitude or personality or lack of motivation that was reported most frequently by employers (78%). For people recruited straight from higher education it was a lack of required skills or competencies (64%).

In May 2010, despite the recession, 27% of businesses experienced an increase in turnover in the previous 12 months. Confidence was reasonably high for the forthcoming year. Also, 15% of businesses said the number of people they had employed in the last 12 months had increased, compared to 13% who said it had decreased and 72% who said it hadn't changed. Looking forward the picture was positive, with 19% of employers expecting an increase in workforce over the next 12 months, compared to just 3% who said it would decrease and 75% who said it would stay the same. Many businesses (47%) felt they are operating below full capacity, a few (6%) are working at over capacity and 42% are operating at full capacity. This suggests there is potential for many companies to maximise their capacity and potential before recruiting more staff.

The recent announcement by the coalition government on welfare reform will have a major impact on the current benefits system. Iain Duncan Smith, the new work and pension secretary recently claimed that the welfare system is "bust" with such penal disincentives to work that many people on

²² CRC 2009 Insights from users and providers of Children's Centres in rural communities: Summary report

²³ CRC 2010 State of the countryside update: Children and education services

²⁴ National Employer Skills Survey 2009

benefits regard those who take up job offers as “bloody morons”. Mr Smith claims at present it is not worth going from the dole into work if the job pays less than £15,000. Whilst this is a sweeping statement that discounts the large differences in cost of living throughout the country, including travel to work expenses, it also ignores the fact that simply being in work provides the opportunity to progress, develop further skills and increase salaries. There is no doubt that talking welfare reform is going to be both a complex and lengthy task. The West Midlands Economic Inclusion Panel has submitted a formal response to the Department for Work and Pensions 21st Century Welfare Consultation. The response is shown in appendix 4.

Mentioned earlier in this document, the local authority is currently engaged with a number of specific projects aimed at stimulating business enterprise. During recession it is often grant monies that provide the vital cash injection to enable fledgling businesses to start-up and existing businesses to realise expansion projects. Examples of the schemes currently supported by the local authority include:

Business grants to support job creation: Rural Enterprise Grant, Redundant Building Grants, business Booster

Supporting Enterprise: a large scale scheme to facilitate growth in businesses

Regeneration schemes: to support better paid jobs and employment opportunities. This has included improving infrastructure at Rotherwas, one of Hereford’s key employment hubs as well as assisting with new construction and retail jobs through Hereford Futures

Employability schemes: including Future Jobs Fund and Wheels to Work support

Targeted intervention at South Wye: including a women’s project to introduce employment options

Promotion of local procurement: Shop Hereford, Truffle Herefordshire, contract ready seminars and business to business seminars.

Such schemes are vital and must constantly be reviewed and developed. If employment is the most successful way out of poverty, it is essential that entry to employment and the transition out of benefits is facilitated as far as possible.

Emerging Points

The main points emerging from this section include:

- Without targeted intervention, the areas of highest employment deprivation are likely to remain similar over time
- Areas of current employment deprivation that also demonstrate significant level of NEET show potential for inter-generational unemployment.
- Local businesses have indicated that job seekers are lacking in skills making it difficult to recruit into skilled and semi-skilled professions (electricians, plumbers and managers)
- Partnership working between higher education providers and local business is essential if young people are to emerge from education as work ready and aptly skilled.

Hi-lighting Herefordshire

Significant LSOA's include

- Golden Post – Newton Farm
- Redhill – Belmont Road
- Hunderton
- Leominster Grange

My Education and Skills

Children with low educational attainment and low skills naturally lead to an unskilled and unproductive workforce, stunting overall economic growth. It also means increased spending on welfare benefits. Experience of poverty in the early years can have a long-term impact on children's cognitive development²⁵ and educational attainment²⁶ so early intervention is not only beneficial, it is critical. Currently half of those with no qualifications are in employment, compared to 90 percent of those with a degree²⁷. The importance of non-cognitive skills to employment and earnings is becoming increasingly apparent: research has shown that non-cognitive skills improve educational attainment but have an effect on earnings above and beyond this²⁸.

It has already been established that free school meals are both a current and accepted indication of deprivation and at a local level, the gap in attainment at key stage 4 between pupils who are eligible to the benefit and their peers who are not is well known. In Herefordshire this gap has reduced significantly over the past three years; however, in 2009 whilst the percentage of pupils attaining 5 A*-C GCSE or equivalent including English and Maths was 54.4% for pupils not eligible to free school meals, it was only 27.3% for pupils claiming the benefit.

Of the six LSOAs with the lowest percentage achieving 5 A*-C GCSE or equivalent including English and Maths, all had over 20% of pupils eligible to free school meals. The LSOA with the lowest attainment (Redhill – Belmont Road 11.76%) had the seventh highest percentage of pupils eligible to free school meals (24.89%), the second and third lowest attaining LSOAs (Newton Farm – Brampton Road 12.12% and Golden Post – Newton Farm 21.43%) had the eighth (25.50%) and highest (34.46%) percentage of pupils eligible respectively. At the other end of the spectrum, of those LSOAs recording an attainment over 80%, seven out of the nine had less than 6% of pupils eligible to free school meals. The poorest performing LSOA's at GCSE are shown in fig5.

The gap in attainment is already evident when pupils are assessed for Foundation Stage Profile at the end of their Reception year. In 2009 in Herefordshire, the two LSOA's with the lowest percentage of pupils achieving a good standard²⁹ (Leominster – Gateway and Leominster – Ridgemoor) had the third and fourth highest percentage of pupils eligible to free school meals.

The inequality continues following statutory education with just 14% of those eligible to free school meals at 15 in Herefordshire going on to get a level 3 qualification by the age of 19. This compares to 55% for pupils not in receipt of free school meals.³⁰

²⁵ Neighbourhood and family influences on the cognitive ability of children in the British National Child Development Study McCulloch, A. and Joshi, H., 2000

²⁶ Inequality in the Early Cognitive Development of British Children in the 1970 Cohort, *Economica* Vol 70, Feinstein, L., 2003

²⁷ Fairness and Freedom: the Final Report of the Equalities Review, The Equalities Review, 2007

²⁸ The effects of non-cognitive abilities on labour market outcomes and social behaviour, NBER working paper, Heckman., J, Stixrud., J and Urzua, S., 2006,

²⁹ 78+ points including 6+ in Communication, language and literacy (CLL) plus Personal, social and emotional development (PSE)

³⁰ SFR04 2009

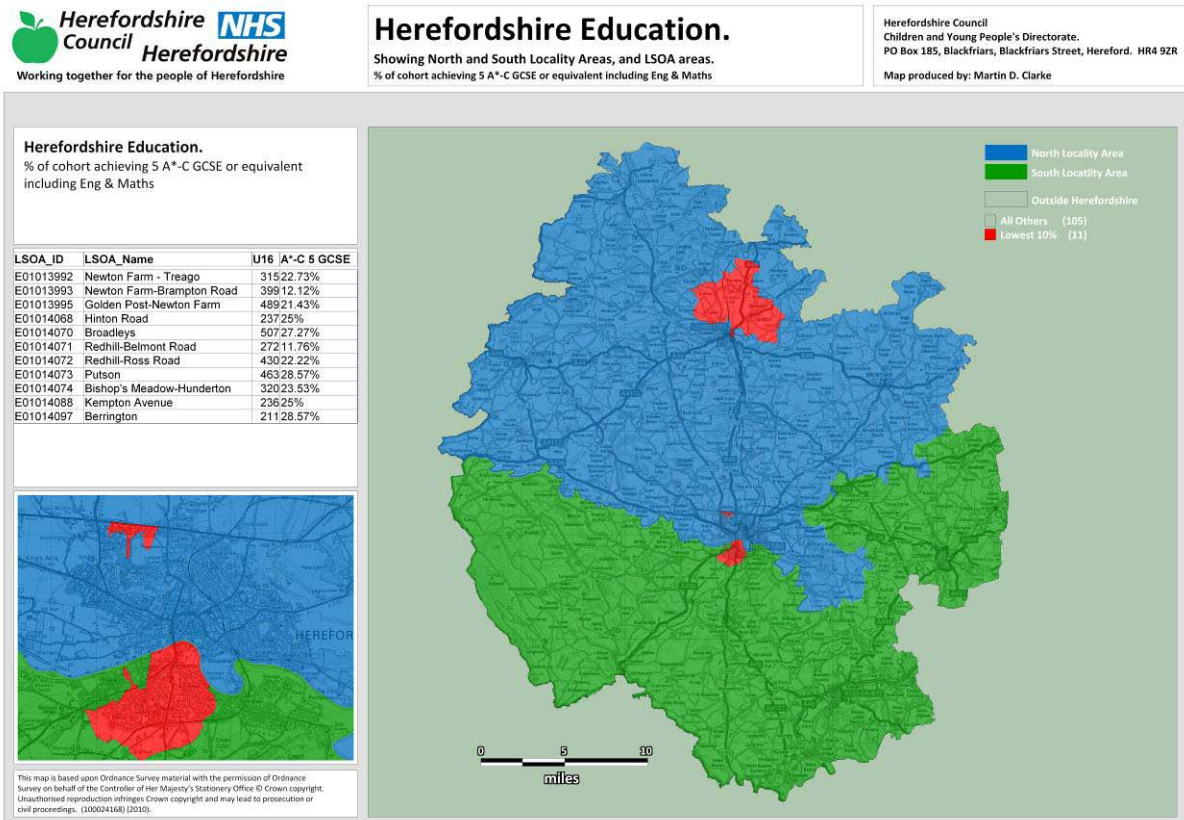
Four LSOAs fell in to the top 10% national decile for the IMD sub-domain Education, Skills and Training and Skills. These were Redhill – Belmont, Newton Farm – Brampton Road, Golden Post – Newton Farm and Newton Farm – Treago; names that have appeared many time in this document. Of these four areas, the first three recorded levels of unauthorised absence amongst the highest 10% in the county in 2008-9 whilst Newton Farm – Brampton Road and Golden Post – Newton Farm were both in the highest 10% of LSOAs for unauthorised absence.

It is pertinent at this stage to make reference to the significant achievement of young people in Herefordshire. The percentage of pupils achieving 5 A*-C GCSE (or equivalent) including English and Maths rose again in 2010 to 55.1%. This exceeds the national average of 55.0% and shows consistent improvement over the past four years (2006 48.0%, 2007 51.7%, 2008 52.4%, 2009 52.5%). Despite the numbers of factors potentially impacting on achievement that we have seen and which are explored further in this document it is important to recognise the progress made locally. Even though an unacceptable gap in achievement still exists between those young people eligible to free school meals and their peers, those in receipt of the benefit have seen significant improvements in recent years. The percentage achieving 5 A*-C GCSE (or equivalent) has increased from just 26.5% in 2007 to 58.9% in 2010. When English and maths are included, the percentage achieving shows an improvement from 18.8% in 2007 to 27.6% in 2010.

It has been suggested by employers that many young people are not 'work ready' on leaving school which makes them unfavourable candidates for employment. There is evidence to suggest that in general, 18 year old labour market entrants were more likely to be in higher status jobs at 19 than 16 year old entrants. Among 16 year old entrants 5.2 per cent were in managerial or professional jobs at the age of 19, compared with 15.6 per cent of 18 year old entrants at the age of 19. This may indicate that the 'added value' of remaining in post-16 education for two years outweighed any benefits that accrued by spending longer in the labour market. However, it should be borne in mind that early labour market entrants tended to have lower Year 11 attainment levels in comparison to their counterparts who chose to remain in education. In addition, few 18 year old labour market entrants were in skilled trades at the age of 19.

EMA has been shown to increase the proportion of eligible young people who were in full time education at 16 and 17. Critically, the largest effect was on young people from socio-economic groups 4 and 5 (semi skilled and unskilled workers and those not in work). EMA has been shown to have a disproportionate, positive, impact upon the destinations of specific target groups who tended to be under-represented in post 16 education, namely young people from lower income families and young men. The effects of EMA have not been quantified at a local level and further research in this area is required to ascertain the success or otherwise of this incentive, however with the recent announcement of the benefit ceasing there is no doubt that some young people will be less inclined to continue in education beyond 16. EMAs were basically a means-tested allowance of between £10 and £30, paid to 16- to 19-year-olds who stay on in education and whose household income had to be less than £30,810 per year. Those receiving the maximum £30 payment make up 80% of all recipients and their household income is below £20,817 per year. This sum may seem insignificant – but as a survey carried out by the NUS in 2008 found, 65% of participants on the £30 rate stated that they could not continue to study without EMA.

Fig5: LSOA's with the lowest percentages of pupils achieving 5A*-C GCSE or equivalent including English & maths.



Emerging Points

The main points emerging from this section include:

- Qualifications and skills are a key factor in breaking the generational cycle of low attainment, poorly paid or no employment and future poverty.
- Intervention at an early stage is essential if the inequality gap in attainment between rich and poor is to be narrowed.
- Supporting young people to stay on into post 16 education is a proven factor in increasing long term job prospects.

Hi-lighting Herefordshire

Significant LSOA's include

- Redhill – Belmont Road
- Newton Farm – Brampton Road
- Golden Post – Newton Farm

My Physical and Mental Wellbeing

Health data is a valuable tool when looking at issues of poverty, and research shows that health is closely linked to many outcomes, and may be directly linked to poverty. Unfortunately, the vast majority of health related measures are not currently available at anything below county level which makes pin-pointing pockets of need more difficult.

Child obesity is measured via the National Child Measurement Programme (NCMP) in schools but, this data is not released below county level. Nationally, child obesity is increasing and early indications show that obesity is linked to poverty. Research suggests that the working-age obese may be 15-20% less likely to be in employment than the non-obese, other things being equal. Over the last few years there has been a slight increase in the percentage of reception year pupils who are overweight. The 2008-09 school year measuring found 14.7% of pupils were overweight and 9% were obese, compared to 2007-08 when 13.2% of Reception year children were overweight and 8.9% obese. Also in this period, there was a slight increase in percentages of Year 6 children who were both overweight and obese. The latest data recorded in 2008-09 showed 18.9% of Year 6 pupils were obese and a further 13.7% were overweight.

Alcohol related admissions to hospital for under 16's, another key indicator of child health, is not available at small area level. Of particular concern however, is the number of year 10 females (14-15yrs) admitted, who account for half of admissions in this category. Across Herefordshire estimated rates of binge drinking vary from 13.3% to 24.2% of the total population³¹ and the average rate for the County is 16.8%. The highest rates in excess of 20% are estimated for areas in and around Hereford City plus an area just west of Hereford City. Generally the lowest rates are estimated to be in relatively rural parts of the County. ONS prevalence estimates suggest that higher levels of binge drinking tend to occur in relatively deprived parts of Herefordshire. Of specific concern is the tendency for young people to drink irresponsibly. There are five areas that come out as areas of concern when looking at 16-24 year olds alcohol specific admission rates, these are:

- **Pyon Hill** comprising part of Burghill, Holmer & Lyde, part of Golden Cross with Weobley, Credenhill, and Wormsley Ridge wards.
- **Racecourse** comprising part of Three Elms ward.
- **Hereford City** comprising Central, part of Aylestone, part of Three Elms and part of Tupsley wards.
- **Kingsfaling** comprising St Nicholas ward.
- **South Wye West** comprising part of Belmont and part of St Martin's and Hinton wards.

This needs assessment essentially looks at children under 16 whereas this analysis of young adults looks at 16 to 24 year olds, slightly outside the remit of this assessment however this data may give us an indication of aspirations and behaviours with regard to alcohol of under 16 year olds, as evidenced by the under 16 alcohol admissions to hospital. Until further small area data is available it is not possible to draw conclusions as to the correlation between alcohol abuse and deprivation.

³¹ Of MSA areas - Mid Level Super Output Areas (geographical areas of approximately 7,500 people

Under 18 conception rates (2005-7) are currently available at ward level and those wards showing the highest rates include Central 85.9 per 1000 girls aged 15-17 yrs (almost three times higher than the county average, however it should be understood that this is based on relatively small numbers of conceptions (11)). St Martin's and Hinton (68.8 per 1000, 45 conceptions), Belmont (66.8 per 1000, 44 conceptions) and Leominster South (58.6 per 1000, 16 conceptions). The LSOA's encompassed by these wards are shown below.

Ward	LSOA
Central	Hereford City Centre
	Hospital
St Martin's & Hinton	Bishop's Meadow – Hunderton
	Broadleys
	Dales and Pastures
	Hinton Road
	Putson
Belmont	Redhill-Belmont Road
	Redhill – Ross Road
	Belmont - Abbotsmead
	Belmont – Whitefriars
	Golden Post – Newton Farm
Leominster South	Hunderton
	Newton Farm – Treago
	Newton Farm – Brampton Road
	Leominster - Castlefields & Ru
Leominster South	Leominster – Gateway
	Leominster – Ryelands
	Leominster - Grange

Those LSOAs that scored levels that were in the top 20% IMD 2007 national decile for Health and Disability deprivation included:

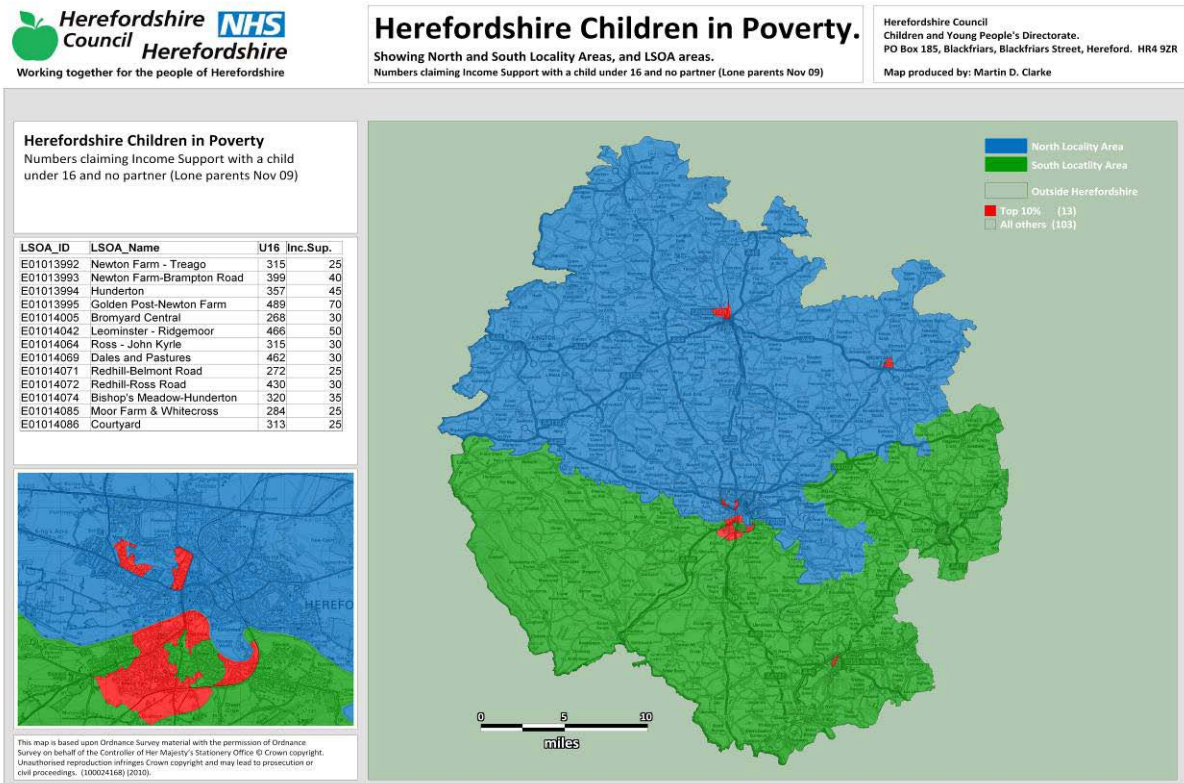
Leominster – Ridgemoor
 Golden Post – Newton Farm
 Redhill – Belmont Road
 Bishop's Meadow – Hunderton
 College Estate

Three out of these five LSOAs appear in wards showing the highest levels of under 18 conception rates.

Analysis of the numbers of adults claiming the Incapacity Benefit aspect of Income Support shows that highest numbers resided in the LSOAs of Leominster – Ridgemoor, Golden Post – Newton Farm and Redhill – Belmont Road. Although this measure does not relate directly to children (it measures adults in the area with low income due to their health), what cannot be ignored is the commonality of a few areas to several of these measures of deprivation. Likewise, the number claiming Income Support with a child under 16 and no partner (lone parents) shows a strong correlation with the LSOA's of Golden Post – Newton Farm, Leominster – Ridgemoor, Hunderton and Newton Farm – Brampton Road featuring as the areas with the highest numbers claiming. The same three LSOAs again appear in the top 10% of areas for under 16's claiming Disability Living Allowance, once again

suggesting problems spanning generations. A map showing the areas of Herefordshire with the highest claimants of Income Support with a child under 16 and no partner is shown in fig4.

Fig4: LSOA’s with highest numbers of claimants of Income Support with a child under 16 and no partner



The recent report “**The Foundation Years: preventing poor children becoming poor adults**” by Frank Field focuses on evidence that children’s life chances are most heavily predicted on their development in the first five years of life. The full report is included as an appendix to this document – appendix 5. Family background, parental education, parenting quality and the opportunities for learning and development in those crucial years matter more to children than money, in determining whether their potential is realised in adult life³². The report evidences that whilst there is a range of services to support parents and children in those early years, GP’s midwives, health visitors, hospital services, Children’s Centres and private and voluntary sector services provide fragmented services that are neither well understood nor easily accessed by those who might benefit most. It is cited that a shift of focus is needed towards providing high quality integrated services aimed at supporting parents and improving the abilities of our poorest children during the period when it is most effective to do so. Herefordshire has made significant progress with the development of locality working in and around Herefordshire. Locality teams bring together professionals from a range of disciplines who are deployed and managed at a local level. Service delivery areas identify geographic communities for service provision based on levels of need and vulnerability. West Midland Safeguarding Awards has highly commended the work being piloted in

³² The Foundation Years: preventing poor children becoming poor adults

Bromyard, Herefordshire where a wide range of agencies have been working together in the community to meet the needs of children and young people. The 'Team Around The Community' includes voluntary workers, police, schools, GP's, church, housing, mental health services, adult services, housing, and children's centres. The Team Around the Community now meets every six weeks. Agencies identify the children and young people who they are concerned about, work together with others to complete a CAF with the consent of the family, and agree the support to be provided. The families identified are known to a number of agencies, and the pilot offered a co-ordinated approach to meeting those needs.

Children's Centres in Herefordshire have been provided with Data Packs which comprise area specific information to assist with understanding the needs of clients within the local community. This, along with anecdotal evidence means that information on Children's Centre services can be positioned where potential clients frequent. The key focus for Children's Centres is families with children in the 0-4 years age bracket. Health visitors can offer breastfeeding advice and support to expecting or new Mum's whilst a host of other advisory services on parenting, local childcare, managing money and assistance in finding work or training programmes. Herefordshire is actively following the recommendation in Frank Field's report that Children's Centres should aim to become a hub of the local community. Herefordshire Children's Centre's are tasked with regular reporting on the reach of their services amongst within the community. This supports Field's suggestion that a Local Authority should understand where the children who are most deprived are, and how their services impact upon them. Central government should review legislation that prevents Local Authorities using existing data to identify and support families who are most in need. In particular, Department for Work and Pensions should ensure that new legislation on the Universal Credit allows Local Authorities to use data to identify families most in need. All of these measures would assist in reducing the current burden experienced by local Children's Centres in supporting those most in need.

Studies show that there is much more beyond just improving short-term family incomes in determining the life chances of poor children. A healthy pregnancy, positive but authoritative parenting, high quality childcare, a positive approach to learning at home and an improvement in parents' qualifications together, can transform children's life chances, and trump class background and parental income. A child growing up in a family with these attributes, even if the family is poor, has every chance of succeeding in life³³. Other studies have suggested that the simple fact of a mother or father being interested in their children's education alone increases their chances of moving out of poverty as an adult by 25 percentage points³⁴. For this reason it is important that parents are encouraged to participate with their children at Children Centres and nurseries so that teaching methods can be reflected at home.

A key recommendation of Field's report is that we should seek ways of teaching parenting and life skills through the existing national curriculum with appropriate modules being available for study through a range of existing subjects. Life inequalities have already clearly diverged by the age of 22 months so that any Fairness Premium for the most vulnerable mothers needs to start when they first

³³ The Foundation Years – preventing poor children becoming poor adults

³⁴ Blanden, J. (2006) *'Bucking the trend': What enables those who are disadvantaged in childhood to succeed later in life?*, DWP Working Paper No.3

register with the NHS as pregnant. Justification for this, if required, is that the success of parents in nurturing their children helps to determine the overall prosperity of the country. A healthy pregnancy – without smoking and a healthy diet and with good mental health – is more likely to lead to a healthy birth weight which in turn contributes to better health in later life³⁵. The challenge for the Herefordshire Partnership is to ensure that relevant child health data is collected and effectively disseminated. For example, statistics show that lower incomes mothers are less likely to breastfeed, however one study found that those low income mothers who breast-fed for 6-12 months had the highest scores of any group on quality parenting interactions at age five³⁶.

From the earliest stages we need to encourage the development of parenting skills. Father's interest and involvement in their children's learning is statistically associated with better educational outcomes. Whilst poor parenting exists across the income distribution it has less of an impact on better off children where other factors provide greater protection against poor outcomes. One study showed that a reduction in income and worsening mental health tend to lead to a reduction in parenting capacity. Increases in income, however, did not necessarily improve parenting capacity³⁷.

Society need to take service provision from conception to age five as seriously as it does compulsory education. What parents do in the home is more important than what schools do, so it is vital that early years services, Children's Centres, nurseries and other professionals involve parents and build on their strengths.

³⁵ The Marmot Review (2010) *Fair Society, Healthy Lives*.

³⁶ Gutman et al (2009) *Nurturing Parenting Capability: The Early Years*, The Institute of Education, London.

³⁷ Waylen A., Stewart-Brown S. (2010) *Factors influencing parenting in early childhood: a prospective longitudinal study focusing on change*. *Child Care Health and Development*; 36: 198-207.

Emerging Points

The main points emerging from this section include:

- Higher levels of binge drinking in city areas may be linked to the increased availability of alcohol from outlets, including clubs, bars as well as supermarkets.
- The long term consequences of irresponsible drinking are far reaching and require a multi-agency approach from across the partnership.
- Alcohol abuse impacts on:
 - Physical wellbeing
 - Mental wellbeing
 - Employability
 - Offending rates
- The correlation between Health and Disability deprivation and Child Poverty has consequences for the long term
- The early years (0-4 years) are a critical time in the long term development of children.

Hi-lighting Herefordshire

Significant LSOA's include

- Leominster – Ridgemoor
- Golden Post – Newton Farm
- Redhill – Belmont Road

My House

The IMD domains Barriers to Housing and Services – Wider Barriers along with Living Environment – Indoor Environment were examined. The sub domain Wider Barriers measures household overcrowding, difficulty of owner-occupation and the percentage of households for whom a decision on an application for assistance under the homeless provisions of housing legislation has been made, assigned to the constituent SOAs³⁸. The sub domain Indoors measures social and private housing in poor condition as well as houses without central heating³⁹.

The reasons that these measures were chosen was to hi-light the impact of rurality on poverty. The LSOA that scored highest on the wider barriers was Hereford City Centre and was the only area that came in the top 20% national decile. The majority of studies in this area tend to concentrate on the impacts that poor quality, overcrowded and temporary accommodation have on individuals' health and well-being, likelihood of criminality and educational attainment. It is worth mentioning some research⁴⁰ at this point.

Crime and offending:

Costs assessed for a basic police response to crimes related to poor housing conditions, plus the costs of burglary and criminal damage in these cases amount to £200M per annum for public sector stock, and rises to £1.8B if private sector stock is included. These costs exclude numerous other activities that stem from the initial crime: for example, costs of the court, prison and probation service; and physical and health costs resulting from the trauma of being a victim of crime

Education:

There is strong evidence that poor housing conditions result in educational underachievement, with children in better quality homes gaining greater numbers of GCSEs, 'A' levels and degrees, and therefore having greater earning power. Purely based on differences in GCSE results, we calculate the bill amounts to £14.8 billion pounds in lost earnings forecast for this generation in poor housing.

Health:

We have updated data related to the cost of treating medical conditions associated with poor housing conditions. These figures were based on estimates of costs of GP consultations, associated treatments, hospital in-days and hospital out-day referrals where it was assessed that a prime causative factor for the ailment was housing related. It excludes loss of earnings and any other related forms of treatment or therapy (e.g. treatment at drug or alcohol rehabilitation schemes). Our assessed cost is nearly £2.5 billion per annum.

Too often there is ignorance when it comes to housing deprivation. As we have seen earlier in this document, those areas that have arisen time and again have been in Hereford City or in the centre of Hereford's market towns. It is often assumed that residences in the countryside, which might look idyllic and may sometimes be of substantial size are the least deprived; however what this ignores is both the age and condition of many of these properties. Examination of the sub domain Indoor Living Environment clearly shows the extent to which a rural location can affect poverty. Of the 114 LSOAs in Herefordshire, almost one quarter (25) fell in the top 10% national decile with a further 26

³⁸ Communities and Local Government 2006

³⁹ 2003-5 average, source BRE & Communities & Local Government, modelled EHCS

⁴⁰ Social impact of poor housing: Danny Friedman March 2010

falling in the top 20%. A map showing these areas is displayed in Fig6. The majority of these have not as yet been mentioned in this document as they are rural locations. Most of the social housing in Herefordshire is based in the city centre or in the market towns and the vast majority of this is both well maintained and relatively modern. On the contrary there are a large number of private residences in the outlying areas of the county that are both old and poorly equipped. Many of these do not possess central heating and maintenance costs are often high and ongoing. The numbers suffering fuel poverty in these locations is generally much higher than in the more modern social housing discussed earlier. A household is considered to be fuel poor when it needs to spend 10% or more of its income to heat the home to an adequate temperature. Some professionals in the NHS have been surprised to learn that cold-related deaths have been highest in areas perceived to be reasonably wealthy, such as farmhouses in the countryside. What is overlooked is that these properties are often inhabited by older persons who no longer have any income from work and cannot afford to heat the old inefficient properties.

A new study from the Rural Services Network (RSN) for the Commission for Rural Communities (CRC) highlights the difficulties rural households face in keeping warm. The results of the study show a link between fuel poverty and the health and well being of the rural residents surveyed with more of the fuel poor rural households suffering from cold related illnesses such as asthma and respiratory disease than non-fuel poor rural households. The survey also showed that over 60% of the rural fuel-poor households that do not have a mains gas connection and use oil to heat their homes, found it difficult to afford, with that figure rising to over 72% for those households with children.

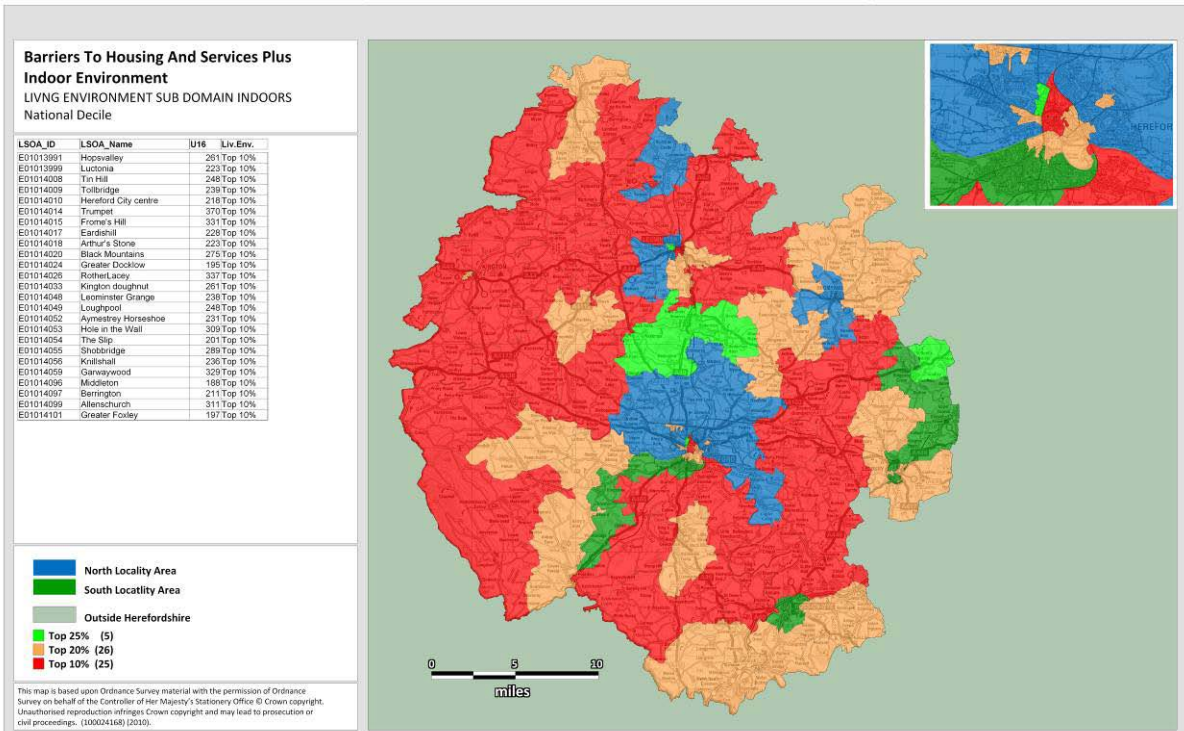
Fig6: Living environment 'Indoors'



Herefordshire Barriers to Housing

Showing North and South Locality Areas, and LSOA areas.
LIVING ENVIRONMENT SUB DOMAIN INDOORS National Decile

Herefordshire Council
Children and Young People's Directorate.
PO Box 185, Blackfriars, Blackfriars Street, Hereford. HR4 9ZR
Map produced by: Martin D. Clarke



August 2010 saw publication of the Affordable warmth strategy for Herefordshire which can be found in appendix 6. The report indicates the difficulty in providing an accurate figure for fuel poverty across the county due to the changing population. A House Condition Survey was conducted in 2005 throughout all tenure in Herefordshire. In 2005 there were an estimated 8,540 (10.7%) dwellings in fuel poverty in Herefordshire compared to approximately 11% in England based on 2001 English House Condition Survey. In spite of all the good work carried out in the last years, it is very likely that the number of fuel poor has increased due to a significant increase in energy prices. National Energy Action estimated that 20.3% of households in the West Midlands were in Fuel poverty (correct as of July 2009).

The highest rate of fuel poverty is found in the private rented sector where 17.3% of dwellings are in fuel poverty, compared to just 9.6% in housing association stock. Fuel poverty is understandably associated with residents on the lowest incomes. No dwellings were found locally to be in fuel poverty where household incomes were over £15,000 per annum, 310 dwellings where income was above £10,000 per annum and the remaining 8,230 (96.4%) were found where household incomes were below £10,000 per annum.

Fuel poverty is usually associated with dwellings where one or more residents are in receipt of a means tested benefit. In Herefordshire fuel poverty is found in 16.9% (4,290) of households where a benefit is received, compared to just 7.8% of dwellings that are not in receipt of benefits.

Many Herefordshire properties are old and solid walled in isolated areas that are off the gas network. These factors can cause homes to be highly energy inefficient. According to the Fuel Poverty Advisory Group fifth report 2006, approximately 25% of the fuel poor are not on the relevant means tested benefits or tax credits or disability benefits when it is likely that a large proportion of these would be eligible.

The 2005 Herefordshire House Condition Survey showed the county had an average SAP rating significantly below the national average of 58. SAP (Standard Assessment Procedure) is a government rating for the energy efficiency of a dwelling. The SAP 2005 scale runs from 1 to 100, the higher the number the better the energy rating for that dwelling. Comparisons with the national average are difficult as SAP rating previously worked on a different scale. The majority of dwellings in Herefordshire (66.8%) have a SAP rating of between 40 and 80 which is below the average for England. Nationally, 9% of dwellings have a SAP of less than 30 compared to 12.8% locally. There are 8.3% (6,450 dwellings) in Herefordshire that have a SAP rating of less than 20 compared to 5% nationally.

The evidence presented conclusively shows that the energy efficiency of private housing in Herefordshire is poorer than that found nationally. A SAP level of 65 is the Government's estimate of the level of energy efficiency at which there is a minimal risk of fuel poverty.

Winter mortality rates in Herefordshire increased dramatically from 365 in 2007/08 to 459 people in 2008/09. This significant increase may partly be explained by the severely cold winter over 2008/09. It must also be attributed to the dramatic fuel price rises over this period.

A number of the actions detailed in the Herefordshire Affordable warmth strategy 2007-10 have already been successfully accomplished. Some of the main successes include:

1. Countywide promotion of energy efficiency assistance through publication and distribution of tailored leaflets and thermocards to information centres, main county libraries, Age Concern, CAB and other relevant organisations. A number of promotional events carried out by the Energy Efficiency Team through SLA with energy consultant Hestia and by Herefordshire Council

Energy Efficiency team independently, including events at Herefordshire mobile library, Age Concern, Hereford library, Energy Efficiency Week event in High Town, Ross library and Leominster Morrisons.

2. A review of the qualifying criteria of Council funded Special Efficiency Scheme (SEES) to ensure it is targeting households most vulnerable to fuel poverty. SEES has been in operation for 11 years and has provided assistance to over 11,000 households to help cut energy consumption in private sector housing. For the period 2009-10 over 110 grant-funded installations were carried out in private homes. Up to £500 was offered under the SEES scheme for measures including loft insulation, cavity wall insulation, draught proofing and heating controls and renewable technologies mainly in the form of solar thermal and wood burning stoves. The aim of the scheme is to assist low income households in making energy efficiency improvements in their homes. The grant funding originates from Herefordshire Council and energy supplier money which is accessed by large insulation companies.
3. A mail shot was undertaken in partnership with EAGA to all county income benefit recipients to promote the Warm front scheme. The results showed an increase in referrals to the Warm front scheme from 950 in 2008-9 to 1336 in 2009-10 following the mail shot. In 2009-10 £1.2 million of central government funding was spent through the Warm front scheme in Herefordshire. Herefordshire council attend biannual national Warm front strategy group meetings to work to improve the operation of the scheme.
4. A quarterly steering group meeting with key stakeholders including Age Concern, CAB, Welfare Rights, Herefordshire NHS, Warm front, housing associations and insulation contractors) has shown the effectiveness of a partnership approach.
5. Purchase of 100 energy display monitors for Herefordshire libraries which can be borrowed by the public to identify electricity savings in the home.
6. Over 4000 households have taken up CERT⁴¹ energy supplier grant funding for loft and cavity wall insulation.
7. Training of front line staff (social services, Age Concern, CAB, information centre, Children's Centres, Welfare Rights, Village Wardens, parish councils, Drug advisory service, OT's district nurses and mental health team).
8. 36,000 properties have been thermally imaged to help identify properties with high levels of heat loss and over 200 have been insulated.

Home Point is currently undergoing modifications to their software and it is hoped that local intelligence will be further enhanced once this is completed.

Social Housing landlords have made many improvements to their housing stock as part of Decent Homes 2010 campaign, which set out to ensure that the majority of their stock was decent by 2010. On inspection by the Private Housing Team in Herefordshire, the most serious hazard was found to be damp and mould, excess cold, electrics, fire safety and risk of falls. Overcrowding featured as a hazard in both private and rented social sectors in Herefordshire. In the social sector this is found mainly where families are living in homes that are too small for them and there is a countywide shortage of suitable sized housing. In the private rented sector, it is mainly migrant worker families that are occupying a single room in Houses in Multiple Occupation (HMOs), many of which are unlicensed.

⁴¹ Carbon Emission Reduction Target

In terms of Fuel Poverty and Excess Cold Hazards, Category 1 Hazards due to the hazard of Excess Cold represent 50.3% of failures in Herefordshire in 2005 under the HHSRS (Herefordshire House Condition Survey 2005 (2006)).

Using the Environmental Health Toolkit which contains a Housing Health and Safety Rating System (HHSRS) Calculator, Environmental Officers can calculate the cost of remedial action using HHSRS on category 1 hazards (the most serious), versus the cost benefit to the NHS. Analysis of the hazards: Excess Cold and Falls On Stairs, shows that using funds of around £1.4 million Herefordshire Private Sector Housing team could potentially save the NHS some £4.5 million.

It is worth noting that the question of affordability at this point. The preferred measure for house affordability is the ratio of lower quartile house price to lower quartile earnings⁴²; figures for these ratios are published by the Department for Communities and Local Government (CLG). For 2009, the ratio for Herefordshire was 8.5, that is, for those on lower quartile earnings, a house at the bottom end of the market would cost them 8.5 times their annual earnings. Herefordshire had the worst affordability ratio out of all West Midlands authorities (unitaries, counties and metropolitan boroughs) and neighbouring counties, and has remained in this position for the last three years.

⁴² The ratio is calculated by dividing by the lower quartile house price over the first half of the year by the lower quartile earnings (Annual Survey of Hours & Earnings).

Emerging Points

The main points emerging from this section include:

- A tendency to concentrate on issues such as overcrowding and temporary accommodation can divert attention from the needs of those in rural location
- There needs to be more effective rural proofing of housing policies at all levels
- Increased, better targeting of resources to meet rural needs for affordable homes is critical
- Empowering local communities who are involved in shaping their own solutions and have a real stake in their future is an important consideration.
- Fuel Poverty is a key issue for residents living in the rural parts of Herefordshire. The fact that these areas are often not associated with poverty may put them in jeopardy of being overlooked in poverty strategies.
- The importance of the links between poor housing and health in terms of childrens' life chances
- The need to target resources towards reducing the:
 - (i) high proportion of poor condition homes in the private rented sector in Herefordshire
 - (ii) high proportion of fuel inefficient, hard to heat, hard to treat homes in Herefordshire
 - (iii) overcrowding in both social & and private rented housing

Hi-lighting Herefordshire

Significant LSOA's include:

Wider Barriers:

- Hereford City Centre

Living Environment – Indoors

- Aymestry Horseshoe (covering the parishes of: Aymestry, Lingen, Stapleton, Brampton Bryan, Byton, Burrington, Elton and Buckton and Coxall)
- Black Mountains (covering the parishes of: Craswell, Longtown, Michaelchurch Escley and Vowchurch)
- Trumpet (covering the parishes of: Aspherton, Aylton, Little Marcle, Pixely, Putley and Yarkhill)
- Greater Foxley (covering the parishes of: Bishopstone, Bridge Sollers, Kings Pyon, Mansell Lacy and Yazor)
- Eardishill (covering the parishes of: Dilwyn, Eardisland, Birley with Upper Hill and Monkland and Stretford)
- Garwaywood (covering the parishes of: Garway, Hentland, Orcop, Harewood, and St Weonards)
- Tollbridge (covering the parishes of: Almely, Brilley, Eardisley, Huntington, Whitney on Wye and Willersley and Winforton)

The Area In Which I Live

According to the 'Child in the countryside: a challenging reality' report by the Commission for Rural Communities, Children who live in the countryside will enjoy the benefits of fresh air, natural beauty and an environment which is lower in crime. However they may also experience isolation, have to travel further to school and to meet friends, are more likely to live in poor housing and to move into the care system. As they grow up rural young people may experience - barriers to employment, to freely moving around and to making their own homes in the countryside.

A quarter of children living in rural England are living in poverty⁴³. Rural poverty is often hidden, with poor and affluent families living close together, and poorer families not getting the help they need due to remoteness or the non availability of services.

Overall, children in rural areas have higher rates of educational achievement than those in urban areas but, in 2008, around two-fifths of pupils in rural districts who were eligible for free school meals - an indicator of low income - failed to achieve basic standards in literacy and numeracy⁴⁴. In 2009 only 7% of rural children attending primary school received free school meals compared with 19% of children in urban areas. Based on household income figures, many more rural children should be receiving this entitlement, designed to help families on low incomes⁴⁵.

For an analysis of the area in which I live a further two sub domains of the IMD were reviewed. Geography, a sub domain of Barriers to Housing and Services arrives at a score for each LSOA based on the influencing factors of road distance to a GP, road distance to a general stores or supermarket, road distance to a primary school and road distance to a Post Office or sub Post Office. The second sub domain used was Outdoors, part of the Living Environment domain. This takes into account air quality⁴⁶ and road traffic accidents involving injury to pedestrians and cyclists.

It has already been demonstrated that many of the standard measures of deprivation tend to ignore, or at least pay limited attention to, the effects of geographical isolation. 52 of the 116 LSOAs in Herefordshire fall in the top 10% national decile for barriers to housing and services, sub domain geography. 9 of these areas are in the top 80 LSOA's nationally. The effects of geographical isolation on the individual and the family is significant both in terms of financial impact as well as social impact. Transport costs account for a greater percentage of family income with very few services reachable without the use of a motor vehicle. Children cannot easily access sporting, play or cultural services, impacting on their opportunities and development in these areas. These same areas score better on the Outdoors measure as they are in the countryside with better air quality than in the city and are away from busy roads. Only one LSOA in Herefordshire falls within the top 25% national decile for Outdoors. This is Bishop's Meadow – Hunderton, ranked 7,411 of 32,500 LSOA's nationally.

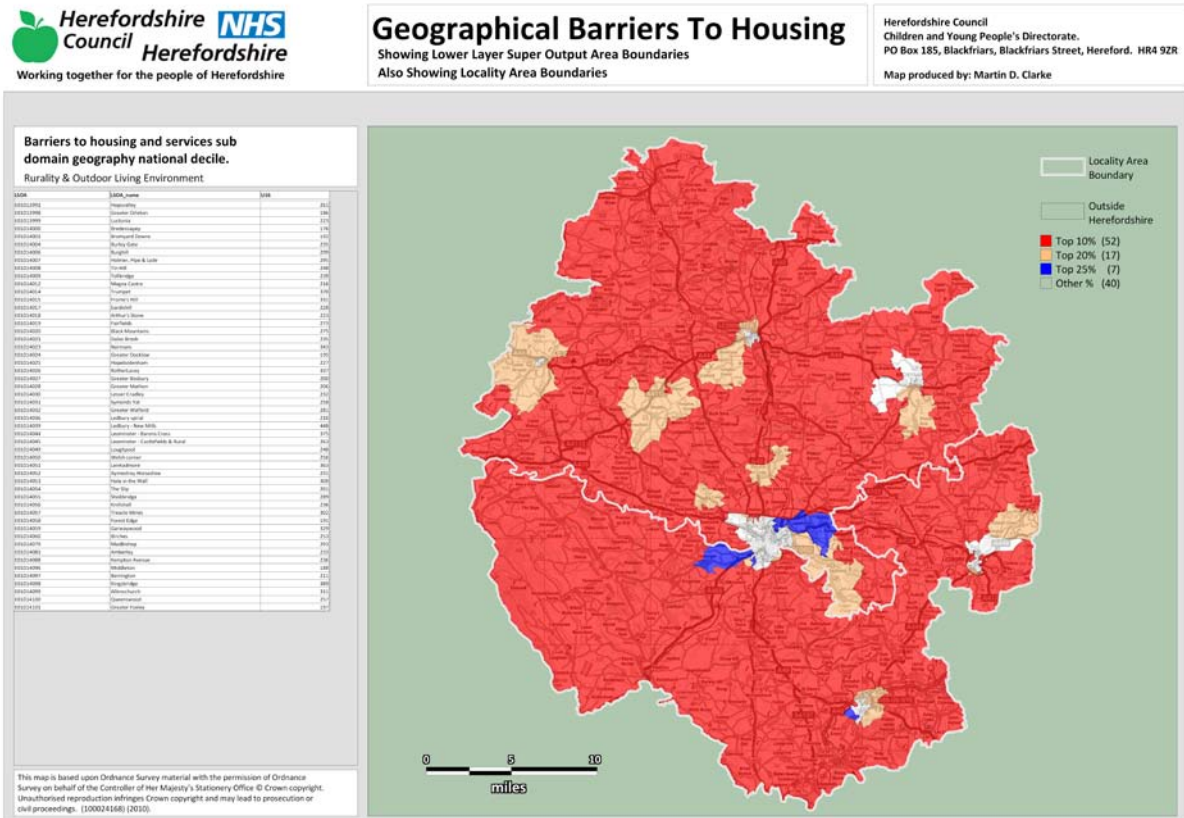
⁴³ Below 60% of median income before housing costs English Housing Conditions Survey (2008)

⁴⁴ Palmer, G. (2009), Indicators of Poverty and Exclusion in Rural England

⁴⁵ CRC(2010), State of the countryside update: Children and education services

⁴⁶ Geography Dept Staffordshire University 2005 & NAEI modelled at LSOA

Fig7: Outdoors Living Environment: Geographical barriers to services



Research suggests that poorer children get used to the reality of their social position early in their lives. They accept that they are not going to get the same quality of schooling or outcomes as better off children⁴⁷. Young people in rural areas are less likely to take part in out-of-school activities than poorer children in urban areas, because of the disadvantage of fewer options and distance⁴⁸.

According to the NSPCC there are significant challenges to delivering child protection services in rural areas. Service users are usually based over a much wider geographical area, making face-to-face contact more difficult. Services are also more expensive. Transport difficulties can also make it harder for families to access support services where these are needed.

The Office for National Statistics (ONS) Rural/Urban definition was introduced in 2004 as a joint project between a number of Government Departments and was delivered by the Rural Evidence Research Centre at Birkbeck College (RERC). The definition adopts a settlement-based approach, comprising four settlement types of which three are rural:

- Urban (population over 10,000)
- Town and fringe
- Village
- Hamlet and isolated dwellings

⁴⁷ Horgan, G./Joseph Rowntree Foundation/Save the Children (2007), The impact of poverty on young people's experience of school

⁴⁸ Joseph Rowntree Foundation (2007), Education relationships outside school

Settlement types are assigned to either a 'sparse' or 'less sparse' regional setting to give eight classes.

- Urban (Sparse)
- Town and Fringe (Sparse)
- Village (Sparse)
- Hamlet and Isolated Dwellings (Sparse)
- Urban (Less Sparse)
- Town and Fringe (Less Sparse)
- Village (Less Sparse)
- Hamlet and Isolated Dwellings (Less Sparse)

The most rural and isolated of the settlements is Hamlet and Isolated Dwellings, followed by Village. These settlement types have been used in the table below which shows a snapshot analysis of children subject to Child Protection in Herefordshire as at 31/10/2008, 31/10/2009, 31/10/2010. The data shows not only the dramatic increase over time of total cases but also the rise in cases from the most rural areas (Hamlet and isolated dwelling, both sparse and less sparse, and village less sparse⁴⁹). This seems to reinforce NSPCC data that critical (and costly) services like these are not only increasing but, are spread over a far greater geographical area than in previous years. It is important however, to balance this evidence with the fact that services are now actually reaching sparse areas whereas in the past issues may have gone unreported and unresolved. The cost implications in serving both an increased cohort dispersed over a wider geographical is obvious which, during a time of severe financial pressure in local government is certain to be challenging.

Snapshot of rural Child Protection cases as at 31st Oct

Urban/rural indicator	2008	2009	2010
Hamlet & Isolated Dwelling - less sparse	5	5	10
Hamlet & Isolated Dwelling - sparse	9	9	15
Village - less sparse	9	13	20
All Child Protection cases	116	145	223

In response to the increased demand, the provision of safeguarding and preventative services has increased significantly in the last ten years. However, in 2008, a Joint Inspectors report concluded that access to these services was particularly difficult for rural children, young people and families

For Herefordshire rurality is an important factor in the Child Poverty debate. Whilst the county is not unique, it is one of only a few exhibiting these characteristics. The repercussions of access to services are also felt by the local authority that is forced to spend disproportional amounts of monies transporting children to school. Children with special needs requiring one to one taxi services impact further on spending.

As we have seen earlier, many rural properties also suffer from inadequate heating with residences more likely to suffer fuel poverty than those in more modern social accommodation.

⁴⁹ According to the 2004 rural urban classifications from Defra

Emerging Points

The main points emerging from this section include:

- Rural poverty is often hidden, due to the close proximity of affluent families
- Lack / non-availability of services in rural areas obstructs help getting to those most in need
- Young people in rural areas are less likely to participate in out of school activities
- Access to safeguarding and preventative services is particularly difficult in rural areas

Hi-lighting Herefordshire

Significant LSOA's include:

- Aymestry Horseshoe (covering the parishes of: Aymestry, Lingen, Stapleton, Brampton Bryan, Byton, Burrington, Elton and Buckton and Coxall)
- Arthur's Stone (covering the parishes of: Bredwardine, Clifford, Cusop and Sorestone)
- Greater Docklow (covering the parishes of: Docklow and Hampton Wafer, Ford and Stoke Prior, Hampton Charles, Humber and Pudleston)
- Greater Foxley (covering the parishes of: Bishopstone, Bridge Sollers, Kings Pyon, Mansell Lacy and Yazor)
- Black Mountains (covering the parishes of: Craswell, Longtown, Michaelchurch Escley and Vowchurch)

Crime and Disorder In My Area

Children are affected by the characteristics of the areas in which they live, their neighbourhood, their school, their parents' workplaces, and the values and customs locally and nationally. Assessment of risk at the community level involves secondary analysis of publicly available data at the smallest possible geographical area. Community assessment may be conducted in order to target specific communities or to contribute to the assessment of an individual child.

Community risk factors include the following:

- Lone-parent households
- Unemployment
- Poor housing
- Crime and antisocial behaviour
- Community norms tolerant of crime
- Residential mobility
- Vandalism
- Economic deprivation
- Social exclusion⁵⁰

Youth crime tends to be high in areas where these factors are prominent, although the factors should not themselves be regarded as causes or explanations of youth crime. Nevertheless, higher rates of youth crime occur in deprived neighbourhoods in which people have little sense of community attachment. As we have observed earlier, where multiple risk factors exist families are at a far more likely to encounter social exclusion and children in these families may become involved in crime and antisocial behaviour at a young age.

The amount of data on crime and its effect on the community is limited at small area level. The Joint Strategic Needs Assessment revealed that Herefordshire people generally feel safe and levels of crime are lower than national averages and significantly lower than regional averages.

The Crime domain of IMD uses the following measures: burglary⁵¹, theft⁵², criminal damage⁵³ and violence⁵⁴. The LSOA's of Hereford City Centre and Golden Post – Newton Farm are the only two areas in the top 10% national decile, accounting for positions 2,617 and 2,891 out of almost 32,500. A map showing those LSOA's with the highest 10% crime deprivation figures is shown in fig8.

One local measure currently available at small area level is young people starting Youth Offending Service (YOS) interventions between 01/10/2008 and 30/09/2009. Figures reveal that there is a correlation between the percentage of children in poverty and the numbers of young people starting YOS interventions. Of the ten LSOA's showing the highest levels of YOS interventions eight of these were in the top third for levels of child poverty.

⁵⁰ Offender of the future? Peter McCarthy, Karen Laing and Janet Walker

⁵¹ 4 recorded offence types, police Force data Apr2004-5, constrained to Crime & Disorder Reduction Partnership level

⁵² As 20 with 5 recorded offence types

⁵³ As 20 with 10 recorded offence types

⁵⁴ As 20 with 14 recorded offence types

Young Offenders committing offences between 01/10/2008 and 30/09/2009 again showed a correlation with the percentage of children in poverty. Of the ten areas with the highest levels young offenders, eight were in the top fifth for levels of child poverty.

Whilst it is improper with such limited data to suggest that higher levels of child poverty are directly responsible for increased youth offending in an area, crime data does suggest that increased crime levels are yet another factor affecting those already in a vulnerable position.

A report produced by Safer Herefordshire in December 2009 for the Positive Contribution Outcome Group of the Children's Trust about young people as offenders and victims of crime found that over the two year period 2007-9 postcode area HR2 7 was the prominent for crimes committed by young people on young people. HR2 7 encompasses the LSOA's of:

- Golden Post – Newton Farm
- Newton Farm – Treago
- Hunderton
- Newton Farm – Brampton Road
- Bishop's Meadow – Hunderton
- Hereford City Centre
- Broadleys
- Redhill – Belmont Road
- Redhill – Ross Road
- Belmont – Whitefriars
- Belmont – Abbotsmead

Without identification of a more specific postcode area it is not prudent to draw direct conclusions from this evidence suffice to say that the areas of Golden Post – Newton Farm and Redhill – Belmont Road appear in the top 10% of LSOA's in Herefordshire for:

- IMD measure Crime and Disorder
- Young People starting YOS interventions between 01/10/2008 and 30/09/2009
- Young Offenders committing offences between 01/10/2008 and 30/09/2009

At county level, for the period Jan-Oct 2010 49% of all recorded crimes were committed in Hereford City with smaller hotspots in the market towns of Leominster and Ross-on-Wye.

If we are to break the inter-generational cycle of poverty often apparent in families and communities it is important that we understand the influencing factors on children and young people. What leads children in deprived families to eventually head deprived families of their own? What leads young people to offend? And what is it that can inspire children to break out of the poverty trap? Better understanding means early intervention becomes a real possibility and as practice has shown, early intervention plays a major role in improving outcomes for both children, young people and their families.

For eight year olds, the six most important predictors of future offending were:⁵⁵

- antisocial behaviour in childhood (the best predictor)
- hyperactivity and attention deficit disorder
- low intelligence and poor school attainment
- family criminality
- family poverty
- poor parental child rearing behaviour

Research showed that the percentage of young people convicted for violent crimes was 3 per cent for those with no risk factors, increasing to 31 per cent for those young people with four risk factors. It seems apparent that the greater the number of risk factors a young person is exposed to, the greater the risk of future offending. As we have seen many times in this document, poverty is rarely a stand-alone factor affecting children and exposure to multiple risk factors is certainly enhanced.

The *Thousand Families Study* in Newcastle upon Tyne⁵⁶ followed a birth cohort up to the age of 33. The study concluded that rates of antisocial or criminal behaviour rose as the degree of deprivation rose. Deprivation resulting from poor parenting seemed to be particularly harmful. The authors found that some 60 per cent of men who came from the most high-risk and deprived backgrounds had a criminal record by the age of 33. They identify the linking mechanism between deprivation and crime as the degree of family stress and dysfunction that is often present in deprived families, but point out that a child's individual temperament plays a significant part in determining outcomes.

A study of 500 delinquents and 500 non-delinquents carried out in the 1950s suggested that while poverty does not directly cause delinquency it has an indirect effect in inhibiting the capacity of families to parent, suggesting that reducing child poverty is a crucial element in reducing the risk of offending⁵⁷.

⁵⁵ Offenders of the future? Peter McCarthy, Karen Laing and Janet Walker

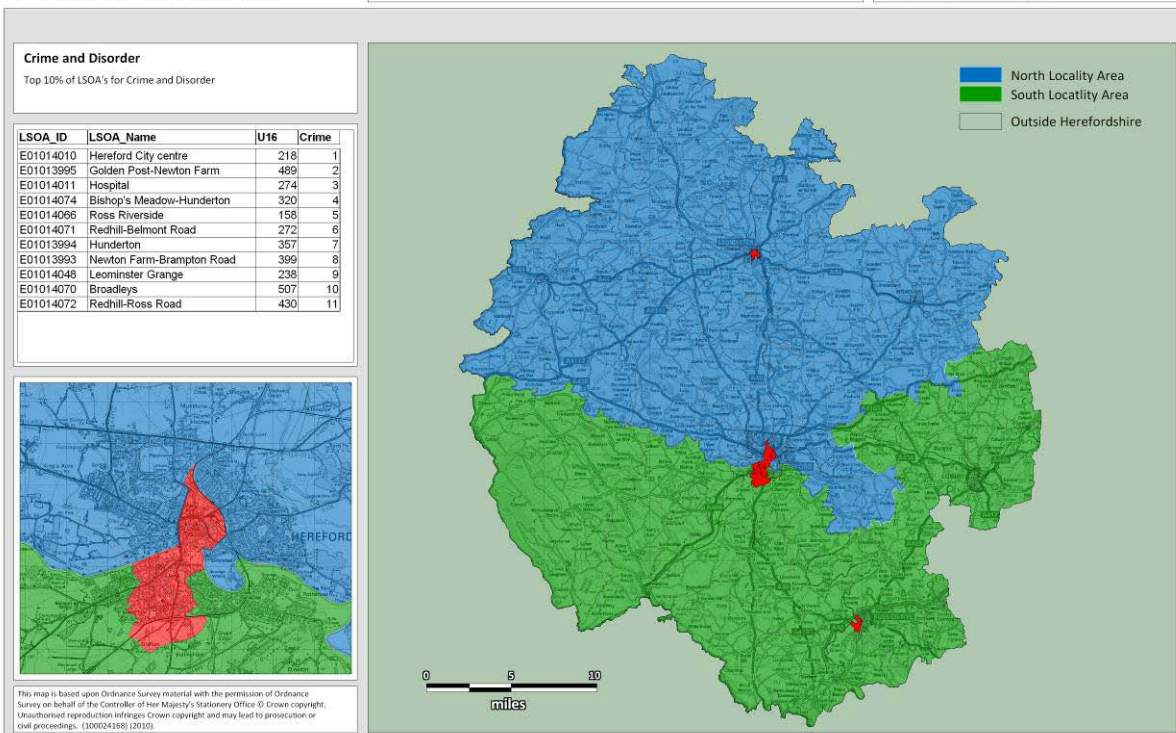
⁵⁶ Kolvin, I., Miller, F.J.W., Fleeting, M. and Kolvin, P.A. (1988) 'Social and parenting factors affecting criminal offence rates'

⁵⁷ Sampson, R.J. and Laub, J.H. (1994) 'Urban poverty and the family context of delinquents', *Child Development*

Fig8: Crime and Disorder

Herefordshire Locality Areas.

Showing top 10% Crime and Disorder LSOA's



Emerging Points

The main points emerging from this section include:

- Research suggest a link between deprivation and crime
- The inter-generational aspect of poverty has implications for the offenders of the future
- The importance of multiple risk factors is important
- Interventions that target multiple risk factors may be more effective than those that address single factors

Hi-lighting Herefordshire

Significant LSOA's include:

- Hereford City centre
- Golden Post – Newton Farm
- Hospital
- Bishop's Meadow
- Redhill – Belmont Road
- Hunderton
- Newton Farm – Brampton Road