

Contextualising poverty and welfare: insights from 12 low-income areas

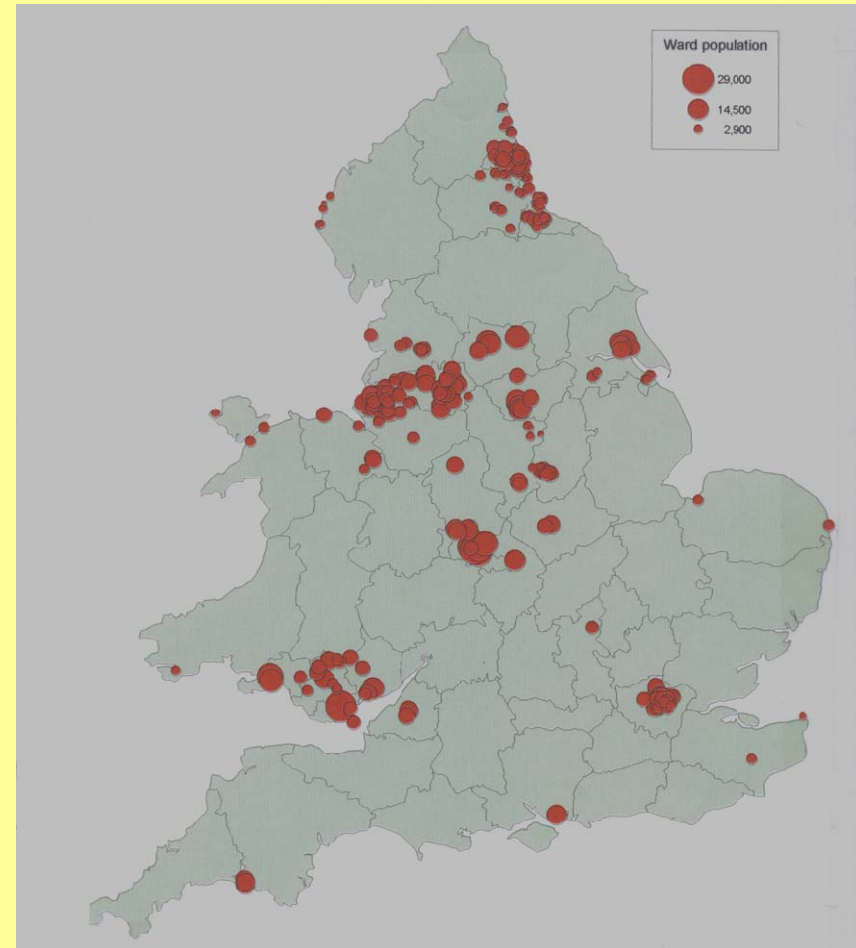
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L.S.E.

The UK distribution of poverty

- National picture
- Regional variations
- Urban/rural patterns
- Local authorities
- Neighbourhoods



12 representative areas

- Regional distribution
- Inner-city/outer-city & city-edge/beyond-city
- Local environment
- Local infrastructure
- Industrial heritage
- Demography
- Regeneration efforts



The Dynamics of Low-Income Areas Study

- 12 areas (11 in England, 1 in Wales)
- All in 3% 'poorest' electoral wards in 1991
- Otherwise very varied:
 - Heritage
 - Geography
 - Demography
 - Infrastructure
 - Wider context
- Local conditions and varied trajectories

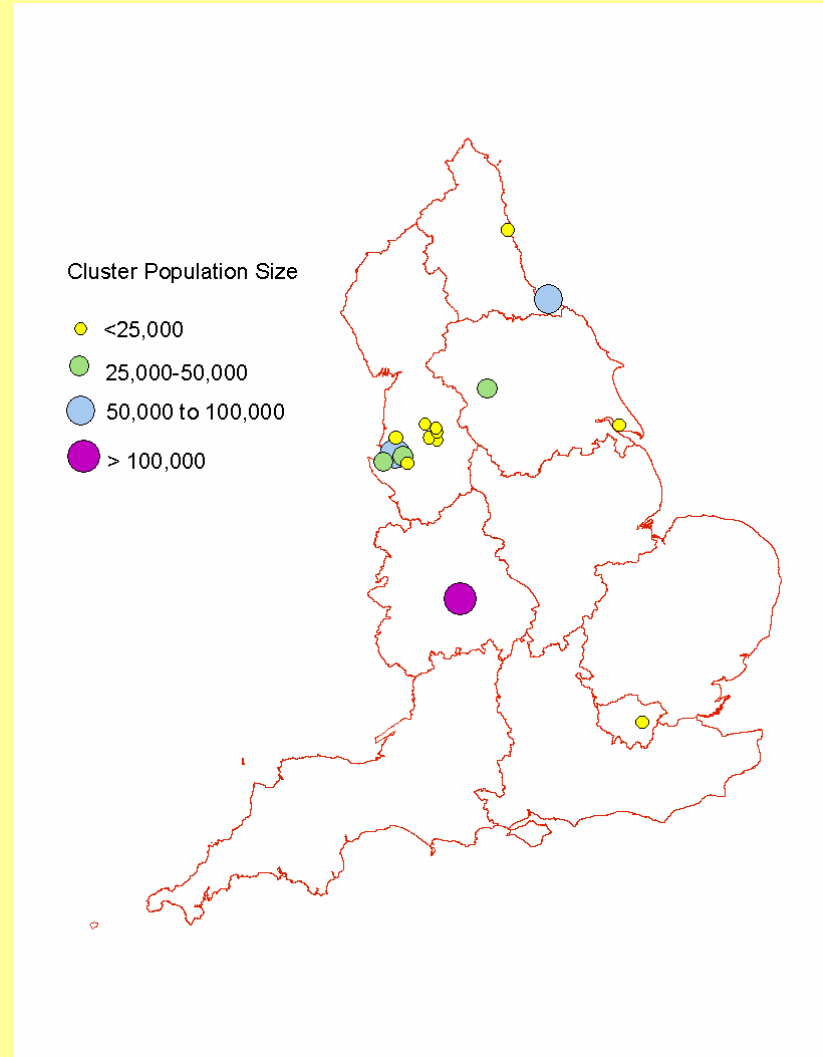
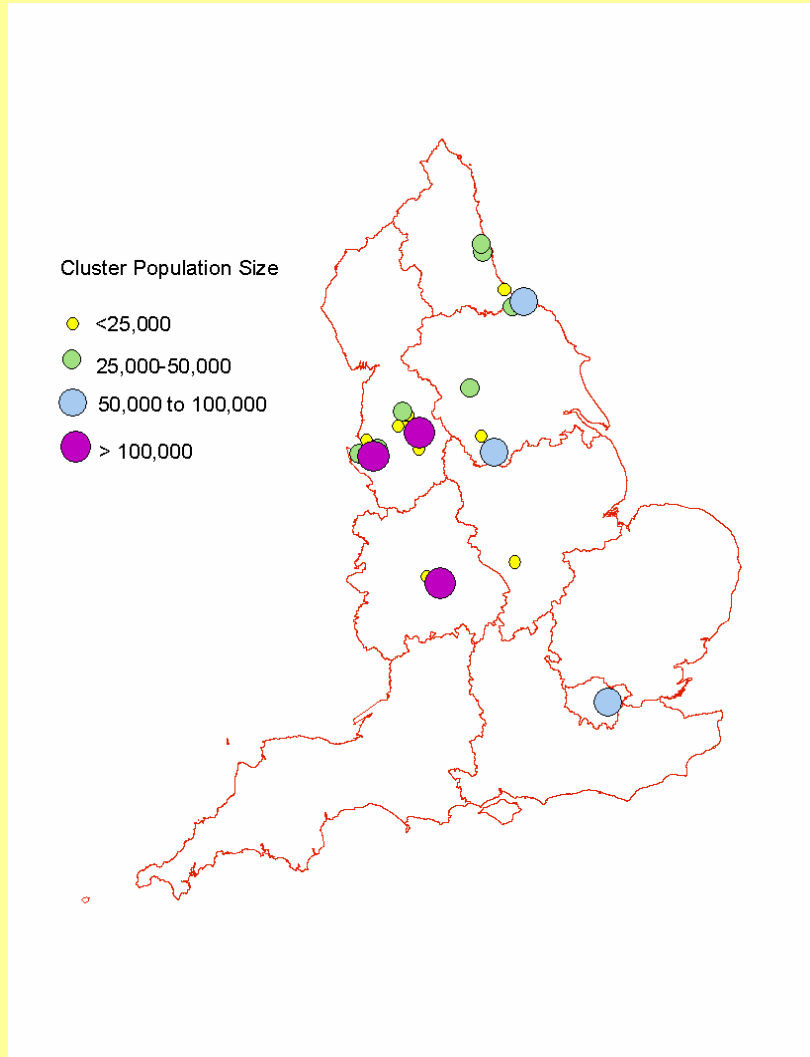
National and regional context

- Rates of work-poverty lower but still varied
 - some poverty-wards fell further than Eng. av.
 - many clusters smaller & more diffuse by 2001
 - South lost greatest proportion (85% v. 44%)
- Other factors also show varied distribution
 - age profiles and age-dependency rates
 - mental and physical health; life expectancy
 - educational outcomes and university uptake

UK distribution of poverty by electoral ward, 1991 / 2001 Census + Breadline Britain

1991 (Glennerster *et al*, 1999)

2001 (Berube, 2005)



Local context

- What does it mean if an area is 'poor'?
- Individual/household factors such as low wages, unemployment, poor health are contributory
- But spatial distribution of poverty is also about the clustering of other factors:
 - Housing conditions
 - External conditions
 - Access to services
 - Exposure to risks
- Which in turn prompts clustering of gov action

English regeneration programmes 1969-1997

Programme	Start	Local authorities (★) Study areas (☆)											TOTAL	
		Hackney	Newham	Knowsley	Nottingham	Newcastle	Sheffield	Blackburn	Birmingham	Caerphilly	Redcar	Leeds		Thanet
Community Dev. Projects	1969		★ ☆			★								2 1
Urban Programme	1978	★	★ ☆	★	★ ☆	★	★	★	★		★ ☆	★		10 3
UDCs	1980		★			★	★ ☆		★		★	★		6 1
PEP	1979	★ ☆	★	★		★	★	★ ☆	★			★		7 1
Estate Action	1985	★ ☆	★	★ ☆	★	★ ☆	★	★	★		★	★	★	11 3
Inner City Task Forces	1986	★			★				★					3 0
City Challenge	1991	★ ☆	★		★ ☆	★		★	★					6 2
SRB	1994	★	★ ☆	★ ☆	★ ☆	★	★ ☆	★ ☆	★ ☆		★ ☆	★ ☆	★ ☆	11 9

EU major regeneration programmes 1990s+

Programme	Start	Local authorities (★) Study areas (☆)											TOTAL	
		Hackney	Newham	Knowsley	Nottingham	Newcastle	Sheffield	Blackburn	Birmingham	Caerphilly	Redcar	Leeds		Thanet
Objective 1	1994			★						★				2 0
Objective 2	1994		★ ☆			★	★		★	★ ☆				5 2
Urban	1994	★	★ ☆	★	★		★		★	★		★		8 1

	Programme	Start	Local authorities (★) Study areas (☆)												TOTAL
			H	N	K	N	N	S	B	B	C	R	L	T	
E	New Deal for Communities	1998	★ ☆	★	★ ☆	★	★	★ ☆		★					7 3
	Neighbourhood Renewal Fund	2001	★ ☆	★ ☆	★ ☆	★ ☆	★ ☆	★ ☆	★ ☆	★ ☆		★ ☆	★ ☆		10 10
	Neighbourhood Management Pathfinders	2000								★					1 0
	Housing Market Renewal Pathfinders	2002					★	★ ☆	★ ☆	★					4 2
	Arm's Length Management Organisations	2002											★ ☆		1 1
	Housing Private Finance Initiative	1998		★ ☆											1 1
W	Communities First	2001									★ ☆			1 1	
E & W	Choice-Based Lettings	2001		★ ☆			★ ☆	★ ☆	★ ☆		★ ☆		★ ☆		6 6
	Neighbourhood Wardens	2000	★ ☆	★ ☆	★	★	★	★ ☆		★ ☆	★	★ ☆	★ ☆	★	11 6
	Decent Homes / Welsh Housing Quality Standard	2000/ 2001	★ ☆	★ ☆	★ ☆	★ ☆	★ ☆	★ ☆	★ ☆	★ ☆	★ ☆	★ ☆	★ ☆	★ ☆	12 12
TOTAL															
	Local authorities (★)		4	6	4	4	6	6	5	5	4	3	5	2	54
	Study areas (☆)		4	5	3	2	3	6	4	3	3	3	5	1	42

Similar places, similar trends?

- Housing
 - Differing stock, tenure and management
 - Vastly different occupation rates and markets
- Environment
 - Differing built forms & amounts of open space
 - Differing quality of green & built environment
- Regeneration
 - Smaller efforts most successful so far
 - Larger programmes contingent on population

Housing: Varied ages & styles

	Area	Housing types	
Inner-city	Hackney	1950s/1960s	flats
	Newham	1950s/1960s	houses & flats
	Nottingham	1970s	flats & houses
		pre-WW1	terraced houses
	Sheffield	1970s	flats & houses
		pre-WW1	terraced houses
	Birmingham	1950s/1960s	houses & flats
pre-WW1		terraced houses	
Outer-city & City-edge	Knowsley	Inter-war	houses
	Newcastle	Inter-war	houses
	Leeds	Inter-war	houses
	Redcar	Inter-war	houses
Beyond-city & Towns	Blackburn	1970s	flats & houses
		pre-WW1	terraced houses
	Caerphilly	1970s	flats & houses
		pre-WW1	terraced houses
	Thanet	1960s/1970s	flats
Pre-WW1		terraced houses	
		Victorian	houses

Tenure: Shifting to private

Area	% social rented		% private rented		% owner occupied	
	'91	'01	'91	'01	'91	'01
Hackney	74	61	8	12	17	24
Newham	68	51	7	13	25	32
Nottingham	52	61	15	11	33	24
Sheffield	52	42	7	11	40	44
Birmingham	55	34	8	14	35	46
Knowsley	57	52	4	5	37	38
Newcastle	61	55	5	5	33	38
Leeds	70	60	1	4	28	33
Redcar	45	41	3	5	51	52
Blackburn	53	36	9	6	38	53
Caerphilly	38	31	8	5	54	62
Thanet	18	17	24	20	58	58

“The future’s getting better...”

- Stronger city and regional economies have enhanced local employment opportunities
- Emp uptake boosted by gov.support for in-work income, adult education & child-care
- Local, central and European government funds have catalysed local developments
- Neighbourhood and housing management strategies have added value to local areas
- Additional baseline services have brought greater sense of security and of aspiration

Wait until the dust settles...

- Combination of stronger economic context + government strategies to support areas and individuals have improved local quality of life and local expectations for the future
- BUT whilst 12 areas are improving overall, their individual trajectories are diverging...
- House-building and upgrading of social housing can obscure population declines; in some areas these catalyse demand but in others the prospects are much bleaker