

# **Child Poverty (Scotland) Bill**

**CRWIA front sheet**

**February 2017**

## CRWIA front sheet – Child Poverty Bill

<p><b>Policy/measure</b></p> <p><b>A general description of the policy/measure</b></p>	<p>Child Poverty Bill</p> <p>The Bill seeks to;</p> <ul style="list-style-type: none"> <li>• Reinstate statutory income-based targets to reduce the number of children living in poverty</li> <li>• Place a duty on Scottish Ministers to develop Child Poverty Delivery Plans at regular intervals, and to report annually on their progress towards delivering those plans.</li> <li>• Place a duty on local authorities and health boards to report annually on action they are taking to reduce child poverty</li> </ul>
<p><b>Initiating department</b></p>	<p>Social Justice &amp; Regeneration Division: Social Justice Strategy</p>
<p><b>Policy aims</b></p>	<p>To maximise the chances of ensuring all those living in Scotland can have productive, healthy lives, to stop the cycle of poverty and prevent the next generation of young people being born into poverty.</p> <p>Through the proposed Child Poverty Bill and other actions being taken by the Scottish Government, we seek to improve people’s ability to achieve their potential and for Scotland to be a fairer country.</p>
<p><b>Timetable</b></p> <p><b>What is the time frame for a policy announcement/consultation/implementation?</b></p>	<p>The policy announcement will be made to coincide with the reappointment of the Independent Advisor on Poverty &amp; Inequality – announced 20/07/2016</p> <p>The consultation will run for a reduced period of 8 weeks (8 Aug 2016 to 30 Sep 2016) in order to meet legislative timescales and enable a Child Poverty Bill to be introduced in early 2017.</p> <p>The Bill will require a Delivery Plan to be published by 1 April 2018, and thereafter new Delivery Plans to be published every 5 years up until 2030. Annual reporting against these Delivery Plans will also be required.</p>
<p><b>Date</b></p>	<p>05 July 2016</p>
<p><b>Signature</b></p>	<p>Gillian Cross – Social Justice Strategy</p>

## CRWIA Stage 1

### Screening - key questions

#### 1. What aspects of the policy/measure will affect children and young people up to the age of 18?

The Bill will set targets to reduce the numbers of children and young people living in poverty in Scotland and underpin these targets with a robust delivery plan aligned to parliamentary terms.

The action taken to meet these targets align to the overarching aim to build a Fairer Scotland; reducing inequality and improving the life chances of all citizens.

Indirectly the provisions in the Bill will impact on all children and young people as a reduction in poverty rates will decrease the associated impacts of living in poverty.

#### 2. What likely impact - direct or indirect - will the policy/measure have on children and young people?

Setting statutory targets will have the direct impact of encouraging Scottish Ministers to put in place policies that will help them to achieve the targets – i.e. policies that will lead to a reduction in child poverty rates.

The indirect impact on children is wide ranging and will vary dependent on socio-economic standing and the depth of poverty experienced.

The Scottish Government already has a wide range of policies in place which will support achievement of the ambitions outlined in the Bill. Policies such as reducing the attainment gap will have direct impacts on children and will also serve to tackle the effects of poverty on children. Increases to Child Care hours will also directly impact on children and will serve to enhance their learning experience, this may also have indirect benefits as parents are able to work and earn more.

Other policies such as promoting the living wage will have indirect impacts on children as increases to household income will reduce the number of children living in poverty.

#### 3. Are there particular groups of children and young people who are more likely to be affected than others?

As the Bill will set statutory income targets to reduce the number of children living in poverty the primary group impacted will be those children living in poverty. A reduction in the numbers of children in poverty will impact on various groups including pre-school children, children in rural areas etc, and might be expected to particularly benefit children in household types where poverty levels are particularly high – including households with a disabled child, and minority ethnic households. With this in mind, it will be important that benefits yielded are distributed in a way that advances equality. More detail on equality considerations is presented in the Equality Impact Assessment for this Bill.

Tackling poverty in childhood will reduce the risk of children growing up with the damaging effects of poverty and will increase Health and reduce the risk of offending

within many of the most disadvantaged families.

Longer term the effects of this Bill will impact on all Children and Families in Scotland as a reduction in childhood poverty will improve life outcomes and reduce intergenerational cycles of poverty.

We can expect the delivery plan to build on the range of activity already underway, including;

- Our commitment to promoting the Living Wage;
- Free school meals;
- Expansion of funded early learning and childcare;
- The Early Years Collaborative and Raising Attainment for All Programme;
- The Play, Talk Read and Read, Write, Count campaigns;
- The Scottish Attainment Challenge: support by the Attainment Scotland Fund (£750 million over this parliamentary session);
- New duties introduced by the Education (Scotland) Act 2016 to tackle inequalities of educational outcome experienced by pupils as a result of socio-economic disadvantage;
- Implementing the recommendations of the Commission for Developing Scotland's Young Workforce;
- Delivery of our affordable homes and social rent targets;
- The People and Communities Fund;
- Enhancing the rights of young carers as set out in the Carers (Scotland) Act 2016, to be commenced;
- The new Maternity and Early Years Allowance;
- The deployment of 250 links workers in GPs' surgeries in our most deprived neighbourhoods to help people get access to the services that they need; increasing the Health Visiting workforce and implementing the refreshed Universal Pathway;
- Expanding the Family Nurse Partnership programme; and
- A review of maternity and neo-natal services.

#### **4. Who else have you involved in your deliberations?**

Early and extensive deliberations have been conducted with the Ministerial Advisory Group on Child Poverty, The Independent Advisor on Poverty & Inequality, The Child Poverty Action Group, One Parent Families Scotland and other key external stakeholders on what action is required to tackle Child Poverty and the best format of any proposed Bill or Legislation.

This builds on the work undertaken when implementing the Child Poverty Strategy and the associated measurement framework; the sophisticated measurement framework was developed with experts and leading children's organisations and is widely supported by stakeholders.

**5. Will this require a CRWIA?**

Due to the scope of the Child Poverty Bill and the scale of potential impacts a full CRWIA will be required

**CRWIA Declaration**

**CRWIA required**

**CRWIA not required**

Yes

**Authorisation**

**Policy lead**

Gillian Cross, Policy Officer, Social  
Justice & Regeneration

**Date**

**05 July 2016**

**Deputy Director or equivalent**

Shirley Laing, Deputy Director, Social  
Justice & Regeneration

**Date**

**05 July 2016**

## CRWIA Stage 2

### Scoping - key questions

#### 1. What children's rights are likely to be affected by the policy/measure?

**Article 1** defines a child as anyone under the age of 18. Note that the Scottish Government prefers to use the term 'children and young people'.

The main articles which the Child Poverty Bill will impact on are noted below,

#### **Article 24**

1. States Parties recognize the right of the child to the enjoyment of the highest attainable standard of health and to facilities for the treatment of illness and rehabilitation of health. States Parties shall strive to ensure that no child is deprived of his or her right of access to such health care services.

2. States Parties shall pursue full implementation of this right and, in particular, shall take appropriate measures:

(a) To diminish infant and child mortality;

(b) To ensure the provision of necessary medical assistance and health care to all children with emphasis on the development of primary health care;

(c) To combat disease and malnutrition, including within the framework of primary health care, through, inter alia, the application of readily available technology and through the provision of adequate nutritious foods and clean drinking-water, taking into consideration the dangers and risks of environmental pollution;

(d) To ensure appropriate pre-natal and post-natal health care for mothers;

(e) To ensure that all segments of society, in particular parents and children, are informed, have access to education and are supported in the use of basic knowledge of child health and nutrition, the advantages of breastfeeding, hygiene and environmental sanitation and the prevention of accidents;

(f) To develop preventive health care, guidance for parents and family planning education and services.

3. States Parties shall take all effective and appropriate measures with a view to abolishing traditional practices prejudicial to the health of children.

4. States Parties undertake to promote and encourage international co-operation with a view to achieving progressively the full realization of the right recognized in the present article. In this regard, particular account shall be taken of the needs of developing countries.

**Article 26**

1. States Parties shall recognize for every child the right to benefit from social security, including social insurance, and shall take the necessary measures to achieve the full realization of this right in accordance with their national law.
2. The benefits should, where appropriate, be granted, taking into account the resources and the circumstances of the child and persons having responsibility for the maintenance of the child, as well as any other consideration relevant to an application for benefits made by or on behalf of the child.

**Article 27**

1. States Parties recognize the right of every child to a standard of living adequate for the child's physical, mental, spiritual, moral and social development.
2. The parent(s) or others responsible for the child have the primary responsibility to secure, within their abilities and financial capacities, the conditions of living necessary for the child's development.
3. States Parties, in accordance with national conditions and within their means, shall take appropriate measures to assist parents and others responsible for the child to implement this right and shall in case of need provide material assistance and support programmes, particularly with regard to nutrition, clothing and housing.
4. States Parties shall take all appropriate measures to secure the recovery of maintenance for the child from the parents or other persons having financial responsibility for the child, both within the State Party and from abroad. In particular, where the person having financial responsibility for the child lives in a State different from that of the child, States Parties shall promote the accession to international agreements or the conclusion of such agreements, as well as the making of other appropriate arrangements.

**Article 31**

1. States Parties recognize the right of the child to rest and leisure, to engage in play and recreational activities appropriate to the age of the child and to participate freely in cultural life and the arts.
2. States Parties shall respect and promote the right of the child to participate fully in cultural and artistic life and shall encourage the provision of appropriate and equal opportunities for cultural, artistic, recreational and leisure activity.

## 2. How will the policy/measure affect children's wellbeing as defined by the wellbeing indicators?

Section 96(2) of Children and Young People (Scotland) Act lists the eight wellbeing indicators, sometimes referred to by the acronym SHANARRI:

- **Safe** – protected from abuse, neglect or harm at home, at school and in the community.
- **Healthy** – having the highest attainable standards of physical and mental health, access to suitable healthcare, and support in learning to make healthy and safe choices.
- **Achieving** – being supported and guided in learning and in the development of skills, confidence and self-esteem, at home, in school and in the community.
- **Nurtured** – having a nurturing place to live in a family setting, with additional help if needed, or, where this is not possible, in a suitable care setting.
- **Active** – having opportunities to take part in activities such as play, recreation and sport, which contribute to healthy growth and development, at home, in school and in the community.
- **Respected** – having the opportunity, along with carers, to be heard and involved in decisions that affect them.
- **Responsible** – having opportunities and encouragement to play active and responsible roles at home, in school and in the community, and where necessary, having appropriate guidance and supervision, being involved in decisions that affect them.
- **Included** – helping to overcome social, education, physical and economic inequalities, and being accepted as part of the community in which they live and learn.

The Child Poverty Bill will impact across a range of children's wellbeing indicators;

- Children's basic needs will be met, reducing inequality and poverty will assist children to access services and opportunities aligned to their age.
- As outlined previously poor health can be linked directly to experience of poverty, any reduction in poverty levels therefore will increase the number of children who live in good health
- As research indicates many children with experience of poverty can disengage from school due to the stigma of being in poverty and not being able to participate fully; reductions in poverty levels will increase the number of children able to achieve their best in school and support educational attainment. Children will also be able to participate in other activities and become more active.

### 3. How many children and young people are likely to be affected by the policy or measure?

In 2014/15, 220,000 (22%) children in Scotland were living in relative poverty After Housing Costs (AHC)<sup>1</sup>, unchanged from the previous year.<sup>2</sup>

120,000 (12%) children in Scotland were living in combined low income and material deprivation AHC<sup>3</sup>, 20,000 fewer than the previous year.

200,000 (21%) children were living in absolute poverty AHC<sup>4</sup> in Scotland, 20,000 fewer than the previous year.

From the above it is a fair estimate to assume that approximately 220,000 children will be affected by this new Bill when it becomes law.

#### Under 18 population by Scottish Council area – [2011 census](#)

<b>Scotland total</b>	1,042,597 (19.68%)		
<b>Council area</b>	<b>Under 18 population</b>	<b>Council area</b>	<b>Under 18 population</b>
<b>Argyll &amp; Bute</b>	16,634	<b>East Ayrshire</b>	24,721
<b>Dumfries &amp; Galloway</b>	29,028	<b>Stirling</b>	18,186
<b>Eilean Siar</b>	5,347	<b>South Lanarkshire</b>	63,316
<b>South Ayrshire</b>	21,140	<b>Clackmannanshire</b>	10,687
<b>Scottish Borders</b>	22,028	<b>Renfrewshire</b>	34,862
<b>Angus</b>	23,188	<b>Shetland Islands</b>	5,100
<b>Orkney Islands</b>	4,173	<b>Midlothian</b>	17,728
<b>Perth &amp; Kinross</b>	28,804	<b>Falkirk</b>	32,115
<b>East Dunbartonshire</b>	21,515	<b>Aberdeenshire</b>	54,120
<b>North Ayrshire</b>	28,079	<b>West Dunbartonshire</b>	18,258

<sup>1</sup> Relative poverty is a measure of whether the incomes of the poorest are increasing in line with middle income households. Individuals are said to be in relative poverty if they are living in households whose equivalised income is below 60 per cent of UK median income in that year.

<sup>2</sup> <http://www.gov.scot/Resource/0050/00502180.pdf>

<sup>3</sup> Combined low income and child material deprivation is an additional way of measuring living standards and refers to the inability of households to afford basic goods and activities that are seen as necessities in society. It is a more direct measure of poverty than income alone, as it captures changes in standard of living.

<sup>4</sup> Absolute poverty is a measure of whether income for the lowest income households is keeping pace with inflation. Individuals are said to be living in absolute poverty if they are living in households whose equivalised income is below 60 per cent of the (inflation adjusted) median income in 2010/11.

<b>Highland</b>	47,219	<b>Dundee City</b>	26,748
<b>Moray</b>	19,540	<b>North Lanarkshire</b>	73,239
<b>Inverclyde</b>	15,711	<b>West Lothian</b>	40,076
<b>Fife</b>	73,249	<b>Edinburgh, City of</b>	81,336
<b>East Renfrewshire</b>	20,479	<b>Aberdeen City</b>	36,504
<b>East Lothian</b>	21,208	<b>Glasgow City</b>	108,259

#### **4. What research evidence is available?**

The IFS have stated on a UK level “Between 2015–16 and 2020–21, absolute child poverty is projected to rise sharply, from 15.1% to 18.3%. This rise is entirely explained by planned cuts to benefits, which are projected to have a particularly large impact on child poverty rates in large families. We also project a large increase in relative child poverty, from 17.8% in 2015–16 to 25.7% in 2020–21, also driven by large families.”<sup>5</sup>

#### **5. Has there been any public or stakeholder consultations on the policy/measure?**

A full public consultation and workshop with local authority poverty leads will be conducted to gain insight from a wide range of sources. These will be complimented by a specific youth workshop facilitated by the Scottish Youth Parliament

During 2013 and early 2014, we discussed our strategic approach with the Ministerial Advisory Group on Child Poverty (Ministerial Advisory Group) and a full range of stakeholders from across Scotland, as well as colleagues across the Scottish Government. Feedback from those discussions elicited broad support for a strategic approach. Priorities for future work were identified across a variety of policy areas including early years, education, employability and financial capability. There were also widespread calls for more robust reporting of the range of activity contributing to tackling child poverty in Scotland and of the impact of this activity.

#### **6. Has there been any estimate of the resource implications of the policy/measure?**

Costs associated with development of statutory income targets and an associated delivery plan will be covered under existing budgets, there will be no additional costs incurred.

---

<sup>5</sup> <https://www.ifs.org.uk/uploads/publications/comms/R114.pdf>

### **CRWIA Stage 3**

#### **Data Collection, Evidence Gathering, Involvement of/Consultation with Stakeholder Groups - key questions**

##### **1. What does the evidence tell you?**

In-work poverty has been increasing steadily and is now the highest rate since reporting began in 1994/95, both before and after housing costs.

While the overall number of children living in relative poverty Before Housing Costs (BHC) has fallen over recent years, a greater proportion were living in working households. The fact that 110 thousand children remained in in-work poverty BHC in 2014/15, despite the overall number falling over time, means they make up a larger percentage of those in poverty BHC.

The increase in in-work poverty reflects increases in the number of working households, and the decrease in the number of workless households in Scotland. However, increases in part-time employment, especially for women, combined with withdrawal of benefit income as earnings increase, mean that the majority of working age adults and children in poverty were in working households in 2014/15.

These trends demonstrate that further and cohesive action must be taken to tackle child poverty and that including in statute targets to reduce poverty amongst children will be a key driver to success.

##### **2. What further data or evidence is required?**

National poverty statistics and research conducted by the IFS demonstrate the scale of the issue faced, other research specifically focused on other aspects of children's lives i.e. re poverty and attainment etc also provide support for the ambition to reduce child poverty.

No further research is required on this subject.

##### **3. Has there been any consultation on the development of the proposal(s)?**

Consultation with key stakeholders have been conducted in order to formulate proposals for the income targets and delivery plan, this included the Ministerial Advisory Group on Child Poverty.

A full public consultation and workshop with local authority poverty leads will be conducted to gain insight from a wide range of sources. See also with children and young people, as below.

**4. Should children and young people be further involved in the development of this policy? Are there particular groups of children and young people whose views should be sought?**

Children and young people will participate in policy development through a proposed consultation event hosted by the Scottish Youth Parliament (SYP), this event will be discussed with the SYP in due course and we will seek advice from them on the best format.

\* The above noted event was conducted in September 2016, the questions asked were as below;

**Section 1 – Understanding poverty**

1. What does the word 'poverty' mean to you and your constituents?
2. What factors do you think contributes to poverty?
3. What do you think are the barriers to getting out of poverty?
4. Do you think the government should set a target for ending poverty? If so do you think this should be written into law?

**Section 2 – Measuring poverty**

1. What types of things could be considered when assessing what "living in poverty" means?
2. What do you think are the most important ones? Why?
3. What are your thoughts on the proposal to measure poverty by income? Is there anything else you think should be included in this approach?
4. What do you think the pros and cons are of measuring poverty before housing costs or after housing costs?
5. Do you think poverty should be measured before or after housing costs?

**Section 3 – Tackling poverty**

1. What realistic targets do you think should be set for tackling child poverty in Scotland?
2. What do you think the timeframe should be for achieving these goals? Mark along the way how often you think there should be a report on the progress of this and how do you think this could be done?
3. Do you have any ideas on how child poverty should be tackled in Scotland?

4. How should young people be involved in efforts to tackle poverty at a local and national level? *(prompt egs. a direct continuous young person's input like having a young person sit on the advisory group, creating a dedicated position for someone to represent young people's views, conducting regular consultations, and then give space for an 'other' option where people can write their own ideas.*

**5. Should other stakeholders and experts be further involved in the development of this policy?**

A full public consultation will be conducted, key stakeholders and interest groups will be encouraged to respond along with additional media notifications to encourage public response.

Further advice will be sought from the Independent Advisor on Poverty and Inequality and from Local Authority Poverty leads.

## CRWIA Stage 4

### Assessing the Impact and Presenting Options - key questions

#### 1. What likely impact will the policy have on children's rights?

**Positive** – As outlined above action must be taken to tackle and reduce child poverty in Scotland. Research shows that on current projections child poverty rates are set to rise dramatically in coming years.

Reductions in child poverty levels in Scotland will help to ensure that we maximise the chance of ensuring all those living in Scotland can have productive, healthy lives, and stop the cycle of poverty, preventing the next generation of young people being born into poverty.

#### 2 How will the policy/measure contribute to the wellbeing of children and young people?

Setting statutory targets will have the direct impact of encouraging Scottish Ministers to put in place policies that will help them to achieve the targets – i.e. policies that will lead to a reduction in child poverty rates.

The indirect impact on children is wide ranging and will vary dependent on socio-economic standing and the depth of poverty experienced.

#### 3. Are some children and young people more likely to be affected than others?

As evidenced in Stage 2, the scope of the Bill will likely impact on the 220,000 (22%) children in Scotland who were living in relative poverty After Housing Costs (AHC) in 2014/15. As per the IFS report they project a large increase in relative child poverty Before Housing Costs (BHC), from 17.8% in 2015–16 to 25.7% in 2020–21, therefore the potential impact over time would be greater if these measures were not put in place.

Poverty rates vary by ethnicity, but poverty rates AHC for all people from minority ethnic (non-white) groups are higher than for the 'White - British' group. Over a third (34%) of people in minority ethnic groups were in poverty (AHC) were taken into account, compared with 17% of people from the 'White – British' group. Within this, poverty AHC was 26% for 'White - other' groups; 30% for 'Asian/Asian British' people; and 37% for 'Mixed, Black / Black British, Chinese & Other' people. *Because of small sample sizes for ethnic minorities within the statistics collected, we are unable to provide separate analysis for minority ethnic children.*

Poverty rates are higher than average for households with a disabled child: in 2014/15, 27% of households with a disabled child were in poverty AHC, compared with 18% of those without.

Data published by the Coalition to End Child Poverty in November 2016 highlighted the varying degrees which this national average affects Local Authority areas; for example, 34% were living in poverty (AHC) in Glasgow, compared to 11% in Shetland.

New policies that seek to reduce child poverty and meet the new targets will need to ensure that equality considerations are at the forefront. Equality Impact Assessment will help with this. It is essential that in meeting these targets, the Scottish Government also closes the poverty gap that exists for gender, race, and disability.

**4. Resource implications of policy modification or mitigation**

N/A

**5. How does the policy/measure promote or impede the implementation of the UNCRC and other relevant human rights standards?**

The Child Poverty Bill will be implemented in a way which complements children's rights under the UNCRC, specifically the following articles:

- Article 2: Non-discrimination
- Article 3: Best interests of the child
- Article 4: Protection of rights
- Article 6: Life, survival and development
- Article 12: Respect for the views of the child
- Article 24: Health and health services
- Article 26: Benefit from Social Security
- Article 27: Adequate Standard of Living
- Article 31: Engage in Play & Recreational Activities

## **CRWIA Stage 5**

### **Recommendations, Monitoring and Review - key points**

#### **1. Record your overall conclusions from the CRWIA**

As outlined in the CRWIA trends demonstrate that further and cohesive action must be taken to tackle child poverty and that including in statute targets to reduce poverty amongst children will be a key driver to success.

#### **2. Recommendations**

The Child Poverty Bill will have a positive impact on children and young people in Scotland including those living in poverty.

The Child Poverty Bill should include in statute targets to reduce the levels of Child Poverty across Scotland by 2030.

As a result of the CRWIA it is concluded that the Scottish Government should proceed with the Child Poverty Bill because it will serve to focus the Scottish Government's efforts to tackle child poverty in Scotland and improve the life chances of Scotland's children and young people.

The Child Poverty Bill is compatible with, and complementary to the intentions of the UNCRC and meets the recommendations outlined.

#### **3. How will the policy/measure be monitored? Date and agreed process for monitoring and review**

Annual reports will be produced to document progress against the range of measures outlined in the Child Poverty Measurement Framework as well as against the statutory income targets and the Delivery Plans.

The proposed Poverty & Inequality Commission will play a key role in monitoring and reviewing Scottish Government achievements in line with the delivery plan and targets outlined.

#### **4. Date and agreed process for Child Rights and Wellbeing Impact Evaluation**

As above

## Final CRWIA - Web publication of Bill CRWIA

CRWIA title Date of publication	
Executive Summary	<p>The Scottish Government is proposing for a Child Poverty Bill, which:</p> <ul style="list-style-type: none"><li>• Sets out four statutory income targets.</li><li>• Places a duty on Scottish Ministers to publish Child Poverty Delivery Plans, with the first plan covering the 3 year period from 1 April 2018 and two further plans each covering a 5 year period, and to report on those Plans annually.</li><li>• Places a duty on local authorities and health boards to report annually on activity they are taking to reduce child poverty.</li></ul>
Background	<p>In July 2015, the UK Government announced their intention to repeal significant proportions of the Child Poverty Act 2010 via the Welfare Reform and Work Bill. They proposed to replace the four income-based targets with measures on worklessness and educational attainment; to remove the child poverty aspects of the Social Mobility and Child Poverty Commission's remit; and to rename the legislation the 'Life Chances Act'.</p> <p>Scottish Ministers fundamentally disagreed with this approach; in particular, the removal of targets, and the use of alternative measures that do not take income into account. In the Scottish Government's view, this represents a shift towards characterising poverty as a lifestyle choice rather than addressing the social and economic drivers that cause people to fall into or remain in poverty.</p> <p>The Scottish Government therefore requested an opt-out from the UK Government's approach and worked to bring forward amendments to the Bill repealing all parts of the 2010 Act that imposed any duty on Scottish Ministers, and sought legislative consent from the Scottish Parliament. The UK Government's Welfare Reform and Work Bill was passed with the requested amendments in March 2016, meaning that the Scottish Government is in a position to bring forward proposals for a Scottish approach to tackling and measuring child poverty.</p> <p>The Scottish Government has proposed that the key purpose of the Child Poverty Bill will be to set ambitious targets for the reduction of child poverty levels and to establish a robust framework for measuring and reporting on child poverty at a national and local level.</p>

<b>Scope of the CRWIA</b>	A CRWIA is required so that the impact of the Child Poverty Bill can be assessed over time.
<b>Children and young people's views and experiences</b>	<p>The Scottish Youth Parliament (SYP) consulted with young people on the topic of child poverty in Scotland, based on the proposals set out in the consultation document. The Scottish Youth Parliament staff team facilitated two small group discussions with groups made up of 15 young people between the ages of 14 and 25, with mixed experiences of poverty.</p> <p>The young people consulted by the Scottish Youth Parliament broadly agreed that the government should set a target for addressing or targeting poverty; however some people were sceptical about using the words “eradicating” or “ending” poverty “It’s too unreachable to aim to eradicate poverty.”.</p> <p>The young people consulted also felt that “This needs to come with a real action plan and not be tokenistic” and “If you do have targets it has to be backed up by appropriate resources”</p> <p>The young people consulted also considered income to be the most important priority determining degrees of poverty: “money – it controls so much of what you do – it all comes down to that”, and agreed that income is important when measuring poverty</p>
<b>Key Findings</b>	<p>In 2014/15, 220,000 (22%) children in Scotland were living in relative poverty After Housing Costs (AHC)<sup>6</sup>, unchanged from the previous year.<sup>7</sup></p> <p>120,000 (12%) children in Scotland were living in combined low income and material deprivation AHC<sup>8</sup>, 20,000 fewer than the previous year.</p> <p>200,000 (21%) children were living in absolute poverty AHC<sup>9</sup> in Scotland, 20,000 fewer than the previous year.</p> <p>From the above it is a fair estimate to assume that approximately 220,000 children will be affected by this new Bill when it becomes law.</p>

<sup>6</sup> Relative poverty is a measure of whether the incomes of the poorest are increasing in line with middle income households. Individuals are said to be in relative poverty if they are living in households whose equivalised income is below 60 per cent of UK median income in that year.

<sup>7</sup> <http://www.gov.scot/Resource/0050/00502180.pdf>

<sup>8</sup> Combined low income and child material deprivation is an additional way of measuring living standards and refers to the inability of households to afford basic goods and activities that are seen as necessities in society. It is a more direct measure of poverty than income alone, as it captures changes in standard of living.

<sup>9</sup> Absolute poverty is a measure of whether income for the lowest income households is keeping pace with inflation. Individuals are said to be living in absolute poverty if they are living in households whose equivalised income is below 60 per cent of the (inflation adjusted) median income in 2010/11.

The IFS have stated on a UK level “Between 2015–16 and 2020–21, absolute child poverty [BHC] is projected to rise sharply, from 15.1% to 18.3%. This rise is entirely explained by planned cuts to benefits, which are projected to have a particularly large impact on child poverty rates in large families. We also project a large increase in relative child poverty [BHC], from 17.8% in 2015–16 to 25.7% in 2020–21, also driven by large families.”<sup>10</sup>

In-work poverty has been increasing steadily and is now the highest rate since reporting began in 1994/95, both before and after housing costs.

While the overall number of children living in relative poverty BHC has fallen over recent years, a greater proportion were living in working households. The fact that 110 thousand children remained in in-work poverty BHC in 2014/15, despite the overall number falling over time, means they make up a larger percentage of those in poverty BHC.

The increase in in-work poverty reflects increases in the number of working households, and the decrease in the number of workless households in Scotland. However, increases in part-time employment, especially for women, combined with withdrawal of benefit income as earnings increase, mean that the majority of working age adults and children in poverty were in working households in 2014/15.

These trends demonstrate that further and cohesive action must be taken to tackle child poverty and that including in statute targets to reduce poverty amongst children will be a key driver to success.

During 2013 and early 2014, we discussed our strategic approach with the Ministerial Advisory Group on Child Poverty (Ministerial Advisory Group) and a full range of stakeholders from across Scotland, as well as colleagues across the Scottish Government. Feedback from those discussions elicited broad support for a strategic approach. A number of areas were identified as priorities for future work across a variety of policy areas including early years, education, employability and financial capability. There were also widespread calls for more robust reporting of the range of activity contributing to tackling child poverty in Scotland and of the impact of this activity.

The Child Poverty Bill will be implemented in a way which complements children’s rights under the UNCRC, specifically the following articles:

---

<sup>10</sup> <https://www.ifs.org.uk/uploads/publications/comms/R114.pdf>

	<ul style="list-style-type: none"> <li>• Article 2: Non-discrimination</li> <li>• Article 3: Best interests of the child</li> <li>• Article 4: Protection of rights</li> <li>• Article 6: Life, survival and development</li> <li>• Article 12: Respect for the views of the child</li> <li>• Article 24: Health and health services</li> <li>• Article 26: Benefit from Social Security</li> <li>• Article 27: Adequate Standard of Living</li> <li>• Article 31: Engage in Play &amp; Recreational Activities</li> </ul> <p>The following children’s wellbeing indicators will be enhanced as a result of the Child Poverty Bill: Safe, Healthy, Achieving, Nurtured, Active, Respected, Responsible and Included</p>			
<b>Conclusions and Recommendations</b>	<p>The Child Poverty Bill will have a positive impact on children and young people in Scotland including those living in poverty.</p> <p>The Child Poverty Bill includes in statute targets to reduce the levels of Child Poverty across Scotland by 2030.</p> <p>As a result of the CRWIA it is concluded that the Scottish Government should proceed with the Child Poverty Bill because it will serve to focus the Scottish Government’s efforts to tackle child poverty in Scotland and improve the life chances of Scotland’s children and young people.</p> <p>The Child Poverty Bill is compatible with, and complementary to the intentions of the UNCRC and meets the recommendations outlined.</p>			
<b>Monitoring and review</b>	<p>Annual reports will be produced to document progress against the range of measures outlined in the Child Poverty Measurement Framework as well as against the statutory income targets and the Delivery Plans.</p> <p>The proposed Poverty &amp; Inequality Commission will play a key role in monitoring and reviewing Scottish Government achievements in line with the delivery plan and targets outlined.</p>			
<b>Bill - Clause</b>	<b>Aims of measure</b>	<b>Likely to impact on . . .</b>	<b>Compliance with UNCRC requirements</b>	<b>Contribution to wellbeing indicators</b>
Sets out four statutory income targets.	<p>The 2030 targets are that on an After Housing Costs basis;</p> <ul style="list-style-type: none"> <li>• Fewer than 10% of children are in relative</li> </ul>	The 220,000 children who in 2014/15 were living in poverty (AHC).	<ul style="list-style-type: none"> <li>• Article 2: Non-discrimination</li> <li>• Article 3: Best interests of the child</li> <li>• Article 4: Protection of rights</li> <li>• Article 6: Life, survival and</li> </ul>	Safe, Healthy, Achieving, Nurtured, Active, Respected, Responsible and Included

	<p>poverty</p> <ul style="list-style-type: none"> <li>• Fewer than 5% of children are in absolute poverty</li> <li>• Fewer than 5% of children are in combined low income and material deprivation</li> <li>• Fewer than 5% of children are in persistent poverty</li> </ul>		<p>development</p> <ul style="list-style-type: none"> <li>• Article 12: Respect for the views of the child</li> <li>• Article 24: Health and health services</li> <li>• Article 26: Benefit from Social Security</li> <li>• Article 27: Adequate Standard of Living</li> <li>• Article 31: Engage in Play &amp; Recreational Activities</li> </ul>	
<p>Places a duty on Scottish Ministers to publish Child Poverty Delivery Plans, with the first plan covering the 3 year period from 1 April 2018 and two further plans each covering a 5 year period, and to report on those Plans annually.</p>	<p>To galvanise action across the Scottish Government and partners to tackle poverty and inequality across Scotland.</p>	<p>The 220,000 children who in 2014/15 were living in poverty (AHC).</p>	<ul style="list-style-type: none"> <li>• Article 2: Non-discrimination</li> <li>• Article 3: Best interests of the child</li> <li>• Article 4: Protection of rights</li> <li>• Article 6: Life, survival and development</li> <li>• Article 12: Respect for the views of the child</li> <li>• Article 24: Health and health services</li> <li>• Article 26: Benefit from Social Security</li> <li>• Article 27: Adequate Standard of Living</li> <li>• Article 31: Engage in Play &amp; Recreational Activities</li> </ul>	<p>Safe, Healthy, Achieving, Nurtured, Active, Respected, Responsible and Included</p>
<p>Places a duty on local authorities and</p>	<p>To provide robust information on</p>	<p>1,042,597 children and young people</p>	<p>N/A</p>	<p>N/A</p>

health boards to report annually on activity they are taking to reduce child poverty.	the poverty and inequality experienced at a local authority level.	in Scotland. Based on the under 18 population by Scottish Council area – 2011 census.		
<b>CRWIA Declaration</b>				
<b>CRWIA required</b>			<b>CRWIA not required</b>	
Yes				
<b>Authorisation</b>				
<b>Policy lead</b>			<b>Date</b>	
Gillian Cross, Policy Officer, Social Justice & Regeneration			09 January 2017	
<b>Deputy Director or equivalent</b>			<b>Date</b>	
Shirley Laing, Deputy Director, Social Justice & Regeneration			09 January 2017	



Scottish Government  
Riaghaltas na h-Alba  
gov.scot

© Crown copyright 2017

**OGL**

This publication is licensed under the terms of the Open Government Licence v3.0 except where otherwise stated. To view this licence, visit [nationalarchives.gov.uk/doc/open-government-licence/version/3](http://nationalarchives.gov.uk/doc/open-government-licence/version/3) or write to the Information Policy Team, The National Archives, Kew, London TW9 4DU, or email: [psi@nationalarchives.gsi.gov.uk](mailto:psi@nationalarchives.gsi.gov.uk).

Where we have identified any third party copyright information you will need to obtain permission from the copyright holders concerned.

This publication is available at [www.gov.scot](http://www.gov.scot)

Any enquiries regarding this publication should be sent to us at  
The Scottish Government  
St Andrew's House  
Edinburgh  
EH1 3DG

ISBN: 978-1-78652-807-0 (web only)

Published by The Scottish Government, February 2017

Produced for The Scottish Government by APS Group Scotland, 21 Tennant Street, Edinburgh EH6 5NA  
PPDAS262439 (02/17)

W W W . G O V . S C O T